

## LAND USE PLANNING AND THE CONSERVATION AND MANAGEMENT OF WORLD HERITAGE SITES OF KILWA KISIWANI AND SONGO MNARA, TANZANIA

Amini A. Mturi

### Introduction

The nature, distribution and patterning of cultural heritage resources in the landscape, which are interpreted to include places and objects of archaeological and historic significance; buildings and other man made structures of historic, architectural, scientific and technological significance; and historic towns, urban historic quarters and village ensembles, are such that the planning and implementation of conservation policies and strategies should be integrated with both the settlement patterns of the communities within which such resources are located and the planning and implementation of the social and economic development programmes and projects of the communities be they rural or urban.

To date, the integration of conservation of historic towns and urban historic quarters and even of buildings of historic and architectural significance with the overall urban planning and development process has been recognized by both conservation specialists and those responsible for urban planning and development. This realization, which has been a gradual one, and yet to be accepted by all authorities and concerned professionals, has been concretised and amply underscored in the proposed "Charter for the Conservation of Historic Towns and Urban Areas." The Charter, which like all other international conservation instruments adopted so far, regards the conservation of historic towns and urban areas "to mean those steps necessary for the protection, conservation and restoration of such towns and areas as well as their development and harmonious adaptation to contemporary life," includes the following principles and objectives:

1. In order to be most effective, the conservation of historic towns and other historic urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level.
2. Qualities to be preserved include the historic, character of the town or urban area and all those material and spiritual elements that express this character, especially:
  - (a) Urban patterns as defined by lots and streets;
  - (b) Relationship between buildings and green and open spaces;
  - (c) The formal appearance, interior and exterior, of buildings as defined by scale, size, style, construction, materials, colour and decoration;
  - (d) The relationship between the town or urban area and its surrounding setting, both natural and man-made;
  - (e) The various functions that the town or urban area has acquired over time.

However, to date, the protection and preservation of archaeological sites and objects as well as those resources composed of remains of ancient and abandoned urban and rural built environment have not received such sympathetic and comprehensive treatment in terms of conservation policies and strategies, especially when their conservation is deemed to be in conflict with modern developments. The only viable and accepted strategy in such instances is what in cultural resources management practices is called rescue or salvage archaeology. This involves:

1. The survey, identification and documentation of the archaeological sites and objects which are being threatened.
2. The undertaking of archaeological excavations to salvage or rescue objects and other data which is deemed to be of significance to our understanding of past cultures and civilizations. The objects and data so recovered are then stored and preserved in Museums or research centres for on-going and future research work.
3. The dismantling and re-erection or reconstruction in another place, of the most significant monumental and architectural edifices. The treatment of the Abu Simbel and Philae Monuments in Egypt are classic examples of such a strategy.
4. Rarely and under very special circumstances the preservation in situ of the discovered resources.

The whole question of the distribution and patterning of such resources in the landscape and the integration of their conservation with the overall planning and development process has not been given due consideration. The "Recommendation concerning the preservation of cultural property endangered by Public or Private works (1968), addresses itself to such issues and puts forward a number of proposals for the adoption of Member States. Among them:

1. Protective inventories of important cultural property, whether scheduled or unscheduled, should be maintained. Where such inventories do not exist, priority should be given in their establishment to the thorough survey of cultural property in areas where such property is endangered by public or private works.
2. Due account should be taken of the relative significance of the cultural property concerned when determining measures required for the:
  - (a) Preservation of an entire site, structure or other forms of immovable cultural property from the effects of private or public works.
  - (b) Salvage or rescue of cultural property if the area in which it is found is to be transformed by public or private works, and the whole or a part of the property is to be preserved and removed.
3. Member states should give due priority to measures required for the preservation in situ of cultural property endangered by public or private works in order to preserve historical association and continuity. When overriding economic or social conditions require that cultural property be transferred or destroyed, the salvage or rescue operations should always include careful study of the cultural property involved and the preparation of detailed records.
4. Important structures and other monuments which have been transferred in order to save them from destruction by public or private works should be placed on a site or in a setting which resembles their former position and natural, historic or artistic association.
5. Important movable cultural property, including representative samples of objects recovered from archaeological excavation, obtained from salvage operations should be preserved for study or placed on exhibition in institutions such as museums, including site Museums, or Universities.

