

REPORT ON THE JOINT WORLD HERITAGE CENTRE / ICOMOS / ICCROM

ADVISORY MISSION TO

FORTS AND CASTLES, VOLTA, GREATER ACCRA, CENTRAL AND WESTERN REGIONS (GHANA)

28 April – 2 May 2019



Cover Figure – Image of St. George Castle, the archaeological camp and the new sea defence-wall, in Elmina, Ghana. Photo taken by David Stehl, on the 29th of April 2019, during the WHC/ICOMOS/ICCROM Advisory Mission.

Photo credits:

Photos were taken during the UNESCO-WHC/ICOMOS/ICCROM Advisory Mission to Forts and Castles, Volta, Greater Accra, Central and Western Regions that took place from the 28th of April to the 2nd of May 2019, in Ghana.

Cover image - Photo taken by David Stehl.

Figs. 1 to 27, 29, 30 - Photos taken by Mariana Correia.

Fig. 28 - Image credited to ARCHXENUS

Fig. 31- Photo taken by John Tolve (available at: <https://whc.unesco.org/en/list/34>)

Fig. 32 - Drawing credited to Francesco Ernesto Ventura, ONLUS NGO (available in Annex 10.10).

Figs. 33, 34, 35 - Photos credited to GMMB (available at: <http://www.ghanamuseums.org/forts/forts-castles.php>)

All images in Annex 10.6 - photos taken by David Stehl.

TABLE OF CONTENTS

ACKNOWLEDGMENTS

ACRONYMS

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

i - viii

1.	BACKGROUND TO THE MISSION	1
1.1.	Preamble and Justification of the mission	1
1.2.	Inscription history and Statement of Outstanding Universal Value	2
1.3.	Terms of Reference	3
1.4.	Mission Team	4
1.5.	Mission Programme	4
1.6.	Examination of the State of Conservation by the World Heritage Committee	4
2.	PREVIOUS MISSIONS AND WORLD HERITAGE COMMITTEE DECISIONS	6
3.	OVERALL STATE OF CONSERVATION	8
3.1.	National policy for the preservation and management of the World Heritage property	8
3.1.1.	Protected area legislation	8
3.1.2.	Institutional framework	8
3.1.3.	Management structure	9
3.1.4.	Response to the recognition of values under international treaties and programmes (World Heritage)	11
3.2.	Management	11
3.2.1.	Outdated Cultural Heritage laws	11
3.2.2.	Integrated planning process and Management Plans	12
3.2.3.	Absence of a National Cultural Heritage Inventory	12
3.2.4.	Human Resources Capacity	13
3.2.5.	Insufficient financial support	14
3.2.6.	Stakeholder management framework	14
3.2.7.	Buffer zones	14
3.2.8.	Lack of buffer zones and development threats at the property	15
3.3.	Factors affecting the property	15
3.3.1.	Visited components	15
3.3.2.	Information on other components not visited	21
3.4.	Review whether the values on the basis of which the property was inscribed on the World Heritage List are being maintained	22
3.5.	Overall state of conservation of the components of the World Heritage property, considering their conditions of integrity and authenticity	24
4.	TOURISM DEVELOPMENT PROJECT: CASTLE OF SAINT GEORGE IN ELMINA	26
4.1.	Scope, justification and detailed plans for the tourism development project	26
4.1.1.	Project presentation	26
4.1.2.	Concept and justification of the project	27
4.1.3.	Absence of detailed plans for the Tourism Development Project	28

4.2.	Impact on the Outstanding Universal Value, conditions of integrity and authenticity	29
4.2.1.	Project proposal analysis	29
4.2.2.	Impact on the OUV of the World Heritage property	29
4.3.	Proposed mitigation measures	31
4.4.	Protection and conservation policies of the components, surroundings and wider contexts	32
4.5.	Site management system, taking into account in particular the National Tourism Development Plan (2013-2027)	32
4.6.	Consider the situation with the delineation of the limits of the property components and of their buffer zones	33
4.7.	Involvement and Engagement of local communities and the promotion of cultural expressions	34
5.	DEVELOPMENT AND RESTORATION PROJECT AT FORT AMSTERDAM IN ABANDZI	35
5.1.	Scope, justification and detailed plans for the restoration project	35
5.1.1.	Project presentation	35
5.1.2.	Concept and justification of the project	37
5.1.3.	Detailed plans for the Restoration project	37
5.2.	Restoration impact on the Outstanding Universal Value, conditions of integrity and authenticity	37
5.2.1.	Restoration project analysis	38
5.2.2.	Impact on the OUV of the World Heritage Property	38
5.3.	Proposed mitigation measures	40
5.4.	Protection and conservation policies of the components, restoration guidelines and procedures	41
5.5.	Site management system, taking into account in particular the National Tourism Development Plan (2013-2027)	41
5.6.	Consider the situation with the delineation of the limits of the property components and of their buffer zones	42
5.7.	Involvement and Engagement of stakeholders, local communities and the promotion of cultural expressions	42
6.	POTENTIAL PROJECTS FOR DEVELOPMENT AT OTHER COMPONENTS	43
6.1.	Potential Projects for development at visited components	43
6.1.1.	Fort St. Jago (Elmina)	43
6.1.2.	James Fort (Accra)	43
6.1.3.	Ussher Fort (Accra)	43
6.1.4.	Fort Christiansborg at Osu (Accra)	43
6.2.	Potential projects for development at components not visited	44
6.2.1.	Project at Groot Fredericksborg at Princess town	44
6.2.2.	Encroachment at Fort Patience	44
6.2.3.	Development of Fort Metal Cross, in Dixcove	45
6.3.	Overall Findings on Tourism Developments	45
7.	REVIEW THE IMPLEMENTATION OF THE INTERNATIONAL ASSISTANCE N°3008 APPROVED BY THE COMMITTEE (Decision 42 COM 13) FOR THE "Preparation of a Management Plan for the Forts and Castles of Ghana"	47
7.1.	Background and context of International Assistance	47
7.2.	Scope of International Assistance	47
7.3.	State of Preparedness in Implementing International Assistance	47
7.4.	Overall Observations and Advice to the State Party	48
7.5.	Next Steps on the Implementation of the International Assistance	49

