



**REPORT ON THE JOINT UNESCO/ICOMOS/ICCROM REACTIVE MONITORING MISSION
TO STONE TOWN OF ZANZIBAR (United Republic of Tanzania)
29 OCTOBER - 3 NOVEMBER 2014**



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Through the agency of the STCDA, well-attended individual meetings were held with the Zanzibar Municipal Council, the Department of Fisheries and Marine Resources and the Zanzibar Port Corporation. Additionally a meeting was held with stakeholder government departments, which included the Zanzibar Investment Promotion Authority, the Ministries of Finances, Health and Human Services, Infrastructure and Communications, Education and Vocational Training, the Department Antiquities, the Department of Construction, the Zanzibar Commission for Tourism, the Zanzibar Social Security Fund, the National Archives, the Zanzibar Land Tribunal, the Zanzibar Water Authority, the WAKF Commission and the UWZ-Zanzibar Association of the Disabled. The team members of the mission extend their thanks to all the attendees of this meeting for their active participation and open communication and dialogue.

The mission also had the privilege of meeting with Minister Hon. Omar Yussuf Mzee, Minister of Finances and Economic Affairs, and Minister Hon. Ramadhan A Shaaban, Minister of Lands, Housing, Water and Energy.

We wish to extend our heartfelt thanks for their time and candid discussion.

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We would also like to credit the 2011 Reactive Monitoring Mission team and the 2013 ICOMOS Advisory Mission expert for the valuable background information provided in their reports.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

Based on Decision **38 COM 7B.55** (ANNEX A1) adopted by the World Heritage Committee at its 38th session (Doha, June 2014), concerning the State of Conservation of the World Heritage property “Stone Town of Zanzibar”, inscribed on the World Heritage List in 2000, and taking into consideration the *Operational Guidelines for the Implementation of the World Heritage Convention*, the objective of the UNESCO World Heritage Centre, International Council on Monuments and Sites (ICOMOS) and International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM) Reactive Monitoring Mission was to assess the implementation of mitigation measures and the State of Conservation of the property with the aim to assess whether the condition of the property meets the criteria for inscription on the List of World Heritage in Danger.

The mission took note of the extensive dialogue among the State Party, the Advisory Bodies and the World Heritage Centre over a number of years, including discussions leading to an agreed-upon matrix to be used as a guideline for intervention at the Mambo Msiige building site. Unfortunately, the mission confirmed that external and internal alterations were carried-out for the creation of a new hotel at the Mambo Msiige building in contravention of the agreed-upon matrix and guidelines, the Management Plan and the Heritage Impact Assessment (HIA). The project has additionally encroached on the protected green space, a protected vista as well as the public beach.

The Mambo Msiige project is symptomatic of a large scale break-down in management in the World Heritage property, in part due to the non-implementation of the 2008 Management Plan and the 2010 Stone Town Conservation and Development Act.

The Outstanding Universal Value of the property was found to be under threat, in short due to:

- The completion of the Mambo Msiige project in conflict with the provisions of the agreed-upon matrix and guidelines, and with disregard to the requests of the World Heritage Committee (36 COM 7B.49 (2012) and 38 COM 7B.55 (2014))
- Application of inappropriate restoration techniques and decay of the general building stock;
- Lack of both management and assessment expertise;
- General lack of awareness of the Outstanding Universal Values and the mechanisms required for their protection among government bodies.
- Continuous erosion of the public open space system;
- An inability to balance the interests of conservation with required development along with the number of ad-hoc large-scale projects planned by various stakeholders;
- And a lack of political will to conserve the qualities that contribute to the fragile Outstanding Universal Value of Stone Town of Zanzibar.

The mission concludes that the conditions have been met to justify the inscription of Stone Town of Zanzibar on the List of World Heritage in Danger as a serious and specific danger

threatens those core attributes that furnish the property with its Outstanding Universal Value, and therefore recommends that the World Heritage Committee inscribe the Property on the List of World Heritage in Danger.

The mission recommends that the World Heritage Committee:

- Request the State Party to urgently implement corrective measures, starting with a review of the recommendations regarding the proposed minimum requirements for mitigation at the Mambo Msiige project contained in the Report of the 2013 ICOMOS Reactive Monitoring Mission and this 2014 Report on the Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission and to respond with a proposal, which included timeframes for their execution, including the protection of the public nature of the remnant protected green space north of the new building, noting that the recommendations contained in the 2014 Report on the Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission are the baseline for minimum acceptable mitigation measures;
- Request the State Party to implement the 2008 Heritage Management Plan and the 2010 Stone Town Conservation and Development Act and ensure awareness of these under all stakeholders;
- Request the State Party to strengthen the skills and human resources of the Stone Town Conservation Development Authority;
- Request the State Party to place a general moratorium on development on public open spaces, protected Green Spaces and in protected vistas;
- Request the State Party to urgently implement the recommendations of the 2008 Heritage Management Plan to investigate the realignment of the boundaries of the Property to include the green spaces that once formed part of the Darajani Creek;
- Request the State Party to place a moratorium on any demolitions in the Malindi Port;
- Request the State Party to commission an impact assessment of the cultural and economic impact of the removal of the Container Terminal from Malindi Port, including the potential impact on the artisanal construction of Dhows;
- Request the State Party to undertake strategic planning for the reconfiguration and reuse of the Malindi Container Terminal once the Zanzibar Ports Corporation has removed their container operations from the harbour;
- Request the State Party to halt any major development projects until they have been reviewed in accordance with the provisions of Paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention'. This includes any planned renovation or adaptive re-use of the Tippu Tip House for which the State Party are requested to notify the World Heritage Centre of the content and provisions of the lease agreement signed for this building;
- Request the State Party to engage with urgency in implementing the approved Traffic Plan;
- Call on the International Community to provide assistance to the State Party to improve the management capacity and systems for the Stone Town of Zanzibar World Heritage property;

- Invite the State Party to request International Assistance from the World Heritage Fund to improve the management system and conservation of Stone Town of Zanzibar World Heritage property.
- Inscribe the Stone Town of Zanzibar World Heritage Site on the List of World Heritage in Danger and call on the State Party to enter consultation with the Advisory Bodies to develop the desired State of Conservation for removal of the Stone Town of Zanzibar World Heritage Site from the List of World Heritage in Danger.

1. BACKGROUND TO THE MISSION

1.1. Inscription history

Date of inscription: 2000

Property information:

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

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

Location: S6 09 47 E39 11 21

Property WHC Reference: 173rev

Map of the property: During the procedure of inscription, the State Party submitted the maps of the delimitation area and its restrictive buffer zone for the Stone Town of Zanzibar (ANNEX A2).

1.2. Inscription criteria and Statement of Outstanding Universal Value

Inscription criteria

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

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

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

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

Draft Retrospective Statement of OUV (to be submitted for adoption by the World Heritage Committee in 2015)

The Retrospective Statement of Outstanding Universal Value (SOUV) is currently in the process of validation. The draft version is below:

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

Statement of Outstanding Universal Value (SOUV)

Date of Inscription: 2000

Criteria: ii, iii, vi

Date of preparation of draft SOUV: 2010 – 2014

Synthesis

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

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

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

The major buildings date from the 18th and 19th centuries and include monuments such as the Old Fort, built on the site of an earlier Portuguese church; the house of wonder, a large ceremonial palace built by Sultan Barghash; the Old Dispensary; St. Joseph's Roman Catholic Cathedral; Christ Church Anglican Cathedral commemorating the work of David Livingston in abolishing the slave trade and built on the site of the last slave market; the residence of the slave trader Tippu Tip; the Malindi Bamnara Mosque; the Jamat Khan built for the Ismaili sect; the Royal Cemetery; the Hamamni and other Persian baths. Together with the narrow, winding street pattern, large mansions facing the seafront and open spaces these buildings form an exceptional urban settlement reflecting the longstanding trading activity between the African and Asian seaboard. In particular the Stone Town's importance is marked by it being the site where slave-trading was finally terminated.

Criteria 1997/99

Criterion (ii)

The Stone Town of Zanzibar is an outstanding material manifestation of cultural fusion and harmonization.

Criterion (iii)

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

Criterion (vi)

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

Integrity (2010)

The individual buildings in the Stone town manifest, through their structure, construction materials and techniques, the interchange and influence of the different cultures around the Indian Ocean rim. The outstanding universal value of the property resides in the character of the assemblage of buildings, the layout of the Town including the relationship of buildings to the open spaces, streets, roads and gardens, the character of the littoral edge viewed from the sea, and the nature of access to the sea from the land. These are all still intact but the buildings are vulnerable to deterioration and the visual aspect from the sea is vulnerable to inappropriate development. Work on the Malindi Port development project, including the loss of two historic warehouses, and erection of new, inappropriately scaled and designed port facilities without prior approval has created a precedent on how unintegrated development, and legitimate modern inspiration of Zanzibaris, if not well thought through and articulated, could be a threat to the integrity of the property.

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

Authenticity (2010)

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

Management and protection necessary to sustain OUV (2010)

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

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

The management system set out in the Management Plan (2007), produced by the STCDA is anticipated begin to mitigate these pressures.

Overall an integrated and sustainable conservation and development approaches are urgently needed in order to develop practical sustainable management strategies to ensure that the overall coherence of the town and its highly distinctive town planning, architecture and traditional methods and materials of construction are sustained.

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

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

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

The property was evaluated by the World Heritage Committee through six Reports on the State of Conservation (SOC) from 2007 to 2014. Below are highlights from these reports. For more information on the workings documents and decisions relative to this property, see Annex 4, or the World Heritage Centre’s dedicated web page for the property: <http://whc.unesco.org/en/list/173/documents/>.

SOC 2007²

The first SOC report (World Heritage Committee Decision 31 COM 7B.49, 2007) evaluated the potential impact of the proposed European Commission-funded port development project on the State of Conservation of the property. The World Heritage Committee asked the different stakeholders for the information needed to evaluate the situation. The information gathered was considered insufficient. The World Heritage Committee requested the State Party to:

- Provide details of the proposed Malindi Stone Town Port development project;
- Collaborate with ICOMOS and the World Heritage Centre to organize an independent environmental and cultural impact assessment study prior to any consideration or approval of the proposed project;

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

² For a complete list of documents and decisions relative to the Stone Town of Zanzibar World Heritage property, refer to Annex A4.

- Invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to assess the State of Conservation of the property and factors affecting its OUV;
- Provide a progress report on the implementation of the above recommendations for examination by the Committee at its 32nd session in 2008.

SOC 2008

The second SOC report (World Heritage Committee Decision 32 COM 7B.54, 2008) highlighted the results and recommendations of the joint World Heritage Centre/ICOMOS Reactive Monitoring Mission carried-out in May 2008, to assess the State of Conservation of the property and the impact of the Malindi Stone Town Port development project.

The 2008 mission report provides detailed background on the rationale for the Port development project and on steps in project implementation since its initiation in 2004. From the mission's observations, it can be seen that the evolution of the project brings several problems for the conservation and the management of the site. To summarize, two options were under consideration for the rehabilitation of the port: Option A (a suspended concrete slab and pile solution, similar to the existing, described as the most feasible option if a sizable percentage of piles could be re-used with the least obvious disadvantages/impacts), and Option B (a vertical wall and fill solution, less costly than A, but possibly having negative impacts on the marine environment). Option A was chosen by the government of Zanzibar but after this decision, the contractor's study of the condition of the existing piles indicated all would have to be replaced and that the cost of this option would increase from 16 million dollars to 40 million dollars. Based on a Hydraulic Study and a Wave Movement and Water Level Study carried out by the European Commission (which suggested that environmental impacts of Option B would be incidental), the European Commission informed the State Party that it could only support proceeding with Option B. The Port Authority agreed with this proposal but made its acceptance of Option B conditional on a Baseline Survey of current sea conditions and impacts being conducted, followed by a comprehensive Environmental Impact Assessment (EIA), and an impact monitoring process after 5 years of use. From this point, poor communications among all projects partners have resulted in the project proceeding without any of the necessary or agreed approvals, surveys or environmental assessments being in place. Construction of the Port will be complete in November 2008 and at the time of the mission, with 66% of the work completed, only a very limited Baseline Survey had been performed. The mission uncovered unreported impacts related to the changeover from Option A to Option B which have negative environmental and cultural impacts on the property. In conclusion, the mission report regretted that the Malindi Port rehabilitation project was not conceived in regard for the protection requirements of a World Heritage property and its outstanding universal value, nor executed in accordance with the requirements of the Operational Guidelines. Therefore, the mission report suggests that by immediately carrying out a thorough and independent study to ascertain any negative impacts caused by the completed Option B.

The World Heritage Committee requested the State Party to:

- Carry out an immediate and independent Environmental Impact Assessment on both the cultural and bio-physical resources, in full collaboration with the World Heritage Centre and ICOMOS, before November 2008;
- Ensure that the Environmental Impact Assessment includes a 3-5 year monitoring project in order to mitigate to the greatest extent negative impacts of work carried out and described in the mission report;
- Finalize the currently prepared integrated management plan with full participation of all the relevant stakeholders;
- Finalize the Review of the 1994 Heritage Act in order to gain greater autonomy and greater effectiveness in the long term conservation of the property's Outstanding Universal Value;
- Develop, in consultation with the World Heritage Centre and the Advisory Bodies, a draft Statement of Outstanding Universal Value including the conditions of integrity and authenticity, for examination by the World Heritage Committee at its 33rd Session in 2009;
- Submit a report to the World Heritage Centre, by 1 February 2010, on the results of the Environmental Impact Assessment activities carried out, and progress made with regards to implementation of a 3-5 year monitoring project of Port rehabilitation, for examination by the World Heritage Committee at its 34th session

SOC 2010

The third SOC (World Heritage Committee Decision 34 COM 7B.54, 2010) examined the follow-up to the World Heritage Committee Decision 32 COM 7B.54 taken at the 32nd session of the World Heritage Committee in 2008.

The State Party report received on 1 April 2010 noted that there had been a recent positive progress in developing plans and legal frameworks for the management of the Stone Town of Zanzibar, especially thanks to a Swedish International Development Assistance (SIDA) initiative, which contributed to elaborating a Heritage Management Plan and financing the revision of the 1994 Heritage Act (as requested by the World Heritage Committee in Decision 32 COM 7B.54).

An inventory of the public spaces in Zanzibar was completed in January 2010 by the Centre for World Heritage Studies of the College of Design at Minnesota University, in coordination with the Stone Town Conservation and Development Authority (STCDA) and the World Heritage Centre in the framework of the UNESCO Netherlands Funds-in-Trust. The World Heritage Centre and the Advisory Bodies note that the overall 2010 State Party report conclusions mirror those presented in 2008, with an emphasis on requesting financial and technical assistance for training, analysis and planning. They also note that as recommended in the 2008 joint UNESCO/ICOMOS Mission Report the work according the warehouses is urgent, and a commitment for their documentation is needed.

Despite the fact the World Heritage Committee requested the State Party to carry-out an independent Environmental Impact Assessment (31 COM 7B.49) and an Environmental Impact Assessment, which includes a 3-5 year monitoring project in order to assess potential negative impacts of the 2008 Malindi Port, the port project was completed without these studies.

The State Party report then exposed the continuation of the restoration of the sea front wall, “Zanzibar Phase II Seafront”. The World Heritage Centre and the Advisory Bodies consider that the overall Seafront project has a substantial impact on the property and await the results of the Environmental and Social Impact Assessment for review by ICOMOS. They consider that further work to the foreshore and the seawall project should be halted until a full appraisal can be made of their impact on the property’s Outstanding Universal Value and of their appropriateness.

Arising from decisions of the 31st session, the World Heritage Committee requested that a draft Statement of Outstanding Universal Value, including the conditions of integrity and authenticity, be developed for examination in 2009. The State Party submitted a draft Statement of Outstanding Value following its report.

The World Heritage Committee requested the State Party to:

- Put into place as a matter of urgency a 3-5 year monitoring project for the port area as previously requested by the World Heritage Committee;
- Submit to the World Heritage Centre before 1 December 2010 the Environmental and Social Impact Assessment of the planned sea front project – Phase II (“Zanzibar Phase II Seafront”), which provides an assessment of the potential impact of this project on the Outstanding Universal Value of the property, for review by the Advisory Bodies, in line with Paragraph 172 of the Operational Guidelines, and to halt further work on the foreshore and sea wall until the review process is completed;
- Finalize and implement the Heritage Management Plan;
- Invite as soon as possible after 1 December 2010 a joint World Heritage Centre/ICOMOS reactive monitoring mission;
- Submit a report to the World Heritage Centre, by 1 February 2011 on the progress made on the above points for examination by the World Heritage Committee at its 35th Session in 2011.