The Unesco standard setting document recognizes and emphasizes the in situ preservation of the cultural property. However, the future of the preserved site and its overall relationship with the extant settlement patterns and the planning and undertaking of social and economic activities by the community in whose area such archaeological and cultural resources are situated is not dealt with adequately. In particular, the treatment of conservation as an integral part of the community's social and economic planning and development process, is a subject which has not been given due consideration in the implementation of the salvage archaeology strategy. In this paper, therefore, the distribution and patterning of the archaeological and other cultural resources of the sites of Kilwa Kisiwani and Songo Mnara in Tanzania, and the inherent land use conflict between their conservation and management, vis-à-vis the existing village settlements, will be taken as case studies to demonstrate weaknesses and shortcomings of existing policies and approaches. Proposals will also be made on what is deemed to be the best and most rational conservation strategy which will ensure both the protection and preservation of the archaeological resources while continuing to allow for the existence and development of the villages situated within the areas of the Sites.

#### **The nature, distribution, patterning of archaeological resources and village settlement patterns**

The Sites of Kilwa Kisiwani and Songo Mnara are situated on islands which are also homes of two extant villages whose inhabitants, though not directly descended from the inhabitants of the ancient settlements, do have cultural and spiritual connections with the monumental remains of the sites. Besides these connections, the villages settlement patterns -- residence and areas for the undertaking of day-to-day social and economic activities, are closely linked with the distribution and patterning of the archaeological resources.

The archaeological and cultural resources of the two sites, especially those of Kilwa Kisiwani, are found scattered in the larger part of the Island with the main concentration in the Western end of the Island, which at the time of the ancient settlement was a low-lying expanse of sand. In Kilwa, the ancient settlement covered an area of about one square kilometre. In Songo Mnara, the ancient settlement occupied a more restricted area, with the cultural and archaeological resources found in the northern part of the island. However, even in this case, the island of Sanga Rungu on which Songo Mnara Site is situated, contain other important archaeological sites such as Sanje Majoma, on the southern part of the island. The cultural and archaeological resources of the

two islands consist of three broad categories:-

1. Remains of coral houses in different stages of decay and preservation, dating from the 12th - 18th centuries A.D. Some like the Great Friday Mosque and the Small domed Mosque of Kilwa Kisiwani are almost complete in their original form after restoration and reassembling works, while the palace at Songo Mnara, though in a ruinous condition, can be restored to its original form using fallen parts which are still intact. The buildings include palaces, mosques, residential houses, tombs and cemeteries.
2. Mounds covering remains of collapsed buildings with scattered masonry and pottery sherds. In Kilwa Kisiwani such mounds are found scattered in large part of area of the ancient settlement.
3. Objects of materials culture, evidencing the social, cultural and economic activities of the people. These include locally minted coins of silver and copper; local and imported pottery including a variety of Islamic and Persian wares, Chinese celadon and porcelain; steatite, and chlorite-schist vessels; beads of glass, shell and semi-precious stone; gold and silver jewelery; spindlewhorls, crucibles for copper-working and iron and copper objects. The objects are found within the fallen masonry and rubble, in the ruined buildings, eroding from mounds covering fallen buildings and as surface finds.

The distribution and patterning of the cultural and archaeological resources, especially in the case of Kilwa Kisiwani, are closely intertwined with the villages settlement patterns in terms of residential patterns and land use for the undertaking of social and economic activities, especially agriculture. In Kilwa Kisiwani:

1. The main part of the existing villages is situated on the central part of the ancient village, with residential houses concentrated in the area with both standing monuments or buried archaeological resources. The houses are therefore either built over remains of collapsed ancient buildings or interspersed between standing monuments. This creates a number of legal and conservation problems. The digging of foundations etc., for the houses destroys the buried archaeological resources and this is a forbidden act under the country's conservation legislation; while the buildings interspersed within the standing monuments may not necessarily harmonize with the monuments, thus undermining the character and appearance of the monuments. Moreover, the existing conservation legislation is silent on whether, the residents are required to get permission before they can construct new buildings in the area. This means that the conservation authority has no legally defined responsibilities in supervising and monitoring the designing and construction of such buildings.
2. The amount of arable land in the island is limited. This has meant that the farming activities of the villagers are concentrated in the area of the ancient settlement which also happens to be the most fertile part of the island. All farming activities are therefore bound to result in the destruction of or unsystematic recovery of buried archaeological resources. The conservation legislation besides forbidding the undertaking of agricultural activities which endangers either "monuments" or "relics" which are protected by law, also requires that any person who discovers such objects must report such discoveries to appropriate authorities. In the situation of Kilwa Kisiwani such a reporting procedure is impossible to enforce and the monitoring and enforcement of the law is not only cumbersome but requires full-time policing, which is not practicable.

In the case of Songo Mnara, the main village is situated about six kilometres from the area of the site. The village's residential patterns do not therefore pose problems to the site. However, even in this case, the village's coconut plantations are concentrated in the area between the site and the present day village, and some of the plantations have encroached into the areas of the ruins.

#### **Land use planning and conservation policies and strategies**

The complex nature of the linkage between the archaeological resources of the two sites, especially that of Kilwa Kisiwani, and the villages' settlement patterns is such that the normal procedures and methodology of rescue or salvage archaeology are not applicable. This is so bearing in mind that:

- (1) The archaeological and monumental resources of the two islands are not only an important national heritage but also of universal outstanding cultural and archaeological value and therefore a

heritage of mankind. The protection and preservation of this heritage should therefore be accorded top priority and the standing monuments should remain and continue to be the main landmark in the areas.

- (ii) It is politically sensitive and inadvisable as well as undesirable from the conservation point of view to prohibit human settlement on the islands and re-locate the existing villages.

Bearing this in mind, there is a need to formulate new conservation policies and strategies which will allow for the protection and preservation of the cultural and archaeological resources while allowing for the continued existence of the two villages. The conservation of the heritage in this context will therefore need to be planned to include:

- (1) The normal protection, preservation and presentation of the heritage especially the monuments standing above ground for cultural, educational and touristic purposes.
- (2) The identification and demarcation of areas with important archaeological resources in terms of movable objects and collapsed and buried structures and securing such areas for present and future research and conservation works.
- (3) Controlling and regulating the villages residential patterns to ensure that building activities do not result in the destruction of buried archaeological resources and that buildings harmonize with the monuments in terms of scale and materials so that the monuments remain the main landmark in the islands.
- (4) Defining, the extent and intensity of the villages' social and economic activities and securing land for their undertaking without undermining the monuments or buried archaeological resources. Alternatively encourage and promote those social and economic activities whose land use requirements will have minimal impact on the conserved heritage.

Simply said, the conservation of the heritage should be an integral part of the villages' social and economic planning and development process, with the conservation of the heritage, the principal land use type. The corporate planning and management of such a scheme is essential, backed with inter-disciplinary studies and inter-sectorial cooperation and coordination. The establishment of such a corporate management scheme should be preceded by:

- 1) A detailed and systematic identification and documentation of the spatial distribution and patterning of the cultural and archaeological resources.
- 2) An evaluation of the settlement patterns of the villages in terms of residence and types, extent and intensity of social and economic activities.
- 3) An evaluation of the viability of existing social and economic base and the potentialities of diversifying the social and economic base to mitigate against the destruction of the heritage while allowing for a better and sustainable social and economic development of the villages.
- 4) Establishment of a flexible but effective legal and administrative regime which will ensure for the corporate management of the scheme.

#### **An integrated conservation and development scheme**

In 1983/84, a detailed study of the conservation status of the cultural and archaeological resources of the two sites was undertaken as well as an evaluation of the settlement patterns of the two villages and how these impinged on and affected the cultural and archaeological resources. The study confirmed that the villages' agricultural activities and residential patterns were the main threat to the cultural and archaeological resources of the two sites. A land use zoning scheme was therefore formulated with the following major land use types:

1. Land zoned for the preservation and presentation of the monuments standing above ground.
2. Land zoned for future archaeological research.
3. Land zoned for present and future village settlements.