8.	CONCLUSIONS AND RECOMMENDATIONS	50
8.1.	Findings	50
8.1.1.	Governance	50
8.1.2.	Conservation	50
8.1.3.	Threats from Developments/ livelihoods	50
8.2.	Response to TORs	51
8.2.1.	State of Conservation at the Forts and Castles	51
8.2.2.	Tourism Development at Saint George Castle in Elmina	51
8.2.3.	Development and Restoration project at Fort Amsterdam in Abandze	51
8.2.4.	Delineation of buffer zones	52
8.2.5.	Protection and Conservation Policies	52
8.2.6.	Implementation of the International Assistance n°3008 approved by the Committee (Decision 42 COM 13)	52
8.2.7.	Additional Actions	53
8.3.	Recommendations to the State Party	54
9.	BIBLIOGRAPHIC REFERENCES	60
10.	ANNEXES	61
10.1.	Terms of reference	61
10.2.	Statement of Outstanding Universal Value of the World Heritage property of the “Forts and Castles, Volta, Greater Accra, Central and Western Regions”, in Ghana.	62
10.3.	Mission team (with bios)	64
10.4.	Itinerary and programme	65
10.5.	List of people met and that participated in the meetings during the Advisory Mission	67
10.6.	Photographs	70
	OTHER ANNEXES	90
	Power-point presentation of Elmina Heritage Bay Tourism project	
	Conceptual Note of the Restoration Project of Fort Amsterdam	
	Technical dossier (with architectural drawings) of the Restoration Project of Fort Amsterdam	

ACRONYMS

ARCHXENUS	Architectural firm in charge the project for Elmina
EIA	Environmental Impact Assessment
EU	European Union
GMMB	Ghana Museums and Monuments Board
GTA	Ghana Tourism Authority
HIA	Heritage Impact Assessment
ICOMOS	International Council on Monuments and Sites
ICCROM	International Centre for the Study of the Preservation and Restoration of Cultural Property
MBM	Minor Boundary Modification
NATCOM	Ghana National Commission for UNESCO
NTDP	National Tourism Development Plan
SEIA	Social-Economic Impact Assessment
SIA	Social Impact Assessment
OUV	Outstanding Universal Value
UNESCO-Ghana	UNESCO Office in Accra
UNESCO-WHC	UNESCO – World Heritage Centre
WHC	World Heritage Centre

ACKNOWLEDGEMENTS

The members of this mission wish to express their gratitude to the numerous authorities supporting the mission, as well as stakeholders and communities met during the mission, in regard to their hospitality, support, and assistance provided prior to and during the mission.

The mission team fully appreciated being personally received by the Hon. Minister, H.E. Ms Barbara Oteng-Gyasi, *Minister of Tourism, Arts and Culture*, as well as the Ambassador Ann Bossman, *Ambassador for France, Portugal, OIF, OCDE, and UNESCO*, the GMMB Board member, Mr. Agyiri Sackey, and the Secretary-General of the National Committee of UNESCO, Ms Ama Serwah Nerquaye-Tetteh.

The mission team also deeply appreciated to be accompanied during the entire mission by GMMB Executive Director, Mr. Kingsley Ofori Nkansah, as well as GMMB staff, the architect Natalyn Oye Addo, as well as the NatCom representative, archaeologist Christopher Wetcher.

It was also greatly appreciated that the Mission team had the opportunity to meet with the representative of Arch Xenues, arch. Abdoul Amadou; The representatives of GTA, Mr. Akwasi Agyeman and Mr. Ekow Sampson, all the chiefs in Elmina, and in particular Mr. Nana Shadwo Condua VI, and Mr. Nana Shodwo Edunakwa; Prof. H.N.A. Wellington; the representative of ONLUS in Ghana, arch. Daniel Ohene, and from GMMB, Mr. Bernard Agyiri Sackey and Mr. Kwame Sowu.

Relevant to acknowledge were all the efforts developed by UNESCO-Ghana office, represented by Mr. Abdourahamane Diallo, and Mr. Carl Ampah, without whom the success of the mission would not had been possible to achieve.

Finally, a special recognition is dedicated to Ghana population, local authorities, and stakeholders for their kind welcome, engagement and open dialogue during the stakeholders' meetings, and site visits.

The mission team recognizes and values the efforts being undertaken to accomplish significant conservation of the FORTS AND CASTLES, VOLTA, GREATER ACCRA, CENTRAL AND WESTERN REGIONS, in Ghana.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

In response to questions addressed by the World Heritage Centre regarding the Tourism Development project being developed in St. George Castle in Elmina, the Republic of Ghana invited a joint UNESCO/ICOMOS/ICCROM Advisory Mission to the property to contribute to the assessment of the project and its impact on the World Heritage property. The Advisory Mission to the 'Forts and Castles, Volta, Greater Accra, Central and Western Regions' in Ghana, took place from the 28th of April to the 2nd of May 2019. The mission team visited 3 Castles and 4 Forts, components of this World Heritage property: St. George Castle in Elmina, Fort St. Jago in Elmina (also known as Fort Coenraadsburg), Cape Coast Castle in Cape Coast, Fort Amsterdam in Abandze, James Fort in Jamestown, Ussher Fort in Ussher Town as well as Fort Christiansborg at Osu (commonly called Osu Castle) in Accra.

Several priorities of action and factors were identified having impact in the World Heritage visited sites. To summarize, some of the key-issues to address were: the need for an emergency inspection of all the 28 forts and castles; the need to submit to the WHC the updated Tourism Development Project, and the Amsterdam Fort Project funded by EU; the need to submit the Buffer zone protection from all the 28 forts and castles; the need to identify and prevent the impact of factors affecting the OUV of the property; the need to assess the OUV, the integrity and the authenticity of each one of the 28 Forts and Castles that constitute the serial nomination of 'Forts and Castles, Volta, Greater Accra, Central and Western Regions', in Ghana. The Advisory Mission draws the following conclusions regarding the property;

1. From a governance and operational perspective, the State Party lacks capacity for the effective management, presentation and conservation of the property. This is aggravated by the absence of an integrated/harmonised approach in the planning processes of the State Party, outdated heritage laws, as well as a Stakeholder Engagement and Involvement Framework.
2. Regarding the State of Conservation of the property, there is progressive deterioration at most of the components of the property, with limited interventions. This situation is worsened by the absence of conservation guidelines and procedures to support systematic and continuous conservation interventions at the property. This makes it difficult to ascertain which attributes and components of the property have been compromised, including confirming which ones still exist (and in what state) or those that have been lost overtime. This absence of conservation plans for each of the component feeding into an overarching integrated management framework for the property is also a matter of concern. The OUV is not adequately and properly being looked after by the State Party.
3. There is proliferation of threats from developmental projects and adaptive reuses at several of the components of the property, which are implemented without compliance to EIA, HIA and SIA framework and without advice from the World Heritage Committee and Advisory Bodies, in terms of the Operational Guidelines on the Implementation of the World Heritage Convention. These tourism developments are a threat and are not sympathetic to the OUV, authenticity and integrity of the property.