SOC 2011

The fourth SOC (World Heritage Committee Decision 35 COM 7B.45, 2011) examined the report on the State of Conservation of the property submitted by the State Party on 1 February 2011 and the conclusions of the ICOMOS reactive monitoring mission (requested by the World Heritage Committee at its 34th Session, Decision 34 COM 7B.54).

The State Party reported that works on the Malindi Port are finished. The 2011 mission stated that some environmental changes, like the increase in wave height, had been observed but these have yet to be monitored.

An Environmental and Social Impact Assessment on the planned Sea Front Project Phase II was submitted to the World Heritage Centre in July 2010 for review. The mission evaluated the proposal and noted that there is a need to harmonize future refurbishment projects at open spaces to ensure that visual harmony is maintained in consideration to the historic attributes of the property.

The State Party reported a new Act for the Stone Town Conservation and Development Authority (STCDA) was passed in July 2010. The mission noted that due to the recent approval of the new arrangements, it is difficult to ascertain at this point how efficiently they operate.

The State Party reported that work has continued on the implementation of the Heritage Management Plan. The mission noted a series of factors that currently affect the property and which need to be adequately monitored (tourist pressure, poverty, living conditions for local people, over-occupation of buildings, changes in land uses, traffic congestion and management of waste). As for new constructions, the mission expressed concern regarding a proposal by the Kempinsky Group to build a hotel using in part the Mambo Msiige historic building and the adjacent designated public space. As per letters dated 19 January 2011, and 8 March 2011, the World Heritage Centre alerted the State Party to the potential risk of Danger Listing as the proposed development could fall under conditions set out in Paragraphs 178 and 179 of the Operational Guidelines and requested the Government's position in this regard.

The World Heritage Committee requested the State Party to:

- Mobilize as matter of urgency resources for the operation of the Stone Town Conservation and Development Authority (STCDA) and the sustained implementation of the Heritage Management Plan;
- Carry out/update a comprehensive condition assessment of the property and identify priority measures for intervention, including required resources for implementation;
- Establish an effective monitoring system to control and enforce sanctions on illegal construction and evaluate the adequacy of proposals for new construction and development, both at the inscribed property and within its buffer zone;
- Further develop the tourism development plan to effectively contribute to poverty alleviation and improvement of socio-economic conditions of the local population
- Continue the collaboration with the World Heritage Centre and ICOMOS to ensure that potential new developments and rehabilitation of the historic building Mambo Msiige and its associated public space do not impact on the Outstanding Universal Value of the property;
- Submit to the World Heritage Centre and the Advisory Bodies technical specifications on planned projects relating to the reorganization of the northern part of the port, the Seafront project part II interventions in the Beit-al-Ajaib/House of Wonders and at the Tippu Tip House, in accordance to Paragraph 172 of the Operational Guidelines, for consideration and review before any commitment is made for their implementation;
- Submit to the World Heritage Centre, by 1 February 2012, and 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 36th Session in 2012, with a view to considering, in the case of confirmation of the ascertained or potential danger to Outstanding Universal Value, the possible inscription of the property on the World Heritage List in Danger.

SOC 2012

The fifth SOC (World Heritage Committee Decision 36 COM 7B.49, 2012) examined the State of Conservation report submitted on 1 February 2012 by the State Party requested by the World Heritage Committee at its 35th Session (Decision 35 COM 7B.45, 2011).

The report noted the challenges faced to secure the resources for the operation of the Stone Town Conservation and Development Authority (STCDA) and for the implementation of the Heritage Management Plan. With the new Act No.4/2010, additional funding can be obtained.

The State Party reported that a comprehensive condition assessment was undertaken concerning the State of Conservation of the property; 18 buildings were found to be in poor condition while 108 are deteriorated. Based on results obtained, proposals have been developed to address conditions and raise funds for emergency cases. However, the assessment or proposal for intervention was not submitted nor was the expected timeframe for when emergency projects are expected to be implemented; the dispositions about the evaluation of open spaces and the tourism plan were not transmitted too. Several major enhancements to enforce sanctions on illegal or unauthorized constructions and rules and regulations for the removal of street vendors were made.

Regarding the Mambo Msiige building, Heritage Impact and Environmental Impact assessments were carried out by independent consultants to assess the potential impact of the proposed project. The Heritage Impact Assessment (HIA) was submitted to the State Party at the end of January 2012. The State Party indicates that the results of the HIA will be provided to the World Heritage Centre before any design work starts. Meanwhile, it is reported that no development work is being undertaken on property. For the moment, the assessment of the impact of this project on the Outstanding Universal Value of the property can be evaluated by the World Heritage Centre and the Advisory Bodies without the HIA.

The WHC requested the State Party to:

- Complete and submit a comprehensive condition assessment of the property and identify priority measures for intervention, including required resources for implementation;
- Establish an effective monitoring system to control and enforce sanctions on illegal construction and evaluate the adequacy of proposals for new constructions and development, both at the inscribed property and within its buffer zone;
- Further develop the tourism development plan to effectively contribute to poverty

- alleviation and improvement of socio-economic conditions of the local population;
- Submit to the World Heritage Centre, by 1 February 2014, and updated report on the State of Conservation of the property and the implementation of the above, for the examination by the World Heritage Committee at its 38th Session in 2014.

SOC 2014

The sixth SOC (World Heritage Committee Decision 38 COM 7B.55, 2014) examined the State of Conservation report submitted on 31 January 2014 by the State Party requested by the World Heritage Committee at its 36th Session (Decision 35 COM 7B.45, 2011) and the report of the ICOMOS Advisory Mission which was carried out from 30 September to 3 October 2013.

Mambo Msiige project: Following the recommendations of the January 2012 Heritage Impact Assessment (HIA), discussions among the World Heritage Centre, the Advisory Bodies and the State Party were held in June 2012, after which a matrix and guidelines for a revised project design were agreed upon. The State Party indicates that revised drawings were submitted to the World Heritage Centre in November 2012. The World Heritage correspondence registry has no record that these drawings were received, however, and therefore no comments were made on the revised design. In June 2013, a second meeting was held among the World Heritage Centre, the Advisory Bodies and the State Party, which led to an Advisory Mission being undertaken to the property in October 2013. The Advisory Mission was presented with the revised drawings and found that the ongoing construction was not in compliance with the agreed matrix and guidelines. It recommended halting the building works immediately and recommended measures to mitigate what it saw as potentially permanent, very negative impacts on the OUV of the property. A third meeting among the World Heritage Centre, the Advisory Bodies and the State Party was held on 22 January 2014 and a fourth on 19 March 2014, after which the State Party submitted copies of the revised drawings to the World Heritage Centre on 20 March 2014.

There has been limited progress in conservation efforts given financial and technical constraints (with the exception of an inventory of open spaces to assist in planning for improvement of these areas).

A new Urban Development Control Authority had been created to improve permit mechanisms and to enhance control capabilities at the property and buffer zone.

A Heritage Management Plan is the main planning tool for the property. Conflicts do exist, however, between the Stone Town Authority and the Zanzibar Municipal Council, and insufficient human and financial resources have hindered the effective implementation of the plan. To address overlapping mandates, a Heritage Board has been established which will involve all stakeholders and streamline decision-making.

The Committee requested the State Party to:

- Note the fact the new six story hotel, at two stories above the agreed matrix and

guidelines and encroaching onto the public beach and internal alterations at the Mambo Msiige building have a significant adverse impact on the urban form and silhouette of the property and a substantial adverse impact on its Outstanding Universal Value;

- Halt the ongoing work in the Mambo Msiige project, and urgently implement the mitigation measures recommended by the Advisory Mission, which include lowering the overall height of the new building stories; and if these are not then the property will meet the conditions for inscription on the List of World Heritage in Danger, in conformity with Paragraphs 177 and 179 of the Operational Guidelines;
- Invite a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission to the property in 2014 to assess the implementation of mitigation measures and the state conservation of the property with the aim to assess whether the condition of the property meets the criteria for inscription on the List of World Heritage in Danger;
- Submit to the World Heritage Centre, by 1 February 2015, an updated report, including a 1-page executive summary, on the State of Conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 39th Session in 2015.

1.5. Justification of the mission

See Annexes:

Annex A5: Terms of Reference

Annex A3: Mission Programme

Annex A6: Composition of the mission team

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

2.1. Heritage Legislation

- The **Ancient Monuments Preservation Act (1948)** protects the individual monuments and sites in Zanzibar;
- The **Zanzibar Stone Town Conservation Plan (1994)** organizes the planning and regulation within the World Heritage property.
- The **Heritage Act (1994)**. A revision of this text requested by the World Heritage Committee at its 32th Session in 2008 (32 COM 7B.54) in order to gain greater autonomy and greater effectiveness in the long term conservation of the property's Outstanding Universal Value was undertaken since 2012 (thanks to a Swedish International Development Assistance (SIDA) initiative);
- The **Stone Town Conservation and Development Authority Act (2010)** reinforces the action of the STCDA and measures of management of the property as it was requested by the World Heritage Committee

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

The buffer zone is composed of “the area between the Creek and Michenzani Roads to the east (84.79 hectares) and all the sea area (6,200 hectares) to the extent of the Port of Zanzibar according to the Port decree of 1959 which was also recognized by the Port Authority Act of 1997 (...) deposited at the Department of Survey and Urban Planning”³

2.2. Institutional framework

The Stone Town Conservation and Development Authority (the authority in charge of the conservation area) was established in 1995. In line with the 2000 Decision – 24 COM X.C.1 that requested the State Party to strengthen and clarify responsibilities among key stakeholders, STCDA in 15 years, has been able to set itself as a key capable actor in the management of the Stone Town. STCDA was reinforced in its legal power by the 2010 Act.

³ Extract from The Stone Town Conservation and Development Authority Act of 2010, p.2.

Stone Town Conservation and Development Authority

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

Today, STCDA the Authority “shall have exclusive jurisdiction in the administration of the conservation area and the functions as set out under Section 7 and powers sets under Part IV.”

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

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

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

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

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

The MLSWE “...is the Ministry in the Government which exerts the most authority over Stone Town affairs, since it forms and oversees implementation of national policies for land, housing, construction and urban development, in addition to the key service sectors such as water and energy. Its remit also includes town and country planning. It has delegated the conservation and management of Stone Town to STCDA”.⁴

The Department of Antiquities

This department located within the “...Ministry of Education is in charge of major monuments, museums, archives and archaeological sites. Important Stone Town landmarks such as the Old Fort, Beit el Ajaib and the People’s Palace are in their care.”⁵

Zanzibar Municipal Council (ZMC)

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

⁴ Zanzibar Heritage Management Plan, 2008: 42

⁵ Zanzibar Heritage Management Plan, 2008: 43

Zanzibar Stone Town Heritage Society

ZSTHS “is an NGO formed in the early 2000s to give a voice to Stone Town residents and help the government and STCDA promote heritage conservation goals. Though relatively new, it has several programmes in the pipeline (mainly in restoration, international networking, communications and outreach) and, with encouragement, could contribute much to WHS protection.”⁶

Shehas

Shehas “are neighbourhood officials who represent the Regional Commissioner (equivalent to a Regional Governor) on the ground. The sheha’s office is the first point of contact for building permit applications, petty crime and dispute resolution. There is a good rapport between STCDA and the shehas, which facilitates the monitoring of buildings and the public realm in terms of use, alterations and threats to public safety”.⁷

The State University

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

2.2.8 Private owners.

“Private persons and entities own approximately half the building stock. They are largely locals, but the small number of overseas/international owners is gradually growing as a result of renewed interest in Zanzibar as a desirable place to invest and live in.”⁸

2.2.9 The Wakf and Trust Commission

The WTC “manages about 600 properties on behalf of beneficiaries; the commission is responsible for maintaining these buildings and the welfare of its occupants.”⁹

2.2.10 The Government and Associated Corporations

“Apart from the 500 buildings there are large areas under its (Department of Housing and Settlements – DHS and Port corporation) control in the public realm, e.g. public open spaces and the port. The buffer zone is also largely public land, and so is the anchorage.”¹⁰

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

⁶ Zanzibar Heritage Management Plan, 2008: 43

⁷ Zanzibar Heritage Management Plan, 2008: 43-4

⁸ Zanzibar Heritage Management Plan, 2008: 42

⁹ Zanzibar Heritage Management Plan, 2008: 42

¹⁰ Zanzibar Heritage Management Plan, 2008: 42

The Zanzibar Ports Corporation (ZPC)

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

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

The Zanzibar Investment Promotion Agency (ZIPA)

This body was created under the Investment Code of 2004 and has as aim: "To be an efficient focal point for dynamic trade and investment promotion/facilitation by providing quality services through motivated professionals aimed at greater contribution to Zanzibar as economic growth and social wellbeing."¹¹

The Department of Fisheries Marine Resources

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

Reclaim Women's Space in World Heritage

The Reclaim Womens' Space in World Heritage has as aim to: "raise awareness and increase knowledge based skills, integrate gender aspects in conservation, narrations and entrepreneurship plans as well to create forum to deepen knowledge of women situation globally and locally both past and present."¹² It is supported by the Zanzibar Municipal Council and the STCDA.

2.3. Management structure

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

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

The STCDA is under the direct authority of the Minister. It is headed by a Director General who is assisted by a "Board of Directors" (before Advisory body, under the 1994 act). The Board consist on the Director General; the Director of ZMC; the Director of Department of Archives, Museums and Antiquities; and 3 other members (today one of them is the Director of Tourism, the other one has contributed in the preparation of the nomination file). The Board function includes: supervising the authority, advising the Minister and considering any legislative

¹¹ ZIPA Webpage: <http://www.zanzibarinvest.org/aboutus.htm>. Accessed on 27 January 2015 at 14.00 GMT+1.

¹² Reclaim Women's Space website: <http://reclaimzanzibar.blogspot.nl>. Accessed on 27 January 2015 at 14.40 GMT+1.

proposal. In comparison to the Advisory body that was to advise the authority, the Board of Director is more powerful.

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

STCDA is guided in its management by 2 tools:

- The “Zanzibar Stone Town Conservation Plan” 1994, which defines the strategy for conservation and management of the World Heritage property.
- The “Heritage Management Plan” 2010, which further develops its management processes.

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

3. IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS

3.1. Management effectiveness

Due to increasing development pressure, the management of the complex Stone Town of Zanzibar World Heritage property has become highly problematic, but there are indications that the State Party is attempting to address this changing situation. The polemic surrounding the Mambo Msiige project has highlighted the need for improving communication structures among management institutions in the city. This is further exemplified by the increased problem of traffic management and the number of ad-hoc development proposals the mission encountered emanating from a number of sources. The mission came to the conclusion that the authority of the STCDA had been greatly undermined by the overriding of its decisions in the Mambo Msiige redevelopment. In this case the prescripts of the 2012 Heritage Impact Assessment as well as the 1994 Stone Town Conservation Plan were not implemented. The management framework presented in the 2008 Zanzibar Heritage Management Plan has failed to be completely implemented and does not make allowance for communication between important role-players such as the Zanzibar Investment Promotion Authority and the STCDA. Additionally, the Stakeholders Forum was not found to be fully functional. The Heritage Board, which was to be tabled under the 2010 Stone Town Conservation and Development Act, had at the time of the mission, still to be constituted, although the STCDA had already compiled the list of its member and was, at the time of the mission, awaiting the approval of its proposals by the Minister of Lands, Housing, Water and Energy. This breakdown in management is particularly poignant seen in the light of the pioneering role played by the Stone Town Conservation and Development Agency in early promotion of the Historic Urban Landscapes (HUL) approach.

The increasing pressure on the property requires a reappraisal of the management structures to manage the property. The State Party has already acknowledged this problem and is attempting to create a new central development forum, the Urban Development Control Authority. This body, to be chaired by the Director of the Stone Town Conservation and Development Authority, is to include representation of the Zanzibar Municipal Council, the Department of Urban and Rural Development, the District Council and the Department of Environment.

The management effectiveness of the new measures will need to be proven over time.

The mission team participated in numerous meetings with local and national authorities as well as with local community stakeholders. These meetings made clear to the mission team, as well as to all participants in the various meetings, the overall lack of awareness amongst many important stakeholders about the OUV of the property and how this lack of awareness has contributed to a lack of respect of management and conservation mechanisms and processes. In addition to this lack of awareness of “why Stone Town is a World Heritage property”, the meetings demonstrated that there was also lack of awareness of the site management and conservation plans. This is exacerbated by the lack of control the site manager has over powerful bodies such as the Zanzibar Investment Promotion Authority (ZIPA) and the Zanzibar

Municipal Council (ZMC), both of whom are responsible for projects that pose the greatest threat to the authenticity, integrity and OUV of Stone Town. The Mambo Msiige project serves as case in point, but is not the only instance of break-down in management. The ZMC is also impeding STCDA efforts to improve traffic by blocking the implementation of an agreed-upon traffic plan and by monopolizing parking spaces in the Stone Town, which are leased to hotels and other private businesses, further encroaching on public space. The mission was informed that these leases are used to generate income, as the income stream from property taxes has been converted to central government. This has led to an erosion of the position of the STCDA, which is responsible for the safeguarding of the Outstanding Universal Value of Stone Town of Zanzibar.