In the case of Kilwa Kisiwani, the three main land use zonings were subdivided into seven land use types as follows:

1. Area with major monuments to be reserved for the preservation and presentation of monuments. Houses interspersed within the standing monuments should be re-located and new building activities as well as the undertaking of agricultural activities forbidden.
2. Main or central village residential area. This is located in the central part of the ancient settlement and is rich in buried archaeological resources. No new building activities to be allowed in the area.
- 3a. Area with scattered monuments above ground but rich in buried archaeological resources. The area to be reserved for future archaeological research and the presentation and preservation of monuments to be revealed during research works.
- 3b. Area with few monuments standing above ground but rich in buried archaeological resources, scattered homesteads and farms. Scattered homesteads to be retained but no new residential activities to be allowed and farming activities to be discontinued. The area as a whole to be reserved for future archaeological research.
4. Area with scattered buried archaeological resources and farming activities, mainly coconut plantations. Farming to be limited to coconut plantations as these pose minimal threat to the buried archaeological resources, while allowing for future archaeological research.
5. Main village agricultural area with scattered homesteads but rich in buried archaeological resources and few monuments standing above ground. Area to be reserved for future archaeological research, while agricultural activities are to be strictly controlled and limited to existing farms. Opening up of new farms to be prohibited.
6. Bushland area with scattered farms and homesteads. To be reserved for future village settlement both in terms of residential and agricultural activities.

In the case of Songo Mnara, the land use zoning is less complex with the whole area with monuments and buried archaeological resources reserved for monument preservation and future archaeological research. Only minor adjustments will be required and this will involve:

1. The re-location or discontinuance of the coconut plantation which has encroached on some parts of the site.
2. Prohibition of future farming and building activities in the area.

It is believed that this land use zoning will minimize the inherent land use conflict between the villages' settlement patterns and the conservation of the cultural and archaeological resources of the two sites. It is important however, that the villages should be allowed to be fully involved in the development process, and this might not be possible as this land use zoning does limit the viability of certain activities, especially agriculture. An alternative development strategy is therefore required as an integral part of the new conservation and development scheme. Based on the fact that, agriculture which to date is the main economic activity though at a subsistence level poses the greatest threat to the heritage; but also realizing the fact that any future expansion of this economic base will be determined by the availability of fertile land which is limited, an alternative development strategy has been formulated which will not only minimize land use conflict but will also ensure sustainable development of the villages. The strategy, focuses on:

1. The development and expansion of the fisheries industry and making it the mainstay of the economy of the villages. This will mostly entail the modernization of the industry by providing modern fishing gear, the training of the fishermen in modern fishing techniques and maintenance procedures; the organization of the fishermen into larger production units such as cooperatives and the provision of fish processing and marketing facilities. The processing and marketing facilities can be located on the islands but designed and located in such a way that they are unobtrusive and harmonize with the monuments. Alternatively, such facilities can be located on the mainland.
2. While agricultural activities in the islands should be controlled and scaled down in those areas rich in archaeological resources, agricultural activities can still be promoted and expanded by reviving, promoting and supporting the tradition of the villagers in the islands having farms and plantations in the mainland.
3. The development of tourism. With proper preservation and presentation of the heritage; improvement of transport and communication facilities; provision of accommodation and other tourist facilities, the exploitation of Songo Songo Natural gas reserves and the establishment of Ammonia Fertilizer Factory at Kilwa Masoko, on the mainland opposite Kilwa Kisiwani; the monumental remains of both islands can be developed and promoted as additional tourist resources within the coastal circuit. However, the tourist infrastructure should be located on the mainland and not on the islands, but measures should be devised and taken to ensure that the villagers who are the primary custodians of the heritage do benefit from

- such developments. The measures should include:
- 3.1. The involvement of the villagers in the transportation of the tourists by boats, dhows and canoes to and from the Islands.
  - 3.2. The granting of a percentage of the income derived from tourism to support the villages development activities.
  4. The employment of local people both in the tourist industry and in conservation and research works. In particular, people with relevant building skills should be recruited and offered on the job training in traditional buildings skills and preservation and restoration techniques and employed in reservation and maintenance works either on permanent basis or seasonally.