4. The State Party has not yet defined and formally gazetted buffer zone for each of the components, and this has increased the vulnerability of the individual components and the property as a whole to encroachment, illegal developments and urban pressure, thereby threatening the OUV, authenticity and integrity of the property. This matter has continuously been delayed for more than 20 years.
5. The Tourism Development project being implemented by the State Party around Saint George Castle in Elmina is a threat to the authenticity and integrity of this component, and its overall contribution to the OUV of the property. The project was approved without advice from the World Heritage Committee and Advisory Bodies in terms of the Operational Guidelines on the Implementation of the World Heritage Convention. The current concept of the project fails to address concerns that are likely to damage the component.
6. The Restoration project at Fort Amsterdam in Abandzi needs to be entirely revised, as it is not sufficiently accurate, regarding the design of the existent fort and is not also well-grounded in a thorough understanding of the archaeological evidence-based reconstruction. This makes it quite conjectural and open to interpretation, therefore to a more stylistic restoration, which affects the OUV and authenticity of the World Heritage property, violating restoration principles. Also, the Restoration project being implemented at Fort Amsterdam in Abandzi was approved without advice from the World Heritage Committee and Advisory Bodies in terms of the Operational Guidelines on the Implementation of the World Heritage Convention. The current concept of the project fails to address concerns that are likely to damage the component OUV. T.
7. Regarding the Implementation of the International Assistance n°3008 approved by the Committee (Decision 42 COM 13), the Advisory Mission notes with concern the lack of capacity to implement and to address awareness within the State Party on this International Assistance approved by the World Heritage Committee. There should be urgency and prioritisation on the implementation of this International Assistance, which will provide the much needed management framework for the property.
8. Based on the observations and conclusions, the Advisory Mission brings to the attention of the State Party the potential for further consequences to the status of the property should the situation at most of its components not be mitigated urgently. The current State of Conservation warrants the property being placed under the Reactive Monitoring process, and the World Heritage Committee should consider requesting a Reactive Monitoring mission to the property early in 2020. If the trends for the deterioration of the State of Conservation of the property cannot be reversed, the Committee may subsequently consider it to be placed on the List of World Heritage in Danger.
 - a. In terms of paragraph 169 of the Operational Guidelines, *“Reactive Monitoring is the reporting by the Secretariat, other sectors of UNESCO and the Advisory Bodies to the Committee on the state of conservation of specific World Heritage properties that are under threat. To this end, the States Parties shall submit specific reports and impact studies each time exceptional circumstances occur or work is undertaken which may have an impact on the Outstanding Universal Value of the property or its state of conservation. Reactive Monitoring is also*

foreseen in reference to properties inscribed, or to be inscribed, on the List of World Heritage in Danger as set out in paragraphs 177-191. Reactive Monitoring is also foreseen in the procedures for the eventual deletion of properties from the World Heritage List as set out in paragraphs 192-198”.

- b. Based on the information gathered through the reactive monitoring process, the World Heritage Committee, if not satisfied with the recommended mitigation measures and implementation progress made by the State Party, may decide to place the property on the List of World Heritage in Danger as per paragraph 176 (c): *“when the requirements and criteria set out in paragraphs 177-182 are met, the Committee may decide to inscribe the property on the List of World Heritage in Danger according to the procedures set out in paragraphs 183-189”*

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

Recommendation 1 – HALT ALL CURRENT DEVELOPMENT PROJECTS, INCLUDING PROJECTS, AT AND AROUND ANY COMPONENT OF THE PROPERTY

Given the various development projects being addressed at, within and around the components of the serial property, as well as the need to define buffer zones for each component, the State Party is urged to halt all such development projects entirely, as it is the case of St. George Castle in Elmina, Fort Amsterdam in Abandzi, around St James Fort in Jamestown, Fort Groot Fredericksborg at Princetown, and Fort Metal Cross in Dixcove, until a full examination of their potential impact on the property can be undertaken. This is regardless of whether or not these projects aim at using and promoting the components, or if the components would simply be affected by independent infrastructural projects. The State Party should further ensure that Heritage Impact Assessments (HIA), Socio-Economic Impact Assessments (SEIA) and, where appropriate, Environmental Impact Assessments (EIA) be systematically included in the planning stages (work plans and budgets) and shared with the WHC. The State Party is further reminded of the importance of paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention which *“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.”*

Recommendation 2 – UNDERTAKE EMERGENCY INSPECTION OF ALL THE COMPONENTS (FORTS AND CASTLES) OF THE PROPERTY

An emergency inspection of all the 28 components that constitutes the World Heritage property of the Forts and Castles, Volta, Greater Accra, Central and Western Regions in Ghana needs to be undertaken urgently. This emergency inspection evolves from the observations of the mission team, such as the instability of some roofs and ceilings, as well as lack of security of historical walls and structures. This was observed during the Advisory Mission in some of the forts, such as Fort in Ussherstown (see fig.14), where due to the heavy rains the roof collapsed in April 2018 ; and Fort St. Jago in Elmina (see figs. 15 and 16), on which roof trusses and ceilings are on the verge of falling, due to lack of intervention. It was also observed in Fort Amsterdam, as some of the historical walls of the castle are unstable and structural consolidation needs to be addressed urgently. This emergency inspection will assist in the prioritisation of action regarding urgent works to be addressed, in case of very deteriorated and instable forts and castles, to at least be able to structurally consolidate instable structures at specific components of the property, such as at Fort St. Jago and Ussher Fort. This is of high importance, as lack of maintenance and of conservation resulted in a dire state of some of the forts and castles, which even threatens the safety of the caretakers, and of the visitors and tourists. Following inspection, the State Party should address a prioritisation of action regarding safety requirements first, followed by addressing structural consolidation of the forts and castles, to assure their proper reinforcement.