One of the more important actions provided for in the 2008 Management Plan is the creation of a List of Buildings in Danger. This would be a very useful tool for measuring the State of Conservation of the property if implemented; but this too has not yet been undertaken. The STCDA seems to be focussing mainly on Grade I buildings, which is only part of its mandate.

Improved management control mechanisms and processes are needed for Stone Town to ensure the conservation of its Outstanding Universal Value as a UNESCO World Heritage property. Although such modalities are not yet in place, in its 2014 State of Conservation Report for Stone Town of Zanzibar, the State Party reported that several useful new bodies were currently under preparation: the Heritage Board, Stakeholders Forum and the new Urban Development Control Authority. The State Party must now urgently ensure that these mechanisms are enacted, and the Integrated Development Plan implemented in order to control and streamline development processes. In addition, there is a need to combine efforts for granting building permits and to remove conflicts between ZMC and STCDA.

The various bodies the State Party is striving to put in place is a first step, but then these bodies will need to be guided and monitored as they become fully-functioning, sustainable and effective at ensuring the protection of Stone Town's Outstanding Universal Value.

An additional factor affecting development is the involvement of the Zanzibar Investment Promotion Agency (ZIPA) in all major development projects. The ZIPA should be encouraged to involve all stakeholders (and particularly STCDA) in consultations at an early stage of development in order to avoid conflicts and ensure the safeguarding of Stone Town's Outstanding Universal Value.

There is also a need for succession planning for the STCDA as well as new bodies.

Other preceding reports have identified development pressures, management issues, decay of both building stock and urban environment, climate change threats and specific problems. It is worth noting that the first State of Conservation Report (2007) dealt exclusively with a development project and its repercussions, the Malindi Stone Town Port project.

All State of Conservation Reports regarding to the Stone Town of Zanzibar World Heritage property (2007, 2008, 2010, 2011, 2012 and 2014) have repeatedly listed a series of 6 factors

affecting the property which cover the concerns encapsulated by the above State of Conservation Reports:

1. Development pressures

Development projects remain a threat to the Attributes that contribute to the Outstanding Universal Value of the Property. See 3.2 'Other Development Projects' below.

2. Environmental pressures in relation with the Malindi port project

The Malindi Port has been expanding at an average rate of growth of 25% per annum in container volumes according to the Zanzibar Port Corporation (figures presented to the mission team during a meeting at the Port Authority on 31 October 2014). This has been possible, in part, due to the 2007-2009 Malindi Port Project. In response to the expansion of the port through this project, the World Heritage Committee requested in 2008 (32 COM 7B.54) a 3-5 year monitoring project of the Port Rehabilitation Project. This request was repeated in the World Heritage Committee Decision of 2010 (34 COM 7B.54). In its State of Conservation Report of 2012 the State Party affirmed that it was "continuing to take some initiatives in monitoring the impact of the project." (Report on the State of Conservation of the Stone Town of Zanzibar (United Republic of Tanzania) C 173 Rev, p. 4). The Mission was unable to discover evidence that any monitoring has in fact taken place. The environmental pressure in relation with the Malindi Port Project has not been quantified and this remains a potential factor affecting the Property.

The State Party should be requested to address this requirement. The State Party should also bear in mind that the Buffer Zone covers a very large marine section and that the construction of break-waters etc. should be carefully planned and assessed.

3. Natural disasters and lack of risk-preparedness

The mission was informed that foreign funding had been obtained to implement the Sea Wall Phase II project (Mizingani Sea Wall Project). This project, to strengthen the sea-wall along Mizingani Road, is an important step in protecting the Grade I and Grade II buildings along the iconic sea-front stretching from the Beit-al-Ajaib/House of Wonders to the Malindi Port.

Yet the risk of natural disasters has remained and is yet to enter the planning-agenda of the State Party. The Mission could find no evidence of planning for calamities such as flooding or fire. These remain major threats to the Outstanding Universal Value of the property. This is an aspect addressed by the 2008 Heritage Management Plan and not yet executed.

4. Visitors/ tourist pressures

Tourism pressure has lead to a proliferation of hotels in Stone Town of Zanzibar of which the Mambo Msiige project is the most dramatic example. This poses the danger of gentrification of the property, which could lead to long-term residents relocating. In various locations, buildings are being converted into luxurious rental apartments. This effect is starting to be felt in places such as Kelele Square where the recently completed Double

Tree by Hilton Conference Centre as well as the Mambo Msiige hotel development are compounding the effect of the Serena Hotel in changing the character of the square. The social impact of tourism is not well managed. No guides to visitor conduct are present (including a dress code) at any of the entries into the property (although there had been something in the past for visitors). This has an adverse effect on the experience of tourism by the local population. The 2008 Heritage Management Plan has as an objective (7.3) Visitor management. No evidence of this forming part of a clear and well-defined operational structure could be identified.

5. Lack of resources

Financial resources

The Lack of Financial Resources for conservation and urban management purposes of the property seem to be increasing, in part due to the inaction of the State Party in applying in full the provisions of the 2010 Stone Town Conservation and Development Act. This is resulting in a weakening and loss of attribute-bearing fabric. With regards to the day-to-day management of the property, the current World Bank project funding is bringing improvement to specific aspects such as improvement in solid waste management. Despite this, it was reported to the Mission that there is a lack of funding for day-to-day operations of the Zanzibar Municipal Council, having a major impact on the urban environment. It is also worrying that the property is reliant on external funding sources (donor bodies or private investment) to enact restoration projects. The latter has brought its own negative impacts with pressure on conservation bodies to concede to insensitive proposals and incorrect restoration processes followed.

Management of the city is severely hamstrung by a lack of financial resources affecting the Zanzibar Municipal Council (ZMC), which, as reported to the mission, has become reliant on income from parking fees and building plans approvals to meet its financial obligation to manage the whole of Zanzibar City. At a meeting held with the ZMC on 31 October 2014 the Mission was informed that this situation had arisen through a decision of the Revolutionary Government of Zanzibar to divert incomes from property taxes from the ZMC to central coffers. This has led to an untenable financial situation which has not only led to the ZMC allocating parking areas nearly all public open spaces accessible by car, but also to take on the role of developer. The ZMC is planning commercial developments (the so-called Darajani Corridor) within the green conservation area between Stone Town and the buffer zone to generate a permanent income for itself - a very worrying development. The public open space network of Stone Town of Zanzibar has been all but overrun by cars, areas of the city are designated for exclusive use of contracted tenants, excluding access to parking for local inhabitants. Designated public spaces, protected under the Conservation Management Plan have been turned into parking areas. This has led to conflict between the ZMC and the STCDA with regards control of the public open space system in the Property. Significant open spaces, some of them protected under the 1994 Stone Town Conservation Plan (such as the

public open space at the Zanzibar Taarab Music Club on Vuga Road which is currently used for parking in its entirety) have been sacrificed to serve as vehicular parking in order to generate revenue for the ZMC. The lack of financial resources of the ZMC has led to a dramatic impact on the liveability of the Property and has dramatically negatively impacted the public open space system of the property.

Long term leases have also been granted to foreign investors with two notable cases worthy of mention: the Mambo Msiige property as well as the Tippu Tip house, both Grade I buildings with great importance in the history of the property and its larger international role. This strategy of granting of leases is not flawed per se, but can lead to negative impacts should the rights be granted not be in line with conservation principles and the significance of the property over which the lease is granted. This requires close cooperation between ZIPA and the STCDA *before* granting of a lease. The mission is of the opinion that this has not happened in the past, which has led to the unfortunate conflicts and eventual loss of significance at the Mambo Msiige site. The granting of a long-term commercial lease at the Tippu Tip house poses great potential danger to the integrity of the property should the effect of the lease will be similar to that at the Mambo Msiige complex. The Tippu Tip house had been earmarked for public cultural use, a project that was never executed due to lack of funds.

The Grade I Anglican Church was undergoing excellent restoration under the auspices and with funding of the World Monuments Fund. This project is an exemplary project. Restoration work at the Catholic Cathedral was also under way at the time of the mission. Here, despite the work being undertaken under the supervision of the STCDA, the quality of workmanship could be questioned, especially with regards the safeguarding of important architectural features during restoration works as well as the restoration of the interior painted murals.

The State Party should investigate methods of funding, be these subsidy systems, tax rebates or Public Private Partnerships to assist in providing sustainable funding mechanisms for conservation of the built fabric of the Property that does not have a negative impact on its Outstanding Universal Value.

Human Resources and Capacity

The STCDA is a very well resourced organisation with highly qualified staff which includes 36 office staff and 30 members of the building brigade who undertake restoration activities. It also operates a materials depot in the courtyard of the Beit-al-Ajaib/House of Wonders. The Director of the STCDA has been very actively engaged in the furthering of the education of his staff. Yet the mission must concur with the Mission report of 2013 that there still exists a general lack of conservation skills when dealing with the adaptation of heritage structures. One aspect that was continually noticed by the mission team was the low levels of knowledge of conservation issues amongst other stakeholders in the property. This does not mean that there is a lack of awareness of the World Heritage status of the property, but

rather a lack of what this requires of the management and planning for the property; a lack of human resources within the larger management and planning apparatus.

6. Lack of legal framework

The Stone Town Development Conservation Development Authority Act of 2010 has greatly improved the legal framework for the property but the implementation of this framework remains problematic. The mission encountered repeated cases of misinformation or lack of awareness amongst civil servants and the public alike.

Recommendations:

It is imperative that the 2008 Management Plan (including the provisions Heritage Board and Stakeholders Forum and Education/Awareness-raising), the 2010 Stone Town Conservation Act and the Urban Development Control Authority be fully implemented with urgency. The 2008 Management Plans should be formally launched and its implementation communicated to all stakeholders, both civil and governmental. This is essential to ensure the protection of the Outstanding Universal Value of Stone Town of Zanzibar.

3.2. The Mambo Msiige Project.

Importance of Mambo Msiige relative to OUV

The recent Mambo Msiige redevelopment project, which saw the conversion of the historic and highly significant building to a hotel facility, was one of the main items on the agenda of the Mission (Refer to Annex A3). In order to contextualise the recommendations in this Report it is necessary to understand the significance of the Mambo Msiige building and its environment, relative to the Retrospective Statement of Outstanding Universal Value. The following definition of significance was prepared in January 2012 for the HIA on the use of the Mambo Msiige building for a hotel development:

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

The Mambo Msiige had its origin during the reign of Seyyid Said (died 1856). The Mambo Msiige - a magnificent example of a traditional Zanzibari courtyard type mansion - and its companion building, the Bushir mosque, were built in 1847-50 by Sh Salim bin Bushir bin Salim al Harthi, a wealthy and very prominent Swahili tradesman from a prominent Omani tribe, on Kelele Square (up to the 1860's a slave trading space) in the Shangani district of Stone Town, and a place with a rich history and character. Due to its construction and detail, this mansion was significant even in its own time, and due to its uniqueness was called Mambo Msiige (don't imitate). Sh Sakim bin Bushir became embroiled in the failed 1859 coup of Seyyid Bargash against his brother Sultan Seyyid Majid (successor of Said), causing his mansion to be confiscated by Seyyid Majid. The Mambo Msiige then played its part in the European anti-slavery and mission epoch. In the early era of British involvement in Zanzibar Seyyid Said, as part of his good relations with Col Hamerton - the first British Consul in Zanzibar - signed a treaty forbidding the export of slaves from his African dominions. In 1863 his successor Seyyid Sajid (died 1870) gave the Mambo Msiige to the Universities Mission in Central Africa (The UMCA, formed in 1857) to use as a Mission House, and which was the origin and focal point of missionary work on the whole of eastern Africa. In 1861 Zanzibar became independent from Oman, and the British increase their influence in the area. Dr Livingstone joins the British Consulate in Zanzibar as Surgeon-General in 1866. In 1873, in the reign of Seyyid Bargash, the UMCA built a new Mission and in 1875, in the time of Consul-General Sir John Kirk, the British Agency vacate their damaged premises (damaged in the great cyclone of 1872 - now the Livingstone Hotel and Bar) and acquire the Mambo Msiige as the new British Agency in Zanzibar, which it used until 1903 when the Agency moved to the British Residency (designed by Vice-consul and famous architect John H Sinclair). Sir John Kirk photographed the famous

panoramas of Stone Town, as well as the Mambo Msiige, providing strong evidence of the use of the Shangani seafront, as well as the architecture of that time. The journalist-adventurer Henry Morton Stanley (J Rowlands) consulted with Sir John Kirk at Mambo Msiige in 1871 before setting off from Zanzibar on his expedition to find Livingstone – on his return in 1872, the body of Livingstone was placed in the Mambo Msiige (then British Agency) in preparation of the journey to London. Stanley also visited the Mambo Msiige with his expedition force on return from his mission to rescue Governor Emin Pasha of Equatoria (S Sudan) – legend holds Stanley had his regular room in the Mambo Msiige, built for him on the rooftop. Extensive remodelling of the Mambo Msiige was undertaken between ca 1885-7, at the end of Sir John Kirk's reign as British Consul-General and at the time of Queen Victoria's Diamond Jubilee (1887). The Eastern Telegraph & Assoc Co., constructors of the first telegraph lines across Africa and Zanzibar's Indian Ocean connections between 1890-3, erected the East Telegraph Quarters building adjacent to the Mambo Msiige (now the Serena Inn Hotel). After 1903 the Mambo Msiige was used as government offices, but after the First World War ended in 1918, it accommodated the European Hospital, which was set up to take care of war casualties. After 1924 the Mambo Msiige was again used for offices for the colonial government. The building was again enlarged by the Public Works in the 1950's, introducing a mix of traditional elements and non-traditional structure and materials, reflecting British Public Works architecture prevalent on the island. After the revolution of 1964, the Mambo Msiige again served as offices, this time for the Republican government, including the Registrar General and the Ministry of Finance's Audit department, but also the WAKF and Trust committee and Zanzibar Shipping Corporation. Zanzibari citizens mostly link the building's significance to this period, with its role as the offices where births and deaths had to be registered, and subsequently revere it as the place where their ancestors dwell.

The area to the east of the Mambo Msiige was intermittently built up and open, and from the early 20th century the space was designated in two important urban planning schemes (i.e. the 1923 Lanchester Plan and the Master Plan of 1994) as a green open link between the Kelele square, in the built-up Shangani precinct, and the sea. The open space between the European Yacht Club / Starehe Club and the American Embassy / Tembo Hotel has been an open space used for a range of cultural activities since the 1920's, and as such it is an important counterpoint to the ever encroaching touristic character of Stone Town. It is also a 'protected Vista' towards the open sea. It has been used by fisherman and as important space for sea-based cultural events, and is currently seen as an important public open space by diverse sectors of the community.

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

with European exploration of Africa, as well as the administration of the island in the British colonial period and from Independence.

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

Mission findings

Despite the request of the World Heritage Committee (38 Com 7B 55), work on the project had not been halted causing far-reaching negative impacts on the property as a whole and its management, as well as its significance and immediate environment. The project, as built, has exhibited a near-total negation of the recommendations of the 2012 Heritage Impact Assessment and the agreed to Matrix, despite the high-level meetings held between the State Party and the World Heritage Centre in June 2014 and October 2014.

The 2013 ICOMOS Advisory Mission noted that:

Due to the magnitude of the negative impact of the redesigned project it will be necessary to require various rectifications to achieve compliance with the parameters in the statutory documents governing the conservation of the World Heritage property and, after the HIA, set forth in the Matrix and the revised Guidelines that were agreed to by the State party, which mitigations will be in the form of demolition, further redesign, better conservation practice and more detail on the services design and installation in the Mambo Msiige building (Block B).¹³

None of these aspects were taken into account, and the project was concluded with the unapproved alterations. The most pertinent of the alterations to the new building include (noting that this list is not exhaustive or complete):

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

¹³ REPORT ON THE ICOMOS Advisory Mission to Stone Town of Zanzibar (United Republic of Tanzania) (C 173 rev) From 30 September to 3 October 2013, p.1.

Hotel complex which may indicate that a fence will be erected.

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

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

During the inspection the bronze plaque on the beacon was not in place. The mission was informed that this was in safe-keeping for reinstallation post restoration.