The implementation of the conservation and management scheme should be backed by a new legal and administrative machinery which would entail:

1. The designation of the two islands as conservation areas under the provisions of the conservation legislation.
2. Giving the conservation authority legal powers to supervise and monitor the implementation of the scheme.
3. Remodeling the planning process to ensure that the conservation authority is consulted and its authorization sought and obtained in the planning of the villages social and economic activities.

## CONCLUSION

The conservation of cultural and archaeological resources in the rural landscape, especially when located within the rural built up and settled environment poses a number of planning and management problems which are similar and as complex as the planning and management problems faced by conservation specialists in urban conservation. The integration of conservation with the planning and development of human settlements in such areas is therefore as important as the integration of the conservation of historic towns and urban areas with the urban planning and development process. The methodology, practices and focus of salvage archaeology do not adequately deal with such problems and can sometimes be used to defeat the objective of integrated conservation and development in the rural landscape. This is especially so when the component of salvage is used as an easy option by planners rather than the *in situ* conservation of the heritage, which requires that conservation of the heritage should be considered as a specific land use which should be integrated with the overall land use planning in the rural built or settled environment. The studies undertaken in Kilwa Kisiwani and Songo Mnara besides revealing the complex nature of the interaction between the distribution and patterning of cultural and archaeological resources and the settlement patterns of the villages situated in the Islands, has also resulted in the formulation of an integrated conservation and development plan which allows for the protection and preservation of the heritage and continued existence and development of the villages. It is therefore suggested that the undertaking of such studies and the formulation of such integrated conservation and development plans should be of major concern to all those conservation specialists engaged in cultural resource management in the rural areas.

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## LAND USE PLANNING AND THE CONSERVATION AND MANAGEMENT OF WORLD HERITAGE SITES OF KILWA KISIWANI AND SONGO MNARA, TANZANIA

Amini A. Mturi

### Summary

The nature, distribution and patterning of cultural and archaeological resources in the rural landscape, have a major effect on the types of policies and strategies which we adopt so as to ensure their proper protection and preservation. In urban conservation the integration of conservation policies and programmes with the overall urban planning and development process has been generally accepted though not always practiced. This interaction between conservation and planning and development is also one of the major principles and objectives of the new Charter for the Conservation of Historic Towns and Urban areas which inter alia states that:

"The Conservation of historic towns and urban areas is understood to mean those steps necessary for the protection, conservation and restoration of such towns and areas as well as their development and harmonious adaptation to contemporary life.

In order to be most effective, the conservation of historic towns and other urban areas should be an integral part of coherent policies of economic and social development and of urban and regional planning at every level."

However, the protection and preservation of archaeological sites and other resources in the rural landscape is yet to be treated as an integral part of the social and economic planning and development process. In many cases, where there is conflict between conservation of archaeological resources and modern development, rescue or salvage archaeology has tended to overemphasize the salvage component rather than the in situ conservation of the resources and their integration with the planning and development of human settlement. This is despite the principles and guidelines contained in the Unesco Recommendation concerning the Preservation of Cultural Property endangered by public or private works which among other options underscores the principle that: "Member States should give due priority to measures required for the preservation in situ of cultural property endangered by public or private works in order to preserve historic associations and continuity..."

The sites of Kilwa Kisiwani and Songo Mnara which are situated on islands and which are also sites of present day human settlements, are classic examples of the nature and complexities of the problems of land use planning, conservation of cultural resources and the planning of present day human settlements. The distribution and patterning of archaeological resources in the Islands, and their interaction with the village settlement patterns are such that conservation policies and strategies should aim both at the conservation of the archaeological resources and the continued existence and development of the villages. To achieve this, an integrated Conservation and Development Plan is a necessity which will ensure:

1. The protection and preservation of monumental remains for cultural, educational and touristic purposes.
2. The protection and preservation of areas with buried archaeological resources for ongoing and future research works.
3. The planning and management of the village's settlement patterns in such a way that they respect and ensure the protection and preservation of the archaeological resources.