Recommendation 3 – ASSESS THE INTEGRITY AND AUTHENTICITY OF ALL THE COMPONENTS (FORTS AND CASTLES) OF THE PROPERTY

An evaluation of the state of conservation to assess the integrity and authenticity of all the 28 components needs to be done immediately. This assessment will help identify which of the forts and castles are in good, medium, bad and dangerous state. Such profiling will assist in prioritising action regarding which ones can be restored, conserved and maintained. It will also help assess, which components of the property have been damaged and what are the next steps if the OUV is clearly not being maintained. Such steps should consider all possible options available in terms of the Operational Guidelines on the Implementation of the Convention.

Recommendation 4 – SUBMIT THE TOURISM DEVELOPMENT PROJECT FOR ELMINA TO THE WHC

Under paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention, the State Party should submit to the World Heritage Committee, under its Secretariat, the World Heritage Centre, *“major restorations or new constructions which may affect the Outstanding Universal Value”* of the World Heritage property. In the framework of the Tourism Development Project for Elmina, new constructions and infrastructures are being planned for the area surrounding the World Heritage property of St. George Castle. While halting the implementation of the project, the State Party should urgently develop and submit to the WHC draft Terms of Reference for conducting a HIA and a SIA, and, once these assessments have been carried out, develop and submit to WHC a detailed conceptual document and a new project proposal for the Tourism development project (including detailed

architectural drawings). In addition, the State Party should also submit a topographic survey and a detailed report on the actual state of the Castle and its surroundings (including plans, elevations and sections). The whole project should be submitted to the WHC, *“so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved”*. This would avoid *“making any decisions that would be difficult to reverse”* (WHC, 2017, paragraph 172). The State Party should await feedback from the WHC before implementing any physical aspects of the project.

Recommendation 5 – SUBMIT THE RESTORATION PROJECT OF FORT AMSTERDAM TO THE WHC

Under paragraph 172, (as explained in recommendation 2), the State Party should submit to the WHC projects addressing *“major restorations or new constructions which may affect the Outstanding Universal Value of the property”*. In the framework of Fort Amsterdam Project for Abandzi, a reconstruction intervention is being planned inside Fort Amsterdam, under approved funding from the European Union. The State Party should submit a detailed conceptual document regarding the different intervention degrees in the Fort (e.g. where reconstruction, restoration, conservation should be addressed on each detailed plan, elevation and section; justifying each intervention). An accurate Restoration project, including detailed architectural drawings should be also considered. In addition, the State Party should submit a topographic survey and a detailed report on the actual current state of Fort Amsterdam. The entire project should be submitted to the WHC for comment before implementation, *“so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved”*. This would avoid *“making any decisions that would be difficult to reverse”* (WHC, 2017, paragraph 172). The State Party should await feedback from the WHC, before implementing any physical aspects of the project.

Recommendation 6 – SUBMIT THE CONCRETE MARKET PROJECT BEING BUILT NEAR ST. GEORGE CASTLE IN ELMINA, TO THE WHC

A concrete market is under construction, at the entrance of St. George Castle, in Elmina. The Elmina Municipal Assembly is building a new concrete multi-layered market space, without the knowledge of GMMB. The height of the building, if uncontrolled, may result in visual impact on the skyline of the property, and may also affect the visual integrity of the World Heritage component. The project to be submitted to the WHC, as soon as possible should include the topographic survey of the area, the current state of the open market place and the new project. Any project surrounding any of the World Heritage components, including the construction of the concrete market at St George Castle, should be halted *“so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved”* (paragraph 172, of the Operational Guidelines). Following the project’s submission, the State Party should await feedback from the WHC, before continuing with the new market project construction.

Recommendation 7 - DEFINE AND SUBMIT TO THE WHC THE PROPERTY BOUNDARIES OF ALL THE COMPONENTS AND THEIR BUFFER ZONE PROPOSAL

The State Party should define and submit as soon as possible, to the World Heritage Centre, the property boundaries, establishing in detail the limits of each component, along with a careful consideration and justification of the boundaries for each component. Accurate maps specifying the coordinates of the property boundaries (C1, C2, C3, etc.) should be submitted to the WHC, including the GPS coordinates of each boundary limit. Following and under the Minor Boundary Modification (MGM) procedure, the State Party should submit to the World Heritage Centre before 1 February 2020, a proposal for buffer zones for all the components that constitute the World Heritage property of the Forts and Castles, Volta, Greater Accra, Central and Western Regions, in Ghana. A careful justification of compliance regarding the buffer zones should be prepared and submitted to the WHC, taking into consideration paragraphs 103 to 107, from the *Operational Guidelines for the implementation of the World Heritage Convention*.

Recommendation 8 – IDENTIFY, PREVENT AND MITIGATE THE IMPACT OF FACTORS AFFECTING OR THAT CAN VERY SOON AFFECT THE OUTSTANDING UNIVERSAL VALUE OF THE PROPERTY

Noting that factors as lack of protection, urban pressure, encroachment, large scale investments surrounding the forts and castles, lack of urgent intervention, abandonment, incorrect interventions, etc., are increasingly mounting and are not being controlled (see sub-chapter 3.3), having continuous impact on the property, the State Party has to take urgent action to address them. If there is a continuous lack of action from GMMB, this may irremediably affect the Outstanding Universal Value of the property in a very near future. This will require major action from the State Party, as it will contribute to avoiding illegal constructions inside or around the forts and castles, as well as curbing intrusive interventions and any encroachments.

Recommendation 9 – REVIEW AND UPDATE NATIONAL HERITAGE LEGISLATION IN ORDER TO PROTECT THE WORLD HERITAGE PROPERTY

There is an urgent need to review and update the national heritage legislation that protects heritage, including World Heritage properties in Ghana so as to align it to good practices and approaches in heritage management. It was observed during the Advisory mission, that there is no legal mechanism within the current heritage laws to align ownership of private property, and to support the conservation of World Heritage properties in Ghana. Protective legislation is a requirement to assure the effective management of the property.

Recommendation 10 – DEVELOP AND IMPLEMENT THE MANAGEMENT PLAN FOR THE WORLD HERITAGE PROPERTY

The State Party should prioritise the development and implementation of the Management Plan for the property as advised by the WHC. Noting that an International Assistance requested by the State Party was already approved for developing this plan, a detailed project strategy and a revised implementation plan

needs to be urgently developed and submitted to the WHC to trigger the release of the first tranche of the funding. This plan should include an overall management framework for the property as a whole, as well as specific management plans at each of the components.