It is clear from the above list that the requests of the World Heritage Committee regarding the Mambo Msiige project have not been taken into account, in particular Decision 38COM 7B.55:

4. Urges the State Party to halt the ongoing work, and urgently implement the mitigation measures recommended by the Advisory Mission, which include lowering the overall height of the new building by two stories; and also considers that if these are not implemented then the property will meet the conditions for inscription on the List of World Heritage in Danger, in conformity with Paragraphs 177 and 179 of the Operational Guidelines;

The work at the Mambo Msiige project was not halted nor was the overall height of the new building lowered by two stories.

In its 2014 State of Conservation Report the State Party indicated that the problems arising from the development at Mambo Msiige were due to the World Heritage Centre not responding to a letter sent on 27 November 2012¹⁴ in which the revised drawings for the Mambo Msiige complex were submitted for review by the Advisory Bodies. Regardless of whether the drawings were delivered to the Centre or not, it is important to note that the revised drawings submitted by the State Party did not take into account the agreed-upon changes in the matrix and guidelines following meetings among the State Party, Advisory Bodies and Africa Unit of the World Heritage Centre during previous Committee sessions. Moreover, no official acknowledgement was received by the State Party and no comments from the Advisory Bodies were provided on the drawings. Despite not receiving any feedback, and without following up on the submission, the State Party went ahead with the building plans, which were in contravention to the agreed-upon matrix and guidelines for the Mambo Msiige complex.

The Mambo Msiige project is symptomatic of larger problem in the approach to the management of the Property and was in clear conflict with the extant 1994 Conservation Guidelines and 2008 Management Plan for the Property as well as the 2012 HIA and the matrix.

Recommendation: Corrective Measures: Mambo Msiige

The Mambo Msiige project has had a highly negative impacted on the Outstanding Universal Value of Stone Town of Zanzibar. It is essential that the damage be mitigated where this is possible. The following list of actions is recommended to mitigate some of the negative impacts of the Mambo Msiige project. It must be noted that the top most two stories of the new building has been the topic of discussion. The World Heritage Committee and its Advisory Bodies have repeatedly requested the overall height of this building be reduced by not constructing these two stories. A recommendation to remove these stories is now regarded by this mission as being unfeasible.

The State Party should be requested to review the recommendations contained in Section 5.3.1 of this report regarding the Mambo Msiige complex and present the Committee with a programme for implementation, which should not exceed a period of 1 year. Should any of the measures proposed be wholly unachievable the State Party should report this and present alternatives.

GENERAL CORRECTIVE MEASURES:

- a. The State Party should prepare and implement in cooperation with the owner of the lease of the complex, a complete Heritage Conservation and Management Plan, developed by a qualified heritage professional for the Mambo Msiige Building for examination by the World Heritage Centre and Advisory Bodies.

¹⁴ United Republic of Tanzania. 2014. *State of Conservation Reports of World Heritage Sites in the United Republic of Tanzania*, January 2014. p. 16.

This Heritage Conservation and Management Plan should respond adequately to the Guidelines as per the 2012 Heritage Impact Assessment recommendation:

For the existing historic buildings, a restoration, repair, maintenance and monitoring specification must be drafted. New materials, finishes, structural systems and services must be responsive to the historical condition, be tried and tested in the locale, be designed to protect the existing, be compatible with existing materials/systems, to maintain ambient conditions, and prevent future negative impacts on the authenticity and integrity of the items concerned. The specifications must be approved by the STCDA.¹⁵

- b. No first floor level link is to be constructed between the Mambo Msiige building and the new building (on 04 November 2014 no such permanent link had yet been constructed).
- c. Develop at own cost and install an extensive set of publicly accessible, high quality, visually designed interpretation panels in front of the old Mambo Msiige Building facing on to Kelele Square outlining in both Kiswahili and English:
 - i. Information regarding the World Heritage Status of Stone Town of Zanzibar, including its boundaries and list of its Grade 1 Monuments with a map of their locations.
 - ii. The history of Kelele Square
 - iii. The history of the Mambo Msiige building and its associated structures and including important people and events
 - iv. The history of the surveying of the East African coast and the role of the Mambo Msiige and the beacon on the roof as part of this process.
 - v. Visual historical drawings and photographs
 - vi. Explanation of the public significance of the Mambo Msiige building to the people of Zanzibar.
- d. The building lease owner should be requested to develop, entirely at own cost and in conjunction with the Department of Antiquities, a permanent exhibition on the history and significance Mambo Msiige complex for inclusion in the new exhibitions of the National Museum of Zanzibar (Beit-al-Ajaib/House of Wonders). This should provide for complete funding for the cost of development, archival research and production and the final installation of the exhibition, which is to take place directly after restoration of the National Museum of Zanzibar.
- e. Traffic: Develop and submit for approval an updated traffic management plan for the Hotel which is to be implemented within 2 months after approval thereof.

THE NEW BUILDING:

- a. Remove all timber imitation wood siding panels on the façade of the new building.

¹⁵ Bakker, K. A. and Abungu. 2012. *Heritage Impact Assessment of the proposed 5 star hotel at the Mambo Msiige, Ras Shangani, Stone Town Zanzibar*. p. 58

- Plaster and paint.
- b. Install a continuous level parapet without any crenulations.
- c. Smooth over horizontal banding in the pilasters at the ground-floor façade facing onto Kelele Square. Paint to match the rest of the building.

OPEN SPACES:

- a. Public Park. (North-east of new building)

The park should remain public.

- Demolish all enclosing walls, fences and retaining walls to the beach and level the site with the level of the sidewalk. Lawn the site. Provide coral stone seating steps along the entire length of the sea-front of the park leading from the park to the beach.
 - Remove generators from the park (these could potentially be housed under-ground) and extend the park up to building edge. Ensure the entire area is to be completely public.
 - Pave the path between the public open space and the Tembo Hotel from the street to the beach to allow for access. No stairs are to be used along this path to allow for it to be used to transfer boats to the beach.
- b. Open space around the tree between Mambo Msiige and the new building to be retained as completely open to the public. No fence or other barrier is to be erected towards the street that might deter the public from accessing the space. Ensure the space remains publicly accessible.
 - c. Swimming pool to be removed and the section of the sea-wall moved backwards to be in-line with the rest of the sea-wall. An acceptable location for the swimming pool could be in the courtyard southwest of the Mambo Msiige building (between the link building and Kelele Square.
 - d. Plant screening planting against the street-facing façade of the new building, along the entire length of the blind wall.
 - e. Any parking for the hotel should be in line with the approved parking plan.
 - f. Explore the re-construction of the timber jetty as required by the HIA:

The actual permanent anchorage of fishing boats, or of Tour boats in front of the 'Designated Green Area' is not part of the recommendation of this HIA and remains subservient to the relevant Acts and the Port Authority's overall management of the shoreline. Similarly, use of the reinstated pier and jetty - or part of this shoreline - for Tour operators, can be very beneficial to stimulate the cultural lifeblood of this urban sector, but must be subservient to the Port Authority's environmental and safety regulations and management imperatives. If no reconstruction is possible provide a full

*report outlining the reasons.*¹⁶

HISTORIC MAMBO MSIIGE GRADE I BUILDING

Interior

- a. Remove ground floor marble floor tiling and replace as per HIA recommendations with checker-board of white marble and black slate.
- b. Remove newly installed two silver lanterns from the interior walls of the covered atrium. These are not appropriate in the historic building or its Swahili context and should not be relocated to either interior or exterior of the Mambo Msiige building.
- c. The existing stone stairs in the north-western corner of the Mambo Msiige building are not to be covered and existing stone slabs, if broken should be restored. Only where stones are missing are new matching stones to be introduced.

Exterior

- a. Remove extension to the balcony, including the roof extension on the second floor of the sea-facing façade of the link building between the Mambo Msiige building and the boat house/WAKF building. The situation should return to the pre-construction set-up. Remove the roof terrace
- b. Remove the new rooftop terrace and its balustrade on the old boat-house. Repair the parapet to its original appearance.
- c. Reinstate the steel grills that were removed from the street facing archways (now located in the STCDA Workshop yard behind the Beit-al-Ajaib/House of Wonders) and reinstate the original façade configuration with one entrance only on the north-eastern corner of the old building.
- d. Ensure the reinstallation of the bronze plaque on the trigonometry beacon.

¹⁶ Bakker, K. A. and Abungu. 2012. *Heritage Impact Assessment of the proposed 5 star hotel at the Mambo Msiige, Ras Shangani, Stone Town Zanzibar*. p. 57

3.3. Other development Projects

Development pressures have increased unabated in Stone Town of Zanzibar and the management of these pressures forms a serious challenge to the authorities mandated to manage the property. Development pressures, resulting from a general increase in economic activity has brought about a marked increase in automotive vehicular activity. This is exerting a high negative impact on the public open space structure of the property. The provisions of the Historic Urban Landscape (HUL) approach could benefit the property if applied.

Various actors are at play in the property, and the lack of awareness of conservation issues and the Significance of the Property have lead to a proliferation of ad-hoc project proposals. This has put the STCDA in a defensive position as they are not pro-actively engaged by the various parties before or during the conceptualization of various projects. The property lacks an integrated management vision, which the application of the Historic Urban Landscapes Recommendation advocates. The STCDA seems to be kept in the dark about some projects, meaning that they are not able to give inputs on conservation issues.

The Revolutionary Government of Zanzibar has also embarked on an ambitious scheme to lure foreign investment to the island through the Zanzibar Investment Promotion Authority (ZIPA), which falls under the Ministry of Finance. This body was created under the Investment Code of 2004. The 2008 Heritage Management Plan does not make provision for communication between this body and the STCDA. This has lead to the unfortunate situation of the STCDA often learning of the granting of long-term leases of properties within the boundaries of the World Heritage property *after* the granting of leases with use rights (The Tippu Tip House for example). This has increased the development pressure on the property, and has the potential to undermine conservation efforts as is evidenced by the Mambo Msiige project.

Other public and private parties currently plan large-scale projects within the boundaries of the Property, which pose a threat to the attributes that contribute to the Outstanding Universal Value of the property. Those known projects are listed below:

1. The Proposed Darajani Corridor Project.

The Zanzibar Municipal Council has embarked on a process of developing commercial facilities and parking infrastructure on the location of the Darajani Gardens, part of the green infrastructure of the Property and its buffer zone. This proposal has been developed by the ZMC to create a sustainable revenue stream for it to be able to carry out its mandate. The location and aesthetics of the project are worrying and the implementation of the project could be highly detrimental to the Outstanding Universal Value of the Property.

2. The Proposed Yacht Club Project

This project is envisaged for the bay in front of Africa House, an important winter anchorage for dhows. The beach here is also extensively utilised as part of the public open space system as it abuts a park (in front of Africa House). This project, if executed would have a

negative impact on the OUV of the property, by altering the qualities of a protected vista (1994 Master Plan).

3. The Edible Oils Project

This project, which the mission supports in principle, is to be located at the northern end of Malindi Port on the edge of the World Heritage Property. The execution would not only alter the existing built environment but also alter the use patterns of Malawi Road and its environment. Seen in the light of the possible removal of the container terminal, this could have a positive effect. Nevertheless, the pre-approval impact assessment of the proposal cannot only be undertaken on visual grounds but should look at all aspects of the proposed development.

4. The Fish Landing Project

The Fish Landing project is to be located in the same area as the Edible Oils installation and is a positive development as it supports the artisanal fishing industry and promotes food security, thereby supporting the values for which the property was inscribed under **Criteria (iii)**: “To bear a unique or at least exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared. For many centuries there was intense seaborne trading activity between Asia and Africa, and this is illustrated in an exceptional manner by the architecture and urban structure of the Stone Town.” (Current inscription) As with the Edible oils project the proposal should harmonise with its immediate industrial environment.

5. The commercial lease of Tippu Tip House

The mission was informed that a long term lease had been signed for the commercial exploitation of the Tippu Tip house, arguably one of the most important buildings on the property and, with the Anglican Cathedral, the major physical evidence of the history of Slave Trade in the Stone Town of Zanzibar. It is of utmost importance in the maintaining of Criteria (vi): “To be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance. Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign.” (Current inscription). From the little information the mission was able to obtain, the proposal is to house staff of the Mambo Msiige Hotel in the Tippu Tip House. This would be an incompatible use in the opinion of the mission. The mission recommends that the Tippu Tip House should remain in the public sphere and contain a cultural/educational function.

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

1. Creation of the Urban Development Control Authority

The creation of the Urban Development Control Authority will bring together the Department of Urban and Rural Development, the District Council, the Zanzibar Municipal Council the Department of Environment, the Zanzibar National Chamber of Commerce, Industry & Agriculture, under the auspices of the chairman of the STCDA. This body is to be informed by the Heritage Board and the Stakeholders' Forum, when dealing with heritage issues and issues relating to the Stone Town of Zanzibar World Heritage Property.

The pending creation of this integrated central body to deal with development in the Property should greatly benefit conservation efforts, but as it was still to be implemented at the time of the visit to the Property the Mission cannot comment as to its efficacy which will need to be tested over a longer period.

Preparation of a Diagrammatic Indicative Structure Plan for Zanzibar Municipality and Its Immediate Periphery and Urban Development Policy for Zanzibar Town as part of the National Spatial Development Strategy. These are to include provisions for the World Heritage Property.

The Department of Urban and Rural Development of the Ministry of Land, Housing, Water and Energy is in the process of compiling a new National Spatial Development Strategy. As part of this process both a new Structure plan for Zanzibar Municipality as well as an Urban Development Policy for Zanzibar Town are to be compiled. This process takes the World Heritage Status of the Property and its Buffer Zone into consideration. This process of integrated planning is expected to greatly benefit the property. It is worth noting that the National Spatial Development Strategy lists: *Uncoordinated heritage and environmental protection programmes*¹⁷ as a specific challenge. It further states that: *The nation's unique cultural and natural landscapes, the many monuments in rural and urban areas, including Stone Town, suffer from ineffective management, monitoring and enforcement and insufficient or impractical legislative and regulatory planning framework.* The mission concurs with this position, but acknowledges the good work done to date commends the parties involved in these processes on their contribution.

2. Hifadhi Zanzibar (PTY) LTD.

Hifadhi Zanzibar is a new property investment entity that is in the process of being formed through along the basis of, and through the involvement of *Stadsherstel Amsterdam* of the Netherlands. In brief this entity, with limited shareholding, aims at restoring historic buildings for (social) rental, the proceeds of which are to be reinvested in additional

¹⁷ *Enabling Transformation of Zanzibar.* (Draft) National Spatial Development Strategy. 2014. p8

purchase and restoration of properties. This private initiative will pay out limited dividends to its investors and aims at improving living conditions for the inhabitants of the historic inner city and its buffer zone.

The creation of *Hifadhi Zanzibar* has the potential to positively influence not only the state of conservation of the building stock of the Property, but also improve the living condition of its inhabitants, thereby strengthening the living Swahili culture.

3. Planned restoration work at the Beit-al-Ajaib/House of wonders and Chawl buildings

The STCDA is planning restoration work at the Beit-al-Ajaib/House of Wonders and the Creek Road Chawl Building, both Grade I buildings. The mission was provided with documentation drawings prepared by the STCDA and can commend the STCDA on their thoroughness. The Beit-al-Ajaib/House of Wonders Restoration project is to be funded by the Sultanate of Oman. No timelines were provided to the mission. The installation of new museum exhibits in the Beit-al-Ajaib/House of Wonders requires careful planning and the State Party and its Department of Antiquities are urged to contact local and international partners in this endeavor.

4. The World Bank Zanzibar Urban Service project

This project, funded by the World Bank is planned to run to 20 June 2016 has a number of subcomponents, some of which affect the Stone Town of Zanzibar World Heritage Property.

These include:

- Implementation of the Sea Front Phase II project (Mizingani Sea Wall Project)

The State Party reported to the mission that funding was in place and the tender awarded for the construction of the Mizingani Sea Wall Project. This project includes the reconfiguration of the sea front Mizingani Road, providing a palm-tree lined sea-front pedestrian promenade. The existing sea wall is severely eroded and Mizingani Road does not provide for safe pedestrian movement. This project will help safeguard the various Grade I and II buildings along the sea front and increase the connectivity between Forodhani and the Port.

- Solid Waste Collection

Waste management has improved in the Property with more regular garbage collection at the main garbage points, such as that behind the Fort on Hurumzi Street. The mission was informed of plans to implement more regular door-to-door collection services through the details and realization of this is still uncertain

- Planned street lighting upgrade

Planned street light upgrades (including solar powered lighting) are being installed in the larger Zanzibar City environment. The STCDA has prepared a design for the street lighting to be implemented in the Property following on the design of the lighting implemented in the Forodhani Gardens upgrade.