The paper will therefore discuss in detail the problems of land use conflict in such a situation and put forward proposals for an integrated conservation and development plan for the two islands, which it is believed will result in the proper protection and preservation of the archaeological resources while allowing for the continued existence and development of the villages.

# LA PLANIFICATION DE L'UTILISATION DU SOL ET LA CONSERVATION DES SITES DU PATRIMOINE MONDIAL DE KILWA KISIWANI ET DE SONGO MNARA EN TANZANIE

Amini Aza Mturi

## Résumé

La nature, la distribution et le modèle des ressources culturelles et archéologiques dans le paysage rural ont un effet important sur les choix des politiques et stratégies que nous adoptons afin d'assurer la protection et préservation correcte de ces ressources. En général, dans la conservation urbaine, l'intégration des politiques et des programmes de conservation dans le processus global de la planification et du développement urbain a toujours été accepté mais moins pratiqué. Cette interaction entre la conservation, la planification et le développement est d'ailleurs un des principes et un des objectifs du Charte Internationale pour la Sauvegarde des Villes Historiques et des Zones Urbaines, qui stipule inter alia que :

"On entend ici par "Sauvegarde des Villes Historiques" les mesures nécessaires à leur conservation et à leur restauration ainsi qu'à leur développement cohérent et à leur adaptation harmonieuse à la vie contemporaine.

La sauvegarde des villes et quartiers historiques doit, pour être efficace, faire partie intégrante d'une politique cohérente de développement économique et social et être prise en compte dans les plans d'aménagement et d'urbanisme à tous les niveaux."

Néanmoins, la protection et la préservation des sites archéologiques et d'autres ressources dans le paysage rural restent encore à traiter comme une partie intégrale du processus de la planification et du développement économique et social. Dans beaucoup de cas où il y a un conflit entre la conservation des ressources archéologiques et le développement moderne, l'archéologie de sauvetage a tendance de mettre l'accent sur le composant "sauvetage" plutôt que sur la conservation de ces ressources in situ et leur intégration dans la planification et le développement de l'habitation humaine. Et ceci malgré les principes et les grandes lignes contenus dans la Recommandation de l'UNESCO concernant les biens culturels menacés par des travaux publics et privés, une Recommandation qui, entre autres, stipule le principe suivant :

"Les Etats Membres devraient accorder la priorité souhaitable aux mesures à assurer la préservation in situ des biens culturels mis en péril par des travaux publics ou privés, en vue de leur cadre et leur signification historiques..."

Les sites de Kilwa Kisiwani et Songo Mnara, qui sont situés sur des îles et qui sont aujourd'hui des sites habités, sont des exemples classiques de la nature et des complexités des problèmes de la planification de l'utilisation de terre, de la conservation des ressources culturelles et de la planification des habitations humaines actuelles. La distribution et le modèle des ressources archéologiques sur ces îles, ainsi que leur interaction avec les modèles de la distribution des villages, sont tels que la politique et les stratégies devraient viser à la conservation des ressources archéologiques d'une part, et à l'existence et au développement continus de ces villages d'autre part. Afin de réaliser ce but, un plan intégré de conservation et du développement est nécessaire. Ce plan visera à assurer:

1. La protection et la préservation des vestiges des monuments pour la culture, l'éducation et le tourisme ;
2. La protection et la préservation des endroits où sont enfouies des ressources archéologiques pour pouvoir favoriser la recherche à présent et à l'avenir ;
3. La planification et la gestion des modèles de la distribution des villages sur une base qui permet cette planification et cette gestion de respecter et d'assurer la protection et la préservation des ressources archéologiques.

Cet exposé va donc discuter en détail les problèmes du conflit de l'utilisation de terre dans la situation mentionnée ci-dessus et soutenir la proposition pour un plan intégré de la conservation et du développement pour les deux îles. Cette approche devrait permettre la protection et la préservation correcte des ressources archéologiques tout en permettant l'existence et le développement continus des villages existants.