Recommendation 11 – DEVELOP AND MAINTAIN A PROPER DATABASE OF ALL THE COMPONENTS OF THE PROPERTY

The State Party is encouraged to urgently create a centralised database covering the 28 components as a platform to be physically and digitally accessed and consulted by GMMB staff. This database is expected to improve monitoring and decision making regarding conservation of the property. The database should systematically collect, document and integrate the scientific, historical and architectural documentation of each one of the 28 components that constitute the property. The database development process should also gather existent data, scattered in individual computers of staff, as well as accessing data developed by academics (i.e. Ghana University) and other national and international institutions. However, the accessing databases of academics is dependent on the good will of each professional to share his/her documentation. GMMB should gather information in a platform, regarding: historical data about the castles and forts interconnection; the intangible knowledge existent in the past and nowadays in local communities; the archaeological tangible data and its interpretation; information about World Heritage Convention and procedures; Management systems and Management Plans; the Monitoring process; Conservation Plans; and construction technology and the maintenance requirements of the physical fabric, etc.

Recommendation 12 – DEVELOP AND IMPLEMENT CAPACITY BUILDING FOR GMMB STAFF

The State Party is encouraged to urgently develop and implement capacity building, as there is need for expertise among GMMB staff. This would help respond to the currently lack of different technical capacities, as well as address the conservation priorities at the 28 components of the property. There is a need for investment by the State Party in addressing capacity building of GMMB, as well as partnering with the Advisory Bodies, ICOMOS and ICCROM, the African World Heritage Fund (AWHF) and the WHC, before it is too late, and the lack of capacity affects the OUV of the property.

Recommendation 13 – DEVELOP A CONSERVATION STRATEGY AND MANUAL FOR THE PROPERTY

The State Party is encouraged to develop a conservation strategy and manual, which should include: (i) conservation procedures in line with good practices; (ii) the definition of conservation and maintenance roles and staff responsibilities at each fort and castle; (iii) the identification of the building materials and of the traditional maintenance to be followed; (iv) procedures for emergency conservation; and (v) conservation monitoring framework for the property. The recommended conservation strategy and conservation manual will thus address both the preventive action and the conservation interventions at the property. Even if there could be staff changes due to either retirement or dismissal, the Conservation Manual would assist GMMB to retain institutional capacity in, as far as conservation is concerned. The

manual would assist new personnel to continue with the conservation work at site using the outlined procedures and approaches, while linked to an integrated database of the property. Trying to reinvent the wheel, each time that a new person joins the staff work should be avoided.

Recommendation 14 – DEVELOP A DISASTER RISK PLAN

The Mission recommends that the State Party considers developing a disaster risk plan for the property. The Disaster Risk Management Plan should also integrate the procedure to be addressed in cultural heritage risk preparedness. Besides weather and human risks that can affect the World Heritage property, the disaster risk plan should also consider the challenges of rapid transformation of the urban fabric, as a source of vulnerability. This will allow the State Party to be more vigilant, and pro-active, and be better prepared for urban pressure.

1. BACKGROUND TO THE MISSION

1.1. Preamble and Justification of the mission

In October 2018, the Africa Unit of the World Heritage Centre at UNESCO (Paris) became aware of several press articles published online, by various news outlets, reporting that on the 14th of September 2018, His Excellency, the President of Ghana launched the framework of the Heritage Bay Tourism Project at St. George's Castle at Elmina, which is a component of the "Forts and Castles, Volta, Greater Accra, Central and Western Regions" World Heritage property, inscribed on the World Heritage List in 1979.

In accordance with Paragraph 174 of the Operational Guidelines on the Implementation of the 1972 World Heritage Convention the World Heritage Centre requested on the 23rd of October 2018 (through a letter), to H. E. Ms Anna Bossman, *Ambassador Extraordinary and Plenipotentiary of the Republic of Ghana to France and Permanent Delegate of Ghana to UNESCO*, to verify, with the appropriate authorities, the source and content of this information. The letter requesting verification also drew the attention of the State Party to Paragraph 172 of the Operational Guidelines by which the World Heritage Committee invited the States Parties to the Convention to inform it, through the World Heritage Centre, of their intention to undertake or authorize in an area protected under the Convention major restorations or new constructions which may affect the Outstanding Universal Value of the property, as soon as possible and before making any decisions.

On the 24th of October 2018, the Ghana Museums & Monuments Board (GMMB), which is the main institution in charge of the implementation of the 1972 Convention in Ghana, responded to the letter, by requesting the Director of the World Heritage Centre to dispatch an Advisory Mission to Ghana, to which the World Heritage Centre gave a positive response to the State Party, through a letter dated of 31st of October 2018.

The proposed Elmina Tourism Heritage Bay project and the request for an Advisory mission coincided with the preparation of the implementation of an International Assistance request by the State Party to develop a management plan for the property (see chapter 7). The World Heritage Committee approved at its 42nd session in 2018 (Decision 42 COM 13, Manama, Bahrain) "The Preparation of a Management Plan for the Forts and Castles of Ghana" for an amount of 85,086 USD. The implementation was planned to commence in November 2018, but given the need to assess the Tourism project in Elmina, a complete change of the GMMB's senior leadership, mounting questions relating to various components of the serial World Heritage property and the available overall capacities regarding its management and the 1972 Convention in general, it was mutually decided to halt the implementation of the International Assistance until the requested Advisory mission could be carried out.

1.2. Inscription history and Statement of Outstanding Universal Value

The World Heritage property "Forts and Castles, Volta, Greater Accra, Central and Western Regions" was among the very first properties ever to be inscribed on the World Heritage List in 1979 (Decision: CONF 003 XII.46) at the 3rd session of the World Heritage Committee held in Cairo and Luxor/Egypt (22-26 October 1979) which marked the second round of inscriptions since the adoption of the World Heritage Convention seven years earlier. It ranks as the 34th property inscribed on the List and celebrates this year, 2019, its 40th anniversary of inscription.

The complete Statement of Outstanding Universal Value of the property, adopted in 2012, is provided in Annex 10.5. The summary section of the 'brief synthesis' reads:

These fortified trading posts, founded between 1482 and 1786, and spanning a distance of approximately 500 km along the coast of Ghana between Keta in the east and Beyin in the west, were links in the trading routes established by the Portuguese in many areas of the world during their era of great maritime exploration. The castles and forts were built and occupied at different times by traders from Portugal, Spain, Denmark, Sweden, Holland, Germany and Britain. They served the gold trade of European chartered companies. Latterly they played a significant part in the developing slave trade, and therefore in the history of the Americas, and, subsequently, in the 19th century, in the suppression of that trade.