- Future planning for the relocation of the Malindi container terminal

The State Party is in the process of planning the relocation of the Malindi Container Terminal to Mpiga Duri, 3 km north of Stone Town of Zanzibar. The current volumes the container terminal carries has a negative impact on the Property, bringing with it heavy vehicles and air pollution, especially along Malawi Road. Empty containers are stacked at the wetland opposite the Malindi Grounds. Additionally the Port Corporation presented the Mission with its need to demolish extant historic structures to make space for container handling. All of these activities have a negative impact on the Property, yet a word of caution is required. The relocation of the container terminal could have long-term economic impacts for the Property, bringing about a relocation of the commercial activities along Malawi Road. Additionally a strategic vision is required for the Malindi Port that allows for the sensitive reuse of the extant port structures within the harbour. The demolition of structures to expand container handling should not be undertaken, especially seen in the light that the container terminal is to be reallocated. The impact of the relocation of the terminal to a bay which at the moment serves the Dhow building industry (mooted in the 2008 Management Plan as an aspect to investigate for inclusion in a retrospective Statement of Outstanding universal Value) provides reason for concern.

3.5. Findings and observations

The control of the Stone Town Conservation and Development Authority has been greatly jeopardized through continual erosion of their influence, especially through the resulting institutional influence of the Mambo Msiige project. Many of the planning and management problems noted by the mission can be addressed through an urgent and thorough implementation of the 2008 Heritage Management Plan, including the appointment of the Heritage Board and constituting of the Stakeholders Forum as well as the other provisions of the 2010 Stone Town Conservation and Development Act. The implementation of the Urban Development Control Authority should also contribute to the improvement of the management systems.

The mission noted, and was greatly alarmed by the lack of knowledge of the implications of World Heritage status of Stone Town of Zanzibar. While there exists a general knowledge of this special status, very few of the civil servants and decision makers outside of the STCDA understood the true implications of World Heritage status. There was a general lack of awareness of the Zanzibar Ports Corporation as well the Zanzibar Municipal Council of the role and position of the STCDA, the Heritage Management Plan, and the Stone Town Conservation Plan and its Land Use and Zoning as well as a general lack of awareness of the Statement of Outstanding Universal Value. The effect is that the different role players have differing visions on the future of the property, leading to conflicting positions and the erosion of conservation measures and the eventual diminishing of the significance of the property.

An important example of this phenomenon is the implementation of the Mambo Msiige project has been completed in contravention of the agreed-to matrix and the recommendations of the World Heritage Committee (38Com 7B.55).

4. ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY

4.1. Review of the maintenance of conditions and integrity of the attributes that contribute to the Outstanding Universal value of the Property

Stone Town of Zanzibar was inscribed under Criteria ii, iii and vi. Based on content of the current inscription, the first two criteria relate to the built environment and the cultural fusion that brought it into being. The latter relates to the history of the suppression of slave trade and especially with regards the persons who opposed this trade and used Stone Town of Zanzibar as their base. To maintain the attributes that contribute to its Outstanding Universal Value, the living Swahili culture, its built manifestation in the form of Stone Town of Zanzibar (buildings, urban form, open spaces and definition) as well as those places associated with the history and abolition of slavery (including key personages) need to be protected and conserved.

The 2011 Report on the Reactive Monitoring Mission to Stone Town of Zanzibar reported: *After 15 years of collaboration and after clarification of each one's role, today key institutions work together in a fairly good manner. Few difficulties of collaboration that have been reported by STCDA were mainly due to changes in the interlocutor and therefore there was need to explain again the requirements that need to be met in the case of World Heritage properties*

*On this issue, the mission recommends: the continuous collaboration between key stakeholders.*¹⁸

Unfortunately, the situation has changed significantly since 2011.

Currently the single biggest threat to the Property is the lack of control due to a failure of management systems. The 2013 ICOMOS Advisory Mission (Report on the ICOMOS Advisory Mission to ~~Zanzibar United~~ Republic Of Tanzania) (C 173 Rev) from 30 September to 3 October 2013, p.40) stated that:

The values on the basis of which the property was inscribed are being eroded and/or lost largely due to the lack of effective enforcement of existing management tools and the implementation of projects.

The issues highlighted in that 2013 report were (pp. 40-41):

- *A rapid increase of development pressure,*
- *A lack of integrated management of the property,*
- *A lack of political will to control negative impacts from inappropriate developments and to protect and preserve the attributes and cultural heritage values,*
- *Ignoring or not applying requirements in statutory documents,*
- *Inadequate processes of conservation and inadequate levels of protection from the side of the conservation authority,*
- *Lack of funding,*

¹⁸ 2011 Report on the Reactive Monitoring Mission to Stone Town Of Zanzibar. p19

- *Lack of capacity and conservation knowledge,*
- *Lack of monitoring,*
- *Lack of maintenance,*

The 2014 World Heritage Centre State of Conservation (SOC) Report highlighted as *Current Conservation Issues* the following challenges relating to the:

- *Management system*
- *State of conservation of the property*
- *Mambo Msiige building*
- *Other interventions at the property*

Additionally issues from the 2011 State of Conservation Report (SOC) have remained dormant, overshadowed by the weight of the issues relating to the Mambo Msiige project. These were the:

- *Malindi Port*
- *Sea Front Phase II*
- *Current Conservation Issues*

These issues are addressed in this report but have all remained as challenges, and in most cases, increased in severity.

None of these factors had yet been addressed successfully at the time of the mission in 2014 and most have increased in severity excluding the fact that planning was under way to address the lack of integrated conservation and planning.

General restoration practice

During the site visits the mission noted with concern departures from the Conservation and Design guidelines and the Stone Town Act which states that “All repair work to existing buildings including listed buildings and architectural and streetscape features shall use the same, compatible or similar materials and finishes as the original materials and finishes’ (Part IV, 31). Many private restoration projects were encountered (especially in the Malindi Area) where inappropriate materials were utilised, specifically the use of Portland cement mortars and plasters. It was reported to the mission that quality lime was expensive and difficult to obtain. This reflects a similar comment in the 2008 Heritage Management Plan.¹⁹ The exact supply of lime mortars could not be assessed during the mission, but the use of Portland cement mortars and plasters on historic lime and corral walls will have long term adverse effects on the physical integrity of the property.

- The use of Portland cement in mortars and renders will have long term negative effects

¹⁹ Zanzibar Stone Town Management Plan for the World Heritage Site. p28.

on the sensitive coral rag and lime mortar walls of the historic houses of the Property. The use of this material was only encountered in private projects. The restoration projects undertaken by the STCDA, such as the restoration of the Municipal offices (the Bharmal Building, a Grade I building) on Creek Road were in contrast undertaken using good conservation practice and in accordance of the Conservation and Design guidelines. For this the STCDA must be commended.

- The use of Rib-Deck type profiled roof sheeting when repairing S-profile Corrugated roof sheeting has proliferated, also on projects undertaken under the guidance of the STCDA. This is in contradiction of the principle of “Repairing like with like” contained in the Conservation and Design Guidelines (p.16).
- A number of buildings repainted utilising oil-based paints and in colours that are not in accordance with the Conservation and Design Guidelines.

The fact that the guidelines are not followed in private restoration projects lends credibility to the statement that the position of the STCDA has been eroded.

General lack of control of the property, in conjunction with government entities not consulting the STCDA, has started to erode the attributes present in the Property, which contribute to its Outstanding Universal Value. Two specific issues will be raised here, although many more exist:

- Signage in general and specifically at the landing of the Passenger Terminal.

The Ports Authority has installed a large illuminated sign with the wording ‘Karibu Zanzibar’ over its Passenger Ferry Terminal in the Malindi Port. The STCDA reported to the mission that neither had its permission been sought before the installation, nor had its requests for the sign’s removal been implemented. This installation has high adverse impacts on the visual quality of the property and should be removed.

- Illegal borehole (well) at a property adjoining the Grade I Anglican Church

An illegal borehole has been drilled on a property adjacent to the western end of the Anglican Church. Water extraction from this borehole has lead to subsidence in its direct vicinity, which lead to structural damage to this Grade I building. This damage has been stabilised and repaired through a project support by the World Monuments Fund, but still the illegal extraction of water should be brought to an end and the borehole should be closed up.

Grade I Resources

The general state of conservation of Grade I buildings has benefitted from the specific attention of the STCDA which has also endeavoured to find funding for restoration projects where these buildings are in Government ownership.

Name	State of Conservation	Comment
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Kilosa House	Fair	
Former British Consulate	Poor	The installation of an emergency electricity generator has been done in a highly insensitive manner, further negatively impacting on this Grade I Building. This building too carries strong associations with anti-slavery campaigners, Livingstone, Speke and Stanley and urgent attention is required to safeguard it and its associations.
Mambo Msiige	Structurally good but with a dramatic impact on the attributes of the structure.	This report proposes mitigation.
Tippu Tip House	Poor. Used as an eatery for the construction workers on the Mambo Msiige project.	Inappropriate (temporary) use of this structure. The mission was informed that a long term lease had been signed with an investor by the State party. However the STCDA were unable to provide the mission with details. A very real danger exists that this highly significant building could, (like the Mambo Msiige) lose much of its significance through an inappropriate re-use based on a commercial exploitation.
Tembo House	Good	-
Old Fort	Poor and slowly deteriorating.	The potential of the Old Fort remains underutilized resulting in its poor state of conservation.
People's Palace	Fair	Façade maintenance was in progress at the time of the mission.
House of Wonders/ Beit el Ajaib	Structurally unsound and Poor	Planning for restoration was underway at the time of the mission. The mission was presented with the documentation for the restoration of the building.
Royal Tombs	Good	This site is well maintained.
Royal Baths	Good	Recently restored under supervision of the STCDA.
Market Buildings	Poor	The mission was informed of planned future restoring work, though no real evidence of this was encountered.
Aga Khan Mosque	Good	
Bharmal Building	Restoration in progress.	

High Court Building	Good	Recent restoration work carried out under supervision of the STCDA.
Peace Memorial	Fair	Landscape maintenance required and façade maintenance will soon be required.
Ithinasheri Dispensary	Good	-
Malindi Minaret Mosque Bamnara	Fair	The minaret and larger complex will need renovation in the near future but this poses no immediate threat.
The St. Joseph Roman Catholic Cathedral	Restoration in progress.	The restoration work
The Anglican Cathedral	Restoration in progress.	Exemplary restoration project which included training of craftsmen.
Khoja Ismail Charitable Musafirkhana	Poor.	This building is in urgent need of conservation measures being implemented.
The State House	Good	As viewed across a fence from the street
Mnazi Mmoja Hospital	Good	Recent restoration work undertaken. The larger site is under development pressure and requires master planning to prevent negative impacts, especially seen in the light that this area is a protected green space under the 1994 Master plan.
Hindu Temple - Kiponda	Good	
Minaret of Shia Ithinasheri Mosque - Kajificheni	Good	
Chawl Building - Darajani	Poor	Restoration planned although no time frames for implementation provided.

Grade II buildings

The State Party reported in its 2014 State of Conservation Report that it was suffering “from financial and technical problems that hinder progress.”²⁰ It also estimated that of a surveyed 135 of the 233 Grade II listed buildings, 76 were in a poor/bad condition,²¹ thus the continuing integrity of more than the half of the Grade II Monuments are at risk. The mission's inspection of the site concurs with this opinion. The State of Conservation Report of 2008 noted: *...that the Report in Preparation for the Periodic Review (Pound & McDermott, Feb 2006) stated that if there was no improvement in the rate of loss of historic buildings over the next 3 years, the*

²⁰ United Republic Of Tanzania. State of Conservation Reports of World Heritage Sites in the United Republic of Tanzania. January 2014 p.17

²¹ United Republic Of Tanzania. State of Conservation Reports of World Heritage Sites in the United Republic of Tanzania. January 2014 p.23

property would be ready to be placed on the List of World Heritage in Danger.

General State of Conservation of the building stock

When the current state of conservation and the occurrence of inappropriate harmful restoration techniques are evaluated in the light of the above quoted recommendation of the 2006 Pound Report, it is clear that the State of Conservation of the entire property is not improving. The maintenance of the integrity of the entire building stock of the property has been a continuous challenge since the inscription of the property in 2000.²²

The Public Open Space network

The public open space network is under threat, has been negatively impacted on by the Mambo Msiige project (the protected green space, encroachment onto the beach) and the proliferation of its use for parking. Additional proposals exist (the Darajani Corridor Project and the Yacht Club project) which, if executed, will further erode this valuable asset. The erosion of the public open space network has reached the point this valuable aspect of Stone Town of Zanzibar will lose its integrity, especially if more of the beachfront is sacrificed to private development. The historic planting in the public open space network is under pressure and is not managed in a way that will ensure its integrity (and is not in accordance with the 2008 Heritage Management Plan). Conflict exists between the STCDA and the ZMC regarding the control of parking spaces and other open space. Many green spaces have been converted to parking spaces by the ZMC. This has had dramatic negative impacts on the public open space network and liveability of the Property.

The State Party should compile a register of all Public Open Spaces in the Property and including the Darajani Corridor. This register should include a full photographic record. This should form the basis for future monitoring of the public open space network of the Zanzibar World Heritage property. The retention of the integrity, including public accessibility and use rights, of all these public open spaces, including the protected green space between the Mambo Msiige the Tembo Hotel should be a condition for removal of Stone Town of Zanzibar from the List of World Heritage in Danger.

Recommendations:

- Stop the encroachment of the Public and Green Space Network with immediate effect, and reverse these where possible.
- Reactively address the traffic and parking issues in the Property and implement the Traffic Plan.
- Ensure the survival and maintenance of the open space network of the Property, including the use and accessibility of its beaches. This requires the restitution of public

²² It must also be noted that the Tanzania Daily News of 21 November 2014 reported that, after a collapse of another building in: *Zanzibar has been recording increased collapsing of buildings in recent years, with the historical 'House of Wonders' collapsing in 2012 and since then it has been undergoing repairs. The Zanzibar Stone Town Conservation Authority has been complaining of lack of funds to repair most of the old buildings, necessary to keep the Island's status as one of the World's Heritage sites.*

open spaces sacrificed to parking and other private use, management, care of and restitution of important trees and planting.

- Emergency Electricity Generators
 - Map all the extant Emergency Electricity Generators in the Property.
 - Based on the mapping prepare a relocation programme for inappropriately positioned generators.
 - Prepare guidelines for installation of new emergency generators in the public arena.
- Encourage the retention and restoration of the physical attributes of the public open space system of Stone Town of Zanzibar, such as Barazas.

The Urban structure and identity

The new building at the Mambo Msiige project has irrevocably altered the urban grain of the Shangani area and, apart from overshadowing both the Mambo Msiige and the Bushir Mosque, has irrevocably altered the sky-line of the property. The already mentioned issue with regard to traffic and parking is having far-reaching impacts on the urban structure, though for now these are not permanent and can be reversed through proper management. Of concern are the Darajani Corridor Development and the Yacht Club proposals that if executed, will reduce the distinctiveness of the green spaces that create the boundary between the Stone Town and the Ng'ambo and thereby undermine the urban identity of the Property. In this regard, the potential removal of the Container Terminal from Malindi Harbour offers opportunity but also poses a threat to the urban character, not in the least in the manner in which the old harbor is adapted for a new role in the city.

The association with the history of the suppression of slavery

The reconfiguring of the room on the roof of the Mambo Msiige, built for the explorer Stanley, for use as a presidential penthouse suite, greatly diminished the association with Stanley and the association with the history of the oppression of slavery. The same danger now exists for the re-use of the Tippu Tip House as hotel staff accommodation. On a positive note, the structural repair general restoration work carried out at the Angelical Cathedral (funded and under supervision of the World Monuments Fund) has helped safeguard the attributes of this site.

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

In its decision adopted (38Com 7B.55) in 2014, the World Heritage Committee highlighted a number of decisions.

A bare minimum of the measures requested by the World Heritage Committee in its 2014 decision have not been met. This has indeed had an adverse effect on the Outstanding Universal Value of the property, has lead to an encroaching onto the public beach, is in the process of removing a protected public green space from the public realm and has permanently altered the skyline of the Property. No actions are being undertaken to address this.

The Mambo Msiige project had been nearing completion at the time of the mission. The work had not been halted nor had the height of the new building been reduced with the feared for adverse effects.

Management remains a critical issue for the property. Wide-spread lack of control has been encountered, including a disregard for the Stone Town Conservation Development Authority among its peers. The State Party is in process of formalising the appointment of the Heritage Board and constituting of the Stakeholders Forum. The pending implementation of the proposed Urban Development Control Authority should have positive effects but the efficacy will need to be tested in practice.