The property consists of three Castles (Cape Coast, St. George's d'Elmina and Christiansborg at Osu, Accra), 15 Forts (Good Hope at Senya Beraku; Patience at Apam; Amsterdam at Abandzi; St. Jago at Elmina; San Sebastian at Shama; Metal Cross at Dixcove; St. Anthony at Axim; Orange at Sekondi; Groot Fredericksborg at Princesstown; William (Lighthouse) at Cape Coast; William at Anomabu; Victoria at Cape Coast; Ussher at Usshertown, Accra; James at Jamestown, Accra and Apollonia at Beyin), four Forts partially in ruins (Amsterdam at Abandzi; English Fort at British Komenda; Batenstein at Butre; Prinzensten at Keta), four ruins with visible structures (Nassau at Mouri; Fredensborg at Old Ningo; Vredenburg at Dutch Komenda; Vernon at Prampram and Dorothea at Akwida) and two sites with traces of former fortifications (Frederiksborg at Amanful, Cape Coast and Augustaborg at Teshie, Accra).

The basic architectural design of the Forts was in the form of a large square or rectangle. The outer components consisted of four bastions/batteries or towers located at the corners, while the inner components consisted of buildings of two or three storeys with or without towers, in addition to an enclosure, courtyard or a spur. Many have been altered, during their use by successive European powers, and some survive only as ruins.

St. George's d'Elmina Castle, built in 1482, is one of the oldest European buildings outside Europe, and the historic town of Elmina is believed to be the location of the first point of contact between Europeans and sub-Saharan Africans.

The castles and forts constituted for more than four centuries a kind of 'shopping street' of West Africa to which traders of Europe's most important maritime nations came to exchange their goods for those of African traders, some of whom came from very far in the interior.

They can be seen as a unique “collective historical monument”: a monument not only to the evils of the slave trade, but also to nearly four centuries of pre-colonial Afro-European commerce on the basis of equality rather than on that of the colonial basis of inequality. They represent, significantly and emotively, the continuing history of European-African encounter over five centuries and the starting point of the African Diaspora.

It is noteworthy that the property is one of the very few inscribed exclusively on Criterion (vi), recognizing that *"the Castles and Forts of Ghana shaped not only Ghana's history but that of the world over four centuries as the focus of first the gold trade and then the slave trade. They are a significant and emotive symbol of European-African encounters and of the starting point of the African Diaspora."*

1.3. Terms of Reference

The full Terms of Reference document for the mission is provided in Annex 10.1. This document indicated that the Mission shall:

1. Comment on the overall state of conservation of the components of the World Heritage property that will be visited, giving particular attention to their conditions of integrity and authenticity, and seek to obtain, to the extent possible, relevant information on the state of conservation also of the property's other components that cannot be visited during this mission;
2. In relation to the tourism development project at the Castle of Saint George in Elmina and the development and restoration projects at Fort Amsterdam in Abandzi and related works:
 - Review the scope, justification and detailed plans for these projects and related works;
 - Assess their potential impact on the Outstanding Universal Value of the World Heritage property, including its conditions of integrity and authenticity;
 - Where negative impacts are identified, consider whether or not mitigation measures could be proposed to eliminate or mitigate the impacts of such projects on the Outstanding Universal Value of the property;
 - Review the protection and conservation policies of the components, their surroundings and wider contexts, as well as their management system, taking into account in particular the National Tourism Development Plan (2013- 2027);
 - Consider the situation with the delineation of their buffer zones; - Take into account also associated aspects of the project, in particular those related to the involvement of the local communities in the tourism development, their aspirations in terms of income generating activities and the promotion of cultural expressions (intangible heritage, cultural industries, etc.).
1. Review and assess other potential projects proposed for development at visited components of the World Heritage property;

2. Study the steps taken or foreseen by the competent authorities for the implementation of the International Assistance n°3008 approved by the Committee (Decision 42 COM 13) for the "Preparation of a Management Plan for the Forts and Castles of Ghana" and provide further advice in view of its planning where appropriate.

1.4. Mission Team

The Mission team was composed of:

- Ms Mariana CORREIA (ICOMOS)
- Mr Pascall TARUVINGA (ICCROM)
- Mr David STEHL (UNESCO, World Heritage Centre)

Additional information on the mission team members is provided in Annex 10.3.

1.5. Mission Programme

The Advisory mission was undertaken between 28 April and 2 May 2019, included visits of seven components of the property (St. George's Castle and Fort St. Jago at Elmina, Cape Coast Castle, Fort Amsterdam at Abandzi, as well as James Fort, Ussher Fort and Fort Christiansborg at Osu in Accra), and meetings and debriefings with various stakeholders. The full mission programme is provided in Annex.

1.6. Examination of the State of Conservation by the World Heritage Committee

Since the property's inscription on the World Heritage List in 1979, the World Heritage Committee had examined the state of conservation of the property only twice, in 1996 and 1998.

The issues concerning the property then, and which had been addressed in the Committee's decisions, related in particular to development pressures, environmental pressures, lack of buffer zones and development, and lack of adequate funding for the regular maintenance and conservation of the sites. The identified factors affecting the property in 1998, and which appear to still be of relevance, are:

- Erosion and siltation/ deposition
- Financial resources
- Housing
- Illegal activities
- Management systems/ management plan
- Solid waste
- Water (rain/water table)
- Wind
- Other Threats: Salt-laden atmosphere

Consistent with the concerns that arose with the Elmina Heritage Bay Tourism project that prompted this World Heritage Advisory Mission, the World Heritage Centre requested from the State Party of Ghana, by letter dated 7 December 2018, to prepare and submit a report on the state of conservation of the property by 1 February 2019 latest, following the compulsory format as included in Annex 13 of the Operational Guidelines. The GMMB responded to this request by submitting this report on the 15 March 2019. The World Heritage Committee will examine the State of Conservation report at its 43rd session to be held in Baku (Azerbaijan).

It is worth noting that the appreciation of the property's overall condition (state of conservation, management, capacities, awareness, community involvement, etc.) in the 2nd periodic reporting cycle in 2011 presented an overall positive situation which, even with eight years past since then, do not appear to be corroborated by the observations of the mission. Furthermore, it contains various inconsistencies, such as mentioning the existence of buffer zones and implying that a management system was in place.