The State Party is in process of implementing some of the measures adopted in the Management Plan including the constituting of the Heritage Board and the Stakeholders Forum. Additionally plans were in advanced stages at the time of the mission to implement the Urban Development Control Authority, which will greatly advance resolution of conflicts in the management structures. This was not in place at the time of the Mission and its efficacy will need to be proven.

Few of the additional aspects of the Management Plan are actively engaged with. To provide a full list of those aspects of the Management Plan not implemented would be arduous, as this would include nearly the entire nearly 'Objective' listed in the Management Plan. The reason for this could be that the Management Plan does not address the issues on site in an appropriate manner and requires review. However, the Mission team has found the Management Plan to be a well-conceived and appropriate document, and despite the need for slight review, such as the inclusion of the role and functioning of the ZIPA (an omission with notable consequences), appropriate to the property and its challenges. This omission is fortunately inconsequential due to the provisions of the 2010 Stone Town Conservation and Development Act, but the provisions of this Act need to be implemented.

Few advances have been made in with regards the overall state of conservation of the property, with those advances made offset against decay elsewhere. The dangers listed as of concern to

the World Heritage Committee: the continuing deterioration of the building stock, the lack of implementation of the management and conservation plans, issues with governance arrangements all remain and have become more poignantly visible.

5. CONCLUSION AND RECOMMENDATIONS

5.1. Summary of findings

The mission was tasked with clear terms of reference.

The mission successfully completed the site visit and undertook numerous informative meetings with stakeholders from Government and civic society, with thanks to the STCDA for their assistance in this matter. An assessment was conducted, as contained in this report.

None of the 'Recommended Design' recommendations for the Mambo Msiige project have been followed with the exceptions of recommendations (e) and (f), contained in the 2013 ICOMOS Advisory Mission Report.²³ The recommendations of the Mambo Msiige HIA have not been followed. The work at the Mambo Msiige project was not halted and the project was all but complete by the time of the mission. The overall height has not been reduced.

While advances have been made in the restoration of Grade I monuments, the lack of control over the restoration and adaptation of other structures is detrimental to the stock. Little progress has been made since the 2006 Pound report as an increase in building collapses are reported. The responsible body, the STCDA do not have the financial resources to undertake the required stabilization and restoration work; and therefore, it needs to rely on foreign funders to undertake much of the restoration work for government-owned Grade I Monuments not in everyday civil use. While the state of decay of the building stock has been found to roughly equal the rate of repair, the use of incorrect restoration practice is putting many buildings at risk. The conclusion is that the state of conservation and authenticity of the property is being eroded. The public-open space system is threatened and has been severely jeopardized.

The overall state of conservation of Stone Town of Zanzibar remains precarious. Management is highly problematic. Not one of the various conservation and management documents, including the "Zanzibar Stone Town Management Plan for the World Heritage Site" are well implemented. Structural changes are required to address this problem, which must include the retention of the STCDA as controlling body and knowledge centre. The State Party has started a process of implementation of a new management structure, through the vehicle of a new Urban Development Control Authority, a very positive move, but for which the efficacy requires time to prove.

²³ p 41-42.

5.2. Recommendations for any additional action to be taken by the State Party

Urgent recommendations are:

- a. The removal of the 'Karibu Zanzibar' sign at the Ferry Terminal.
- b. Ensure a sympathetic public educational use for the highly significant Tippu Tip House.
- c. Stop the illegal extraction of water from the illegal new borehole adjacent the western façade of the Anglican Cathedral.
- d. Enforce the provisions of the Conservation Guidelines with private property owners especially with regards the use of lime cement and 'like with like' roof sheeting.

It is worth noting that most of the recommendations of the 2011 Report on the Reactive Monitoring mission remain relevant to property. Those aspects not superseded by new recommendations of this report are therefore repeated as part of the recommendations of this mission in Annex A7.

The State Party is reminded, (as they were in the 2011 Report on the Reactive Monitoring Mission) of the communications portions in Operational Guidelines in particular paragraph 172 concerning Information received from States Parties and/or other sources: "The World Heritage Committee invites the States Parties to the Convention to inform the Committee, through the Secretariat, of their intention to undertake or to authorize in an area protected under the Convention major restorations or new constructions which may affect the outstanding universal value of the property. Notice should be given as soon as possible (for instance, before drafting basic documents for specific projects) and before making any decisions that would be difficult to reverse, so that the Committee may assist in seeking appropriate solutions to ensure that the outstanding universal value of the property is fully preserved."

The State Party should address:

Urgent implementation of the Urban Development Control Authority

With urgency implement the Urban Development Control Authority (UDCA), constitute the proposed Heritage Board and Stakeholders Forum. No approvals of the Tippu Tip House, Darajani Corridor and Yacht Club projects or any Malindi Harbour demolitions should be undertaken before the UDCA is functional. All of these proposals are deemed to fall under the provisions of Paragraph 172 of the Operational guidelines (here presented in section 5.2.3)

Strengthening the Stone Town Conservation and Development Authority

- The most important action in order to strengthen the STCDA is to enforce "the Stone Town Conservation and Development Act of 2010" and in particular Part VI relating to financial provisions.
- The enforcement of the 2008 Heritage Management Plan is of near-equal importance to the enforcement of the STCDA Act of 2010.

- Strengthen and restore the position of the STCDA as the controlling authority of the Stone Town of Zanzibar World Heritage Site. This includes:
 - Providing for a formal mechanism for review and approval by the STCDA of any ZIPA administered proposals, which might affect the Stone Town of Zanzibar World Heritage Site before any agreements are entered into.
 - Clarifying the jurisdiction of the STCDA over roads and traffic in the Stone Town of Zanzibar World Heritage Property and implement the approved Traffic Plan (which might require minor amends). This will require providing for alternative revenue streams to support the ZMC in order to discontinue its dependence on parking as a source of revenue to allow for the
 - Provide for systems of institutional financial support for restoration processes, be this through direct subsidy or micro-lending systems, or indirect processes such as rates rebates, etc.
- Increase of staff, in number and profile (architect, urban planner, archaeologist, etc..) and capacity reinforcement of the existing staff, necessary since the adoption of the 2010 Act and the increase of responsibilities in STCDA

Convene the Heritage Board as per the provisions of the Stone Town Conservation and Development Authority Act of 2010

The Heritage Board has a crucial role to play as advisory body to both the STCDA as well as the Urban Development Authority and its regular and continuing functioning is critical to the management structures that need to ensure the conservation of the Outstanding Universal Value Property.

A number of critical issues have been identified from the 2008 management Plan. Of immediate note (but not excluding any other provisions of the Management Plan) here are:

- The reassessment of the boundaries of the Property to protect the Darajani Creek as part of the Property.
- The promulgation of bylaws regarding the enforcement of signage, satellite dishes and services reticulation
- Tourism management (taking note of the UNESCO World Heritage Sustainable tourism toolkit, available at <http://unescost.cc.demo.faelix.net>).
- Provision of interpretive signage, including visitor behaviour guidelines, the latter to be provided also at the airport and ferry landing.
- Prepare and implement an education process aimed at civil servants and civic society alike regarding the World Heritage Status, Outstanding Universal Value and management processes of the Property.

5.3. Draft Recommendations to the World Heritage Committee

With reference to the World Heritage Committee Decision 38 Com 7B. 55 concerning the failure of the State Party to halt work at the historic Grade I Mambo Msiige building, and taking into consideration the extensive dialogue that has been undertaken between the State Party, the Advisory Bodies and the UNESCO World Heritage Centre, and furthermore after careful deliberation, the 2014 UNESCO/ICOMOS/ICCROM joint Reactive Monitoring Mission to Stone Town of Zanzibar make the following recommendations to the World Heritage Committee:

That the World Heritage Committee:

- Request the State Party to urgently implement corrective measures, starting with a review of the recommendations regarding the proposed minimum requirements for mitigation at the Mambo Msiige project contained in the Report of the 2013 ICOMOS Reactive Monitoring Mission and this 2014 Report on the Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission and to respond with a proposal, which included timeframes for their execution, including the protection of the public nature of the remnant protected green space north of the new building, noting that the recommendations contained in the 2014 Report on the Joint UNESCO/ICOMOS/ICCROM Reactive Monitoring Mission are the baseline for minimum acceptable mitigation measures;
- Request the State Party to implement the 2008 Heritage Management Plan and the 2010 Stone Town Conservation and Development Act and ensure awareness of these under all stakeholders;
- Request the State Party and strengthen the skills and human resources of the Stone Town Conservation Development Authority;
- Request the State Party place a general moratorium on development on public open spaces, protected Green Spaces and in protected vistas;
- Request the State Party to urgently implement the recommendations of the 2008 Heritage Management Plan to investigate the realignment of the boundaries of the Property to include the green spaces that once formed part of the Darajani Creek;
- Request the State Party to place a moratorium on any demolitions in the Malindi Port;
- Request the State Party to commission an impact assessment of the cultural and economic impact of the removal of the Container Terminal from Malindi Port, including the potential impact on the artisanal construction of Dhows;
- Request the State Party to undertake strategic planning for the reconfiguration and reuse of the Malindi Container Terminal once the Zanzibar Ports Corporation has removed their container operations from the harbour;
- Request the State Party to halt any manor development projects until they have been reviewed according to the provisions of Paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention'. This includes any planned renovation or adaptive re-use of the Tippu Tip House for which the State Party are requested to notify the World Heritage Centre of the content and provisions of the lease agreement signed for this

building;

- Request the State Party to engage with urgency in implementing the approved Traffic Plan;
- Call on the International Community to provide assistance to the State Party to improve the management capacity and systems for the Stone Town of Zanzibar World Heritage property;
- Invite the State Party to request International Assistance from the World Heritage Fund for the management and conservation of Stone Town of Zanzibar World Heritage property.
- To inscribe the Stone Town of Zanzibar World Heritage Site on the List of World Heritage in Danger and call on the State Party to enter consultation to develop recommendations for the desired State of Conservation for removal of the Stone Town of Zanzibar World Heritage Site from the List of World Heritage in Danger.

5.4. Recommendation as to whether the level of threats to the property warrants the property being placed on the List of World Heritage in Danger.

It has been clearly shown that the level of threat to the property, mainly from a breakdown of management warrants the inscription of the Property on the List of World Heritage in Danger. This recommendation is further supported by the similar recommendation of the 2013 ICOMOS Advisory Mission²⁴. Key management issues include an inability to respond appropriately to increasing development pressures, tourism pressure and an inability to implement the 2008 Heritage Management Plan, poses a serious and specific danger to those attributes, which warranted the inclusion of the Property on the World Heritage List. The State Party has not adhered to the request of the World Heritage Committee contained in Decision 38 COM 7B.55: *...to halt the ongoing work, and urgently implement the mitigation measures recommended by the Advisory Mission, which include lowering the overall height of the new building by two stories; and also considers that if these are not implemented then the property will meet the conditions for inscription on the List of World Heritage in Danger, in conformity with Paragraphs 177 and 179 of the Operational Guidelines.*

As neither of these conditions has been met the mission recommends the inscription of the Stone Town of Zanzibar World Heritage property on the World Heritage List in Danger.

It must be stressed that the Mambo Msiige issue represents a symptom of a larger managerial problem with regards the property. The mission proposes what it believes are achievable mitigation measures with regards the Mambo Msiige project, but has found that the problems presented by the institutional management failures present a serious and specific danger to the Outstanding Universal Value of the property. The Mambo Msiige project, through its insensitive adaptive re-use of that building, has clearly weakened the association of this building with important historical persons in the fight against the slave trade, an important aspect contained by the inclusion of the Property in the World Heritage List under Criteria vi. The likelihood of a similarly insensitive adaptive re-use of the Tippu Tip House clearly carries the danger of continuing this process. **The mission recommends listing the Property on the World Heritage List in Danger in conformance with the World Heritage Committee Decision (38 COM 7B.55 (2014)).**

²⁴ The 2013 ICOMOS Advisory Mission Report states that... *the current state of heritage management and conservation conditions at the Mambo Msiige project, but also regarding the overall management of the property, the regression in the State of Conservation of the property, and the lack of effective and integrated tools and mechanisms to protect the Outstanding Universal Value and to positively control development pressures, are all conditions that would warrant considering inscribing the property on the List of World Heritage in Danger.* (Conclusions and Recommendations, p.2)

6. LIST OF ACRONYMS

MLHWE	Ministry of Land, Housing, Water and Energy
STCDA	Stone Town Conservation and Development Authority
ZMC	Zanzibar Municipal Council
ZPC	Zanzibar Port Cooperation
ZTC	Zanzibar Tourism Commission
ZIPA	Zanzibar Investment Promotion Agency

7. ANNEXES

A1. Decision of the World Heritage Committee

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

Decision: 38 COM 7B.55

The World Heritage Committee,

1. Having examined Document WHC-14/38.COM/7B
2. Recalling Decision **36 COM 7B.49** adopted at its 36th session (Saint-Petersburg, 2012),
3. Deeply regrets that in spite of extensive dialogue among the State Party, the Advisory Bodies and the World Heritage Centre, a new hotel and internal alterations at the Mambo Msiige building were carried out in contravention of the agreed upon matrix and guidelines for a revised design; and considers that the new six storey hotel, at two stories above the agreed matrix and guidelines, and encroaching onto the public beach, will have a significant adverse impact on the urban form and silhouette of the property and a substantial adverse impact on its Outstanding Universal Value (OUV);
4. Urges the State Party to halt the ongoing work, and urgently implement the mitigation measures recommended by the Advisory Mission, which include lowering the overall height of the new building by two stories; and also considers that if these are not implemented then the property will meet the conditions for inscription on the List of World Heritage in Danger, in conformity with Paragraphs 177 and 179 of the *Operational Guidelines*;
5. Further considers that as the current structure of the Mambo Msiige is not in compliance with the Management Plan, the Heritage Impact Assessment (HIA) and buildings regulations, this reflects a serious lack of adequate management and development control at the property;
6. Notes that the State Party acknowledges the lack of adequate resources and effective governance as result of conflicts within the management structure, and that the adopted Management Plan has been only partially implemented and it is not being used to effectively guide decision-making and development control;
7. Reiterates its concern that the current critical conditions at the property have remained largely unaddressed with no significant progress having been made to reverse the decay in most of the building stock, in spite of recommendations of the Committee over several sessions since 2007; and considers furthermore that the poor overall state of conservation of the property, the lack of implementation of the management and conservation plans, and issues with governance arrangements constitute serious and specific dangers to the OUV of the property;
8. Requests the State Party to invite a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission to the property in 2014 to assess the implementation of mitigation measures and the state of conservation of the property with the aim to assess whether the condition of the property meets the criteria for inscription on the List of World Heritage in Danger;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 39th session in 2015.

A2. MAP OF THE WORLD HERITAGE PROPERTY AND ITS BUFFER ZONE



Figure 1. Map A showing in yellow the inscribed property, in green the green area that forms part of the conservation area and in brown the land part of the Buffer Zone. (<http://whc.unesco.org/en/list/173/documents/>)

MAP SHOWING HARBOUR LIMIT



Figure 2. Map B, showing in blue the sea part of the buffer zone (<http://whc.unesco.org/en/list/173/documents/>)

A3. Mission Programme

PROGRAM FOR REACTIVE MONITORING MISSION AT STONE TOWN OF ZANZIBAR				
Dates	ACTIVITY	TIME	LOCATION	RESPONSIBLE
29 th Oct.2014	ARRIVAL OF DELEGATION	23:45	AAK INTERNATIONAL AIRPORT	DIRECTOR GENERAL
30 st Oct. 2014	COURTESY CALL TO PRINCIPAL SECRETARY	10:00 - 11 :00	MINISTRY OF LANDS, HOUSING, WATER AND ENERGY	DIRECTOR GENERAL
	MEETING WITH STAFF OF STCDA	10:45 - 12:30	STCDA	DIRECTOR GENERAL
	LUNCH BREAK	12: 30 - 14:00	SHANGANI	
	VISIT MAMBO MSIIGE HOTEL COMPLEX	14:00 - 16: 00		ALL
				DIRECTOR GENERAL
31 st Oct. 2014	MEETING WITH VARIOUS GOVERNMENT INSTITUTIONS	8:30- 11:30	RESPECTIVE OFFICE ZMC, ZPC, ZTC	DIRECTOR GENERAL
	LUNCH BREAK	12:00- 13: 30	STONE TOWN	DIRECTOR GENERAL
	VISIT STONE TOWN, WORLD HERITAGE SITE	13:30- 16: 30		
1 st Nov, 2014	MEETING WITH LOCAL COMMUNITIES	8:30- 11:30	RECLAIM WOMEN’S HALL	HRC, STCDA
	LUNCH BREAK	12:00- 13:30	RMM WITH STCDA	ALL
	MEETING WITH GOVERNMENT INSTITUTIONS	14:00- 17:00	DOUBLE TREE BY HILTON , SHANGANI	DIRECTOR GENERAL
2 nd Nov. 2014	MEETING WITH MINISTERS, PRINCIPAL SECRETARIES, STCDA	9:00 - 11:30	MINISTRY OF LANDS, HOUSING, WATER AND ENERGY	PRINCIPAL SECRETARY, (MLHWE)
	LUNCH BREAK			ALL
	VISIT BUFFER ZONE	12:00 -14:00		DIRECTOR GENERAL
		14:00 - 16:00		
3 rd Nov. 2014	VISIT STONE TOWN	09:00 - 12:00	STONE TOWN	DIRECTOR GENERAL
	LUNCH BREAK	12:00 – 14:00		ALL
	RMM AND TECHNICAL TEAM MEETING	14:00 – 16:00	STCDA MEETING ROOM	DIRECTOR GENERAL

	DINNER	19:00 - 21:00		ALL
4 th Nov. 2014	DEPART TO AIRPORT	6:00 AM		

A4. List of workings documents and decisions relative to the Stone Town of Zanzibar World Heritage property

(Extracted from <http://whc.unesco.org/en/list/173/documents/>)

Date	Category	Title
1982	Decision	06COM VIII.22 - Nominations the World Heritage List: Old Stone Town of Zanzibar
1999	Map	Map A, showing in yellow the inscribed property, in green and brown the land part of the buffer zone
1999	Map	Map B, showing in blue the sea part of the buffer zone
2000	Nomination	Nomination file / 12 mb
2000	Decision	Report of the 24th Session of the Committee
2000	Decision	24COM XC.1 - The Stone Town of Zanzibar (United Republic of Tanzania)
2007	SOC Reports	SOC Report 2007
2007	Decision	31COM 7B.49 - Stone Town of Zanzibar (United Republic of Tanzania) (C 173 Rev)
2008	Mission reports	Report on the mission to Stone Town of Zanzibar, United Republic of Tanzania, from 5 to 10 may 2008
2008	SOC Reports	SOC Report 2008
2008	Decision	32COM 7B.54 - Stone Town of Zanzibar (United Republic of Tanzania) (C 173 rev)
2010	SOC Reports	SOC Report 2010
2010	Decision	34COM 7B.54 - Stone Town of Zanzibar (United Republic of Tanzania) (C 173rev)
2011	SOC Reports	SOC Report 2011
2011	Decision	35COM 7B.45 - Stone Town of Zanzibar (United Republic of Tanzania) (C 173rev)
2012	SOC Reports	SOC Report 2012
2012	Decision	36COM 7B.49 - Stone Town of Zanzibar (United Republic of Tanzania) (C 173rev)

2013	Mission reports	Report on the ICOMOS Advisory Mission to Stone Town of Zanzibar (United Republic of Tanzania) (c 173 rev) from 30 September to 3 October 2013
2014	State of Conservation Reports	State of conservation report by the State Party / Rapport de l'Etat partie sur l'état de conservation
2014	State of Conservation Reports	Summary of the State of conservation report by the State Party / Résumé du Rapport de l'Etat partie sur l'état de conservation
2014	SOC Reports	SOC Report 2014
2014	Decision	38COM 7B.55 - Stone Town of Zanzibar (Tanzania, United Republic of) (C 173rev)

A5. Mission Terms of Reference

TERMS OF REFERENCE

Joint World Heritage Centre/ICOMOS/ICCROM Reactive Monitoring Mission

Stone Town of Zanzibar – Tanzania

30 October to 4 November 2014

Following the request of the World Heritage Committee at its 38th session in Doha (June 2014) for the State Party of Tanzania to invite a joint World Heritage/ICOMOS/ICCROM reactive monitoring mission to the Stone Town of Zanzibar (Decision **38 COM 7B.55**),

The mission team shall:

- Visit the World Heritage property together with the national and local authorities responsible for the management of the property in order to assess the overall state of conservation of the Stone Town of Zanzibar;
- Assess whether the State Party has halted the ongoing work around the property as requested by the World Heritage Committee, and review progress made in the implementation of the mitigation measures recommended by the ICOMOS Advisory Mission carried out in 2013 following the World Heritage Committee Decision 36 COM 7B.49, which include lowering the overall height of the renovated Mambo Msiige building by two stories;
- Assess the overall state of conservation of the property, including the state of decay of the building stock;
- Review the implementation of the management and conservation plans, Heritage Impact Assessment (HIA) procedures, and building control regulations, especially in relation to the Mambo Msiige project; and consider the overall effectiveness of the governance structures;
- In the light of the above, assess whether the property meets the conditions for inscription on the List of World Heritage in Danger ;
- Prepare a joint mission report, following the attached format, in English or French, for review by the World Heritage Committee at its 39th Session (Bonn, 2015).

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

Annex 1: Decision of the World Heritage Committee

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

Decision: 38 COM 7B.55

The World Heritage Committee,

1. Having examined Document WHC-14/38.COM/7B
2. Recalling Decision **36 COM 7B.49** adopted at its 36th session (Saint-Petersburg, 2012),
3. Deeply regrets that in spite of extensive dialogue among the State Party, the Advisory Bodies and the World Heritage Centre, a new hotel and internal alterations at the Mambo Msiige building were carried out in contravention of the agreed upon matrix and guidelines for a revised design; and considers that the new six storey hotel, at two stories above the agreed matrix and guidelines, and encroaching onto the public beach, will have a significant adverse impact on the urban form and silhouette of the property and a substantial adverse impact on its Outstanding Universal Value (OUV);
4. Urges the State Party to halt the ongoing work, and urgently implement the mitigation measures recommended by the Advisory Mission, which include lowering the overall height of the new building by two stories; and also considers that if these are not implemented then the property will meet the conditions for inscription on the List of World Heritage in Danger, in conformity with Paragraphs 177 and 179 of the *Operational Guidelines*;
5. Further considers that as the current structure of the Mambo Msiige is not in compliance with the Management Plan, the Heritage Impact Assessment (HIA) and buildings regulations, this reflects a serious lack of adequate management and development control at the property;
6. Notes that the State Party acknowledges the lack of adequate resources and effective governance as result of conflicts within the management structure, and that the adopted Management Plan has been only partially implemented and it is not being used to effectively guide decision-making and development control;
7. Reiterates its concern that the current critical conditions at the property have remained largely unaddressed with no significant progress having been made to reverse the decay in most of the building stock, in spite of recommendations of the Committee over several sessions since 2007; and considers furthermore that the poor overall state of

conservation of the property, the lack of implementation of the management and conservation plans, and issues with governance arrangements constitute serious and specific dangers to the OUV of the property;

8. Requests the State Party to invite a joint World Heritage Centre/ICOMOS/ICCROM reactive monitoring mission to the property in 2014 to assess the implementation of mitigation measures and the state of conservation of the property with the aim to assess whether the condition of the property meets the criteria for inscription on the List of World Heritage in Danger;
9. Also requests the State Party to submit to the World Heritage Centre, by **1 February 2015**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 39th session in 2015.

**Annex 2: Format for the report on the findings and recommendations
 of the Reactive Monitoring Mission**

<p>REPORT ON THE REACTIVE MONITORING MISSION TO (World Heritage property), (Country) FROM ... TO (Year)</p>

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS (1-2 Pages max)

(Please note: This section should be written for use as the official State of Conservation report draft working document to the World Heritage Committee.)

Report length 10-15 pages plus annexes

1 BACKGROUND TO THE MISSION

1.1 Inscription history

1.2 Inscription criteria and/ or Statement of Outstanding Universal Value

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

1.4 Examination of the State of Conservation by the World Heritage Committee and its Bureau (refer to previous State of Conservation reports etc.)

1.5 Justification of the mission (terms of reference, itinerary, programme and composition of mission team should be provided in the Annexes)

- 2 NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY**
 - 2.1 Heritage legislation
 - 2.2 Institutional framework
 - 2.3 Management structure
- 3 IDENTIFICATION AND ASSESSMENT OF ISSUES / THREATS**
 - 3.1 Management effectiveness
 - 3.2 Nature and extent of threats to the property, taking into consideration the criteria and attributes for which the property was inscribed and specific issues outlined by the World Heritage Committee
 - 3.3 Positive or negative developments in the conservation of the property since the last report to the World Heritage Committee
 - 3.4 Information on any threat or damage to or loss of Outstanding Universal Value, integrity and/or authenticity for which the property was inscribed
 - 3.5 Findings and observations
- 4 ASSESSMENT OF THE STATE OF CONSERVATION OF THE PROPERTY**
 - 4.1 Review whether the attributes of Outstanding Universal Value, on the basis of which the property was inscribed on the World Heritage List, and the conditions of integrity and authenticity are being maintained
 - 4.2 Review any follow-up measures to previous decisions of the World Heritage Committee on the state of conservation of the property and measures which the State Party plans to take to protect the Outstanding Universal Value of the property
- 5 CONCLUSIONS AND RECOMMENDATIONS**
 - 5.1 Summary of findings
 - 5.2 Recommendations for any additional action to be taken by the State Party, including draft recommendations to the World Heritage Committee
 - 5.3 Recommendation as to whenever further action is needed, with clear benchmarks indicating the corrective measures to be taken in order to improve the state of conservation and management of the property
 - 5.4 Recommendation as to whether the level of threats to the property warrants the property being placed on the List of World Heritage in Danger
- 6 ANNEXES**
 1. Terms of reference
 2. Composition of mission team
 3. Itinerary and programme
 4. List and contact details of people met
 5. Maps (most recent maps of the boundaries of the property)
 6. Photographs and other graphical material (showing issues of integrity)
 7. Decisions of the World Heritage Committee

A6. Composition of Mission Team

- Nicholas Clarke, ICOMOS
- Joe King, ICCROM
- Karalyn Monteil, WH Centre
- Zulmira Rodrigues, UNESCO Dar es Salaam

A7. Recommendations of the 2013 ICOMOS Advisory Mission

Poverty and Benefits from heritage

- Ensure that efforts to provide “socio-economical benefits” to inhabitants through conservation²⁵ are increased. These shall ensure not only economical benefits but also “an urban environmental quality of living that contribute to the economic success of a city and to its social and cultural vitality.”²⁶

Development pressure, changes in land use and monitoring of the development at the World Heritage property and the Zanzibar Town (urban district)

- Extend the monitoring of the development at the World Heritage Property to address not only conservation of built heritage but also demography, land use, employment, tourism, etc. This could be done in collaboration with relevant institutions. It would be of crucial importance to monitor the overall development in the World Heritage property as well as the Zanzibar town - urban district and in particular the buffer zone and historically significant buildings located there, which contribute to sustain the OUV of the property. “A comprehensive survey and analysis of the historic urban landscape as a way of expressing values and significance”²⁷ will allow all institutions to develop integrated plans based on a “mutual understanding between policy makers, urban planners, city developers, architects, conservationists, property owners, investors and concerned citizens, working together to preserve the urban heritage while considering the modernization and development of society in a culturally and historic sensitive manner, strengthening identity and social cohesion.”²⁸ **For this matter, it is recommended that the current management plan be implemented to address this issue. This includes, as stated in the management plan:**
 - “Analyse and produce guidance on the ability of the WHS [World Heritage Property] to sustain change through development (to include growth, design, use of materials, workmanship, size, mass, use, etc.”
 - “Determine the carrying capacity of the Stone Town in terms of hotels. STCDA should take an upper hand in controlling the development of the hotels.”

²⁵ eg. SIDA project, NGO initiatives etc...

²⁶ Vienna Memorandum, 2005

²⁷ Vienna Memorandum, 2005

²⁸ Vienna Memorandum, 2005

Over occupation of buildings

- In order to minimize over occupation of the building and its consequences, it is recommended that 1) a survey of the demography at the World Heritage property is undertaken; 2) alternative housing opportunities are provided in the Zanzibar Town (urban district) as planned by the Department of Housing and Settlements, 3) Awareness campaign on the good housekeeping (maintenance, do and don't) is undertaken in collaboration with the Shehas.

Collaboration among stakeholders

- Despite the good collaboration between the different stakeholders (meetings, exchanges of knowledge, awareness campaign, etc.), communications among main stakeholders (internationally, nationally and locally) could be improved. The mission recommends to:
- Strengthen the collaboration between STCDA and Wakf Trust Commission.
- Regularly invite other main stakeholders, such the Port Corporation, by the Board of Directors of the Stone Town Conservation and Development Authority to discuss management and conservation of the historic town.
- Collect information on different initiatives concerning the conservation and development in the World Heritage property, in order to be able to report on the numerous efforts undertaken to conserve it.
- Organize more forums on the conservation and management of the World Heritage property, in particular at the scale of the neighbourhood and in collaboration with the Shehas to ensure that all stakeholders have their say in the management of the historic town.
- Diversify means of disseminating information using more informal dissemination in particular involving Shehas.

Interpretation and presentation of the Criteria vi of Outstanding Universal Value

- Carry out further research, interpretation and presentation of the attributes that substantiate the inscription of the property under **Criteria vi** which states “Zanzibar has great symbolic importance in the suppression of slavery, since it was one of the main slave-trading ports in East Africa and also the base from which its opponents such as David Livingstone conducted their campaign.”

Waste management

- Continue efforts to address the issue of waste management.

Tourism management

- Explore further the development of cultural tourism in the tourism development plan
- Moderate emphasis on the “upper class” tourism in order to ensure diversity in offers

and variety of public use.

- Strive for the socio economical benefit of the inhabitants in the development of a tourism plan.

Building maintenance

- Establish the current state of conservation of the whole World Heritage property with baseline surveys where needed;
- Prioritise and identify a list of buildings in danger through a scoring system based on use, occupancy and ownership.
- Encourage repair through micro-credit and appropriate reuse to ensure their future protection and conservation.
- Undertake priority conservation works to stop the decay in endangered building
- Document all architectural elements of significance inside buildings including doors, court yards, staircases, hinges and ironmongery.
- Assess established monitoring programmes and incorporate them into a comprehensive system for monitoring the quality of conservation work.
- Assess the quality of conservation work required for the World Heritage property (including materials, techniques, workmanship and design)
- Undertake awareness and maintenance campaigns.
- Put in place a proper financial mechanism for maintenance, as proposed in the management plan:
- Create a trust fund to mobilize financial resources for maintenance and rehabilitation of buildings.
- Ensure fiscal reapportionment and revenue collection at STCDA to sustain its actions and in particular the conservation works to stop the decay in endangered buildings.
- Reapportionment of public revenues generated in Stone Town.
- Development of a micro-credit network in the Stone Town.

Illegal constructions

- Undertake an awareness campaign on respectful construction directed to the middle class but also to the decision makers and upper class society.
- Enforce the 2010 Act concerning illegal constructions (penalties)
- Strengthen the monitoring system through:
 - Capacity building of STCDA staff on uses of GIS system
 - Key indicators for monitoring conditions
 - Maps summarizing the physical evolution through years
 - Photographical records of the features through years (before works, project accepted by the building permit, after works)

Changes in the architectural details

- Reinforce capacity of the STCDA staff, in particular with a conservation architect.
- Reinforce the awareness campaign on this issue.

Electrical wire and high telecom masts

- Define alternative positions of telecom mast in consultation with concerned stakeholders.
- Strengthen collaboration between bodies in charge of buildings to address the issue of electrical wires.
- Undertake awareness campaigns on the negative visual impact and risk of disorganized electrical wires.

Inadequate construction in the buffer zone

- Review mechanisms for regulation and control of the Buffer Zone with all stakeholders,
- Develop a decision making mechanism on conservation and development issues for the buffer zone between STCDA and ZMC.
- Promote inclusion of World Heritage issues in the wider working of the Council and external agencies who work within or impact upon the WHS, in particular concerning the building permits
- Consider the significance of the World Heritage property when a new town plan is prepared by the municipality.
- Develop a management strategy for the Buffer Zone in collaboration with STCDA
- Develop a strategy to control development in the buffer zone, in harmony with the historic environment.
- Promulgate new by-laws from the Local Authority that coincide with the guidelines of the STCDA
- Identify key views into, within and out of the WHS including skylines and panoramas, and ensure they are protected and enhanced as needed
- Finally the mission recommend the compliance with the §172 of the Operational Guidelines that the State Party submit information on any major conservation works in the buffer zone that may affect the WHS [World Heritage property].

Rehabilitation of the port

- Implement the 3-5 years monitoring of the project and regularly report findings to relevant institutions.