2. PREVIOUS MISSIONS AND WORLD HERITAGE COMMITTEE DECISIONS

Since its inscription on the World Heritage List in 1979, the property "Forts and Castles, Volta, Greater Accra, Central and Western Regions" has never received a Reactive Monitoring mission or an Advisory mission.

When examining the property's state of conservation in 1996 (20BUR IV.7, 20th session, Mérida/Mexico) and 1998 (22COM VII.35, 22nd session, Kyoto/Japan), the World Heritage Committee took the following decisions:

20 BUR IV.7 (1996)

The Bureau thanked the Ghana Museums and Monuments Board (GMMB) for having provided accurate information on the state of conservation of this site and congratulated the Government of Ghana for their efforts in mobilizing international assistance for the establishment of a Castles Maintenance Trust Fund. It commended the current major conservation programme in Elmina and Cape Coast which should serve as a model for the conservation of the Castle of Osu, Accra. The Bureau recommended that protective action be taken to identify the buffer zones and protect the other coastal forts most at risk and that special attention be paid to the project financed by World Heritage Fund: Fort Prinzenstein at Keta.

22 COM VII.35 (1998)

The Forts and Castles of Ghana, as inscribed on the World Heritage List in 1979, consist of three castles, 15 forts in a relatively good condition, ten forts in ruins and seven sites with traces of former fortifications. All sites are protected monuments in the custody of the Ghana Museums and Monuments Board (GMMB), with the exception of James Fort, Accra and Fort William, Anomabu, which are still being used as prisons. The sites are periodically inspected, however, their regular maintenance and conservation is severely affected by the limited financial resources of the GMMB.

During the period 1992-1997 major conservation works were carried out on Cape Coast Castle in Cape Coast, St. George's Castle, and Fort St. Jago in Elmina, within the scope of the Historic Preservation component of the "Central Region Integrated Development Programme" funded by UNDP and USAID.

The main threats to the sites can be confined to three principal areas: environmental pressures; lack of buffer zones and development pressure; and lack of adequate funding for the regular maintenance and conservation of the sites.

The Committee:

- thanked the national authorities in Ghana for their efforts in the preservation of the World Heritage sites in Ghana and congratulated them on the recent conservation works carried out in Cape Coast and Elmina;

- urged the national authorities to ensure that all the Forts listed as World Heritage are not used for unrelated purposes such as prisons and that their World Heritage values are preserved;
- recommended priority be given to sustainable conservation and not to the rehabilitation of buildings for tourism purposes;
- recommended that action be taken urgently to define buffer zones around the properties, as well as other protective measures to stop further environmental degradation of the areas in the direct vicinity of the World Heritage sites;
- recommended that the national authorities in Ghana submit an Emergency Assistance request with regard to the urgent conservation works on some of the Forts;
- encouraged the authorities to implement awareness building activities among the population.

3. OVERALL STATE OF CONSERVATION

3.1. National policy for the preservation and management of the World Heritage property

3.1.1. Protected area legislation

The 28 components of the Forts and Castles World Heritage property are protected monuments under the custody of the Ghana Museums and Monuments Board (GMMB) in terms of the National Liberation Council Decree (NLCD) 387 of 1969, (now known as Act 387 of 1969), which was further strengthened by the Executive Instrument (E.I.) 42 of 1972 and 29 of 1973. The Act 387 of 1969 has provisions for the control of antiquities, establishing and defining the functions of the governing board and regulations necessary for the protection of the antiquities. The Executive Instrument 29 of 1973 addresses the export of antiquities, the sale of antiquities and management of National monuments, while the Executive Instrument of 42 of 1972 provides the framework for establishing the list of National Monuments. In the overall and under the ambit of these national laws, GMMB is responsible for managing all movable and immovable heritage in Ghana, establishing and managing museums, maintaining a National Register for cultural heritage, declaration of national monuments, structures, objects and sites of historical and cultural significance and promoting the sustainable use of the heritage. As a World Heritage property, the Forts and Castles of Ghana are protected in terms of the 1972 World Heritage Convention and the related Operational Guidelines on its Implementation. However, the 1972 World Heritage Convention is still to be formally recognised in the statutes of the national heritage laws or bridged through a by-law.

Towards improving the effectiveness of the outdated national heritage laws, there was an attempt to undertake some legal reforms in 2013, which would have witnessed the streamlining of the functions of museums and monuments divisions with the aim of improving the conservation, management and presentation of cultural heritage sites in Ghana.

3.1.2. Institutional framework

GMMB, as a government department, reports to the *Ministry of Tourism, Arts and Culture* and is administered using a centralised institutional framework, in which Heads of Departments for both Museums and Monuments Divisions are stationed at the Head Office in Accra. These Divisional Heads are supported by staff appointed in various capacities (such as site managers, architects, artisans, tour guides, security, etc.) to manage specific regions of the country and sites. Decision-making regarding conservation, research, interpretation, sustainable development, local community involvement and operations for the Forts and Castles is thus centralised at GMMB Headquarters.

The Advisory Mission team notes with concern that this institutional framework and governance approach is being adversely affected by the following issues: lack of properly and effectively coordinated conservation capacity (technical and expertise), lack of research and documentation of sites, lack of financial and human resources (also worsened by the inability of GMMB in retaining employees). This could be the reason why up to now the State Party has failed to address the recommendations of the

World Heritage Committee and Advisory Bodies, regarding the Forts and Castles, including establishing boundaries of each component and the respective buffer zones.

The Advisory Mission team also noted with concern that the State Party does not have guidelines and procedures to guide the management and conservation of the Forts and Castles, hence the varying approaches/methodology being used, resulting in conservation inconsistency, for instance relating to the conservation and restoration materials. Lack of resources (human and financial) has resulted in serious level of neglect and negligence, as well as progressive deterioration of the property as witnessed at Fort St. Jago, James Fort and Ussher Fort. The observed state of deterioration at Fort St. Jago, at James Fort and Ussher Fort also poses serious health and safety risks for both the staff and visitors to both Forts. This situation needs to be addressed as a matter of urgency.