A8. Photographic Record

Photo record

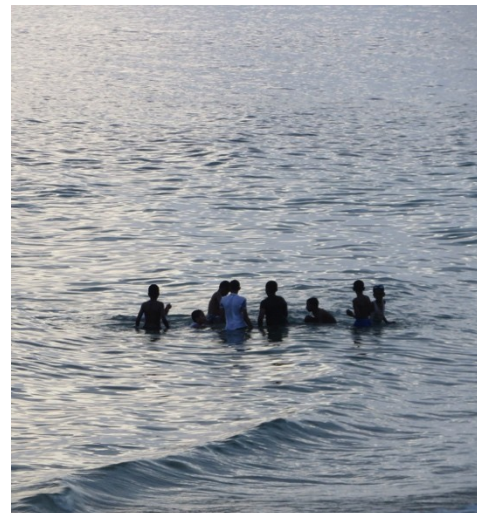
2014 Reactive Monitoring Mission



all

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Stone Town General	71
Mambo Msiige	79
House of Wonders	82
Tippu Tip House	83
Malindi Port	84
Public Open Space	85
Buffer Zone	86
Meetings and Site Inspections	87





Recently renovated aerial connection between former Palace and Harem.



Nyumba ya Moto Street.



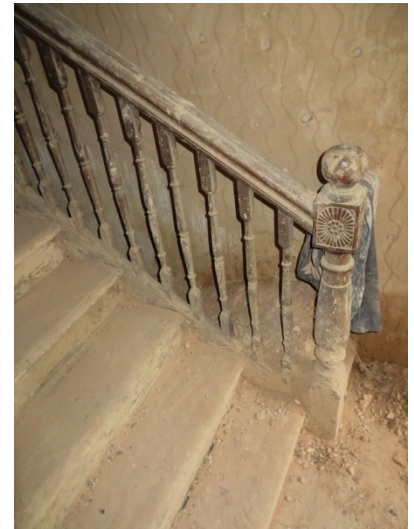
Building entrance, Nyumba ya Moto Street.



Recently renovated building at the Royal Graveyard - converted to apartments.



Grade I Bhramal Building. Work carried out by STCDA.



Staircase in the Grade I Bhramal Building during construction work.



Cine Afrique, Malawi Road.



New shop building on Creek Road to design of STCDA.



New office building behind the Grade I Bhramal building to design of STCDA.



Northeastern tower of the Grade I Fort.



Grade I Chawl Building. Restoration Work to be undertaken in the near future.



Bridge in Malawi Road - urgent repair required.



Newly completed medical building in the Property near Vuga Gardens.



High-rise apartments near Vuga dating to before inscription of the Property.



Darajani Street.



Peace memorial, Vuga.



Cinema, Creek Road, Vuga.



Darajani Street.



Royal Tombs, Mizingani Road.



Royal Tombs, Mizingani Road.



Peoples Palace undergoing maintenance.



Royal Tombs, Mizingani Road.



Royal Tombs, Mizingani Road.



Royal Tombs, Mizingani Road.



Royal Tombs, Mizingani Road.



Royal Tombs, Mizingani Road.



Remedial patrices inserted into façade of a renovated building at the Royal Tombs, Mizingani Road.



Mizingani Road, sea wall.



Mizingani Road, end of Forodhani Gardens sea wall. Here the sea has weakened the wall.



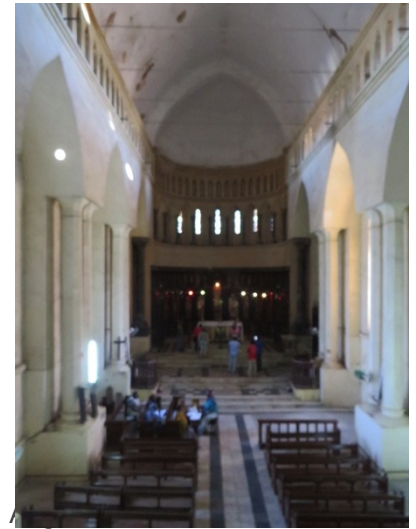
View from Forodhani towards Malindi Harbour.



structural stabilization and restoration.



Anglican Cathedral façade restoration.



Old Dispensary - interior



Malindi Mosque *migrab*.



Grade I Malindi Mosque Minaret.



Old Dispensary - façade.



Incorrect material use (roofing) at restoration.



New-build on sports field of a protected public open space at Malindi Grounds.



Grade I Khoja Ismail Charitable Musafirkhana – Kiponda



Grade I Jamatkhana Mosque



Grade I Minaret of the Shia Ithnasheri Mosque



Grade I Khoja Ismail Charitable Musafirkhana – Kiponda



Grade I Jamatkhana Mosque



Integer quis est quis diam cursus mattis. Donec viverra nisl elementum elit. Fusce libero eros, interdum sed, porta et, ultrices et,



Grade I Khoja Ismail Charitable Musafirkhana – Kiponda, Plaque over main entrance.



Typical cantilevered roof - Kiponda.



Remaining low-rise 'Swahili house' type - Malindi.



Renovation utilizing Portland cement. A detrimental practice - Malindi.



Renovation in progress - Kiponda.



Detail - renovation in progress - Kiponda.



Renovation utilizing Portland cement. A detrimental practice - Kiponda.



Detail - Kiponda building renovation



Detail - Kiponda building renovation



Collapsed building. Kiponda.



Building for lease - Kiponda.



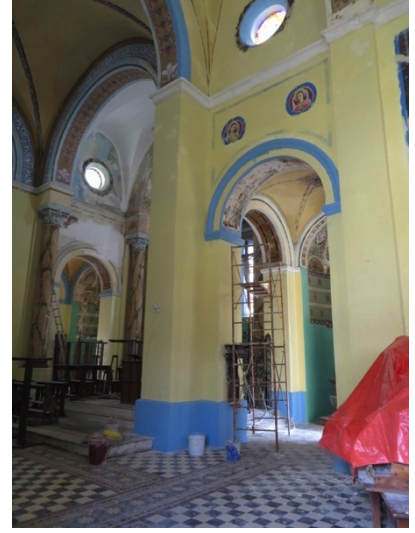
Detail of renovation to a building in Kiponda.



Catholic Cathedral. Main façade.



Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - interior restoration being undertaken.



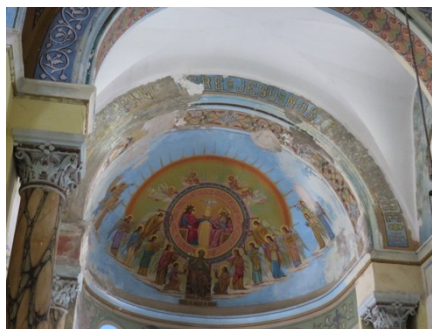
Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - exterior. Window detail.



Catholic Cathedral - interior restoration being undertaken.



Catholic Cathedral - interior restoration being undertaken.



Grade I Law Courts. Recently renovated.



Grade I Law Courts. Balcony detail.



Grade I Mnazimoja Hospital. Back.



Abandoned 'Drugs' manufactory site - to be converted into a maternity ward.



New building behind the Grade 1 Mnazimoja Hospital on a protected open space.



Grade I Mnazimoja hospital from the street.



Proliferation of electrical generators in the public space.



Proliferation of electrical generators in the public space.



Electrical generator in the Grade I former British Consulate.



Proliferation of electrical generators in the public space.



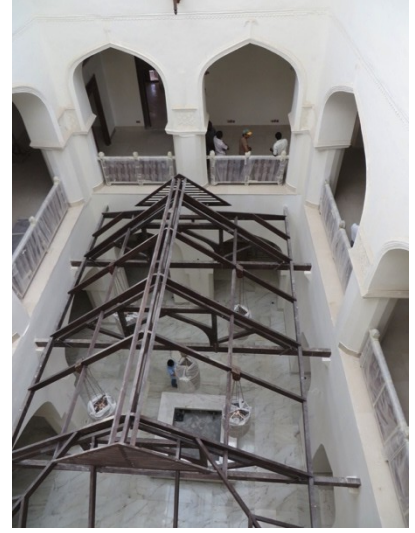
Proliferation of electrical generators in the public space.



Front door - Mambo Msiige. Grill has been removed.



Enclosed courtyard, Mambo Msiige. The old first floor roof structure has been retained. New glazed roof over on raised parapet.



Enclosed courtyard, Mambo Msiige. The old first floor roof structure has been retained.



Mambo Msiige. Swimming pool built onto public beach.



Mambo Msiige. Roof-top executive suite. Roof raised and new construction. Against the prescripts of the agreed-to matrix.



Service installation - Mambo Msiige.



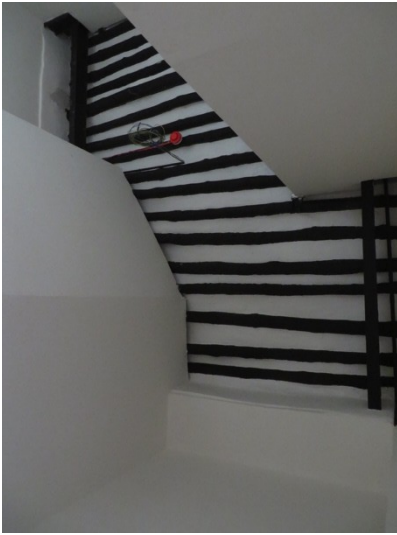
Mambo Msiige. Swimming pool built onto public beach.



Mambo Msiige (right) and new hotel (left).



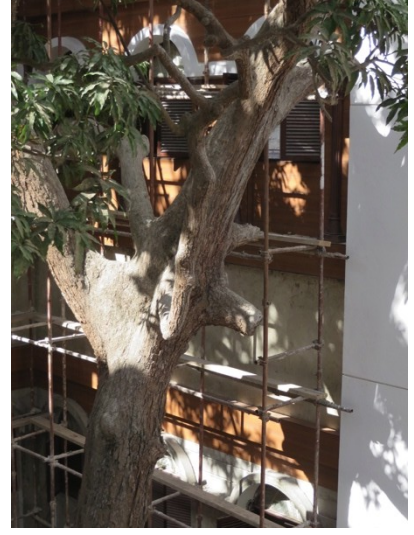
Courtyard, land-side of Mambo Msiige with WAKF building.



Ceiling of rectangular building, Mambo Msiige. New walls accommodate a service shaft and a broom closets.



Old meets new. Mambo Msiige (left) and new hotel (right).



Mango Tree, Mambo Msiige. Branches cut to allow for new construction..



New hotel building seen from Shangani Street.



New hotel building from remnant public open space. Electrical generators covered in blue sheeting.



New hotel building seen from Shangani Street.



Construction of toilet block in remnant protected green space.



Construction of water feature in remnant protected green space.



Construction of stairs leading form remnant protected green space to the beach. It is clear these are not intended for public use.



Authentic fabric - Stone stairs in the Mambo Msiige



New lift located in the old treasury of the Mambo Msiige.



Altered balcony on the sea-facing façade of the Mambo Msiige.



Roof top solar hot water installation - Mambo Msiige.



Glazed roof to courtyard - Mambo Msiige.



Shangani Street with new hotel block.



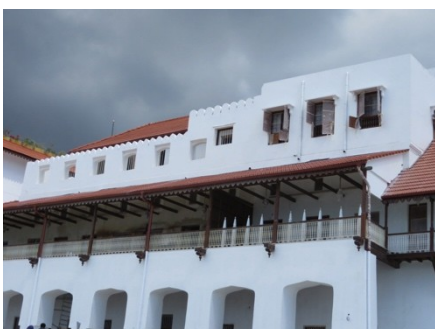
New hotel block seen from the beach.



New hotel block (left) and Mambo Msiige (right).



Mambo Msiige seen from the south.



Altered parapet (crenulations added) at Mambo Msiige.



Stairs from beach to Mambo Msiige, historic site of the historical jetty.



Sea wall and stairs - remnant protected green space.



Beit al Ajab/House of Wonders.



Interpretative signage: Beit al Ajab/House of Wonders.



Collapsed porch - south eastern corner of the Beit al Ajab/House of Wonders.



Courtyard. Beit al Ajab/House of Wonders. STCDA Workshop store.



Courtyard. Beit al Ajab/House of Wonders.



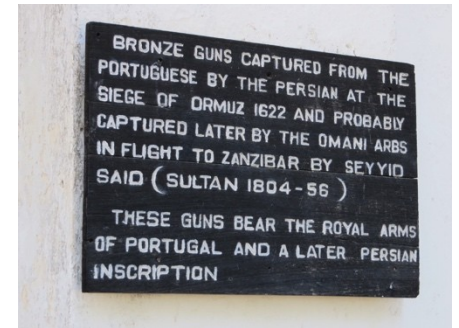
Main façade. Note weathering to walls.



Distant view of the Beit al Ajab/House of Wonders.



Captured Portuguese Canon (one of two) at Beit al Ajab/House of Wonders.



Interpretation of history of canon, Beit al Ajab/House of Wonders.



View from Beit al Ajab/House of Wonders towards People Palace.



South porch of Beit al Ajab/House of Wonders.



View from Jami Mosque to People's Palace.



Grade I Tippu Tip House. Front door.



Grade I Tippu Tip House. Balcony.



Grade I Tippu Tip House. First floor room.



Grade I Tippu Tip House. Doors leading from the main entry foyer.



Grade I Tippu Tip House. Window.



Grade I Tippu Tip House. Stair leading to roof-top tea-house.



Grade I Tippu Tip House. Front door stairs.



Grade I Tippu Tip House. Main ground floor foyer.



Grade I Tippu Tip House. Roof-top tea house with fine stick-and-fretwork screens.



Malindi Harbour - 1920's warehouse.



Malindi Harbour - 1920's warehouse already demolished leaving only the façade standing.



Integer quis est quis diam cursus mattis. Donec viverra nisl elementum elit. Fusce libero eros,



Malindi Harbour - 1920's warehouse.



Detail - Malindi Harbour - warehouse.



Interior: Malindi Harbour - 1920's warehouse.



Malindi Harbour - Old Edible Oils facility.



Malindi Harbour - 1920's warehouse.



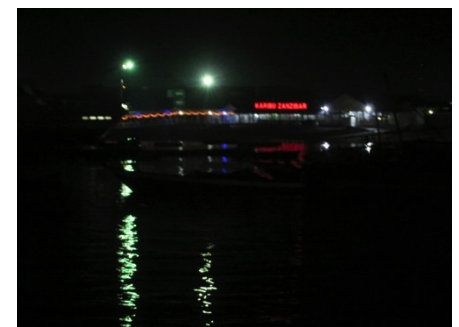
1920's gates to Malindi Harbour in need of repair.



Site for new fish landing - Malindi Harbour.



Site for new fish landing - Malindi Harbour.



Malindi passenger terminal at night - not lit-up 'Karibu Zanzibar' sign.



Proliferation of aerial wires.



Remnant access from Shangani Street to beach past the encroached upon public space adjacent Mambo



Bollards removed at protected green space at Taraab Club to allow for vehicular access.



Parking and traffic jam - Banyani Tree open space.



Public open space - Kiponda.



Parking on the protected green space - Taraab Club.



Mnazimoja Grounds.



Jamuri Gardens, Creek Road.



Lagoon at Bwawani Hotel.



Beach in front of Tembo hotel.



Evening football game on the beach in front of Africa House, a protected view cone, site of a proposed new yacht club.



New restaurant adjacent Africa House .



Ng'ambo, Buffer Zone.



Ng'ambo, Buffer Zone.



Mlandenge Road, Buffer Zone edge.



Mlandenge Road, Buffer Zone edge.



Mlandenge Road, Buffer Zone edge.



Mlandenge Road, Buffer Zone edge.



View from Creek Road (in the Property) towards the buffer zone. Note the new high-rise construction.



New high-rise construction in the Buffer Zone.



New high-rise construction in the Buffer Zone.



The Director of the UNESCO Office in Dar es Salaam participated in the guided visit to Mambo Msiige.



The architect of the Mambo Msiige hotel project led the mission team through the site visit.



Mission and STCDA Staff visit Darajani Road.



Courtesy visit to the Permanent Secretary of WLHE on 30 Oct 2014.



Mission meeting with Government Departments and Ministries.



High-level delegation of Ministers and Permanent Secretaries.



Public Stakeholder Meeting. Reclaim Women's' Space in World heritage Hall.



Introductory meeting with the Director-General of the STCDA.



Meeting with the Zanzibar Ports Corporation and Dept. of Fisheries.



Public Stakeholder Meeting. Reclaim Women's' Space in World heritage Hall.



The ICOMOS and ICCROM experts examined the plan of Mambo Msiige that was approved by the STCDA Director General.



Site inspecting - Malindi Harbour.