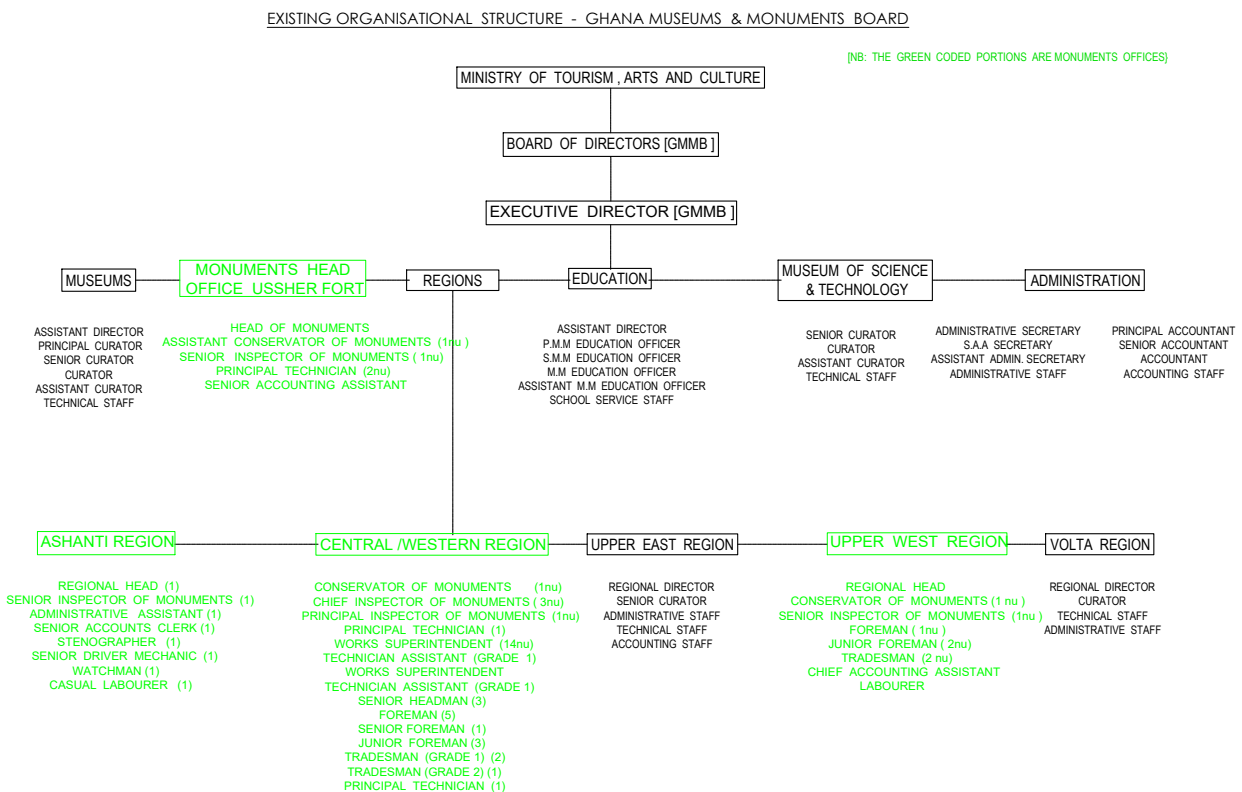
While national laws controlling the implementation of developments at general level exist, including the requirement to comply with the Environmental Impact Assessment (EIA) and Heritage Impact Assessment (HIA) frameworks in Ghana, the GMMB does not have specific policies and regulations governing decision making on proposed developments at cultural heritage sites, including World Heritage properties. Neither is there any deliberate compliance with the requirements of the Operational Guidelines on the Implementation of the 1972 World Heritage Convention, in particular the OUV based Heritage Impact Assessment advised by ICOMOS. This includes the absence of monitoring mechanisms to identify threats and avoid or mitigate them in advance as a preventive strategy. This has resulted in ad hoc approaches and approval of developments at some sites constituting the Forts and Castles, without following a systematic and well established procedure to ensure that the outstanding universal value, authenticity and integrity of the Forts and Castles is retained. A classical case is that of St. George Castle in Elmina, in view of the proposed Tourism Development project approved by the State Party and located at the back yard and the forecourt of the site without being subjected to impact assessment processes, and the provisions of the Operational Guidelines.

3.1.3. Management structure

The Monuments Division of GMMB is responsible for the management of cultural heritage, including World Heritage properties in Ghana. The Division reports directly to the Office of the Executive Director, who in turn accounts to the Board appointed by the Minister. The Monuments Division has the functional role of maintaining a comprehensive national registration of cultural heritage and national inventory of immovable cultural properties; implement conservation, restoration and maintenance; develop research and interpretation programmes at heritage sites; protect heritage through national heritage laws; and apply international charters to the cultural heritage sites. The Head of the Monuments Division is supported by Regional Offices located at Accra, Cape Coast, Kumasi and Wa in implementing this function. This organisational structure could be further streamlined and aligned to the strategic needs of the cultural heritage sites, including World Heritage. The information gathered during discussions with GMMB representatives, and independent experts, but also observed through the organisational structure submitted by the State Party, reflects that there is lack of capacity and skills to manage and undertake the implementation of conservation programmes at the property. This also appears to be symptomatic of the situation at national level with the institution having only 13 staff members. The current organisational

structure reflects several positions (see the organogram below), but does not distinguish what positions are filled and vacant, and the accurate number of GMMB staff people, their roles and responsibilities on the overall organization management. This would have contributed for the mission team to assist in advising on the organizational structure effectiveness. The Organisational structure should be reviewed to ensure it is aligned to the needs of the Forts and Castles, including considering the possibility of establishing a World Heritage Department within the Monuments Division. This might also require establishing a conservation centre that coordinates all experimental and conservation works for the State Party. The review process should also ensure some level of staffing and appropriate skills sets are placed at the components, in particular architectural conservationists, documentation specialists, researchers and supportive artisans/conservation technical staff.

Table 1: Organogram of GMMB (sent on the 22nd of May 2019)



3.1.4. Response to the recognition of values under international treaties and programmes (World Heritage)

In addition to implementing the 1972 World Heritage Convention, the State Party also carries out the implementation of the following international treaties and programmes, Protocols and Agreements:

- Convention for the Safeguarding of the Intangible Cultural Heritage, signed on 17 October 2003, ratified on 20 January 2016.
- Convention on the Protection and Promotion of the Diversity of Cultural Expressions. Paris, ratified on 20 January 2016.
- Convention on the Means of Prohibiting and Preventing the Illicit Import, Export and Transfer of Ownership of Cultural Property. Paris, 14 November 1970, ratified 20 January 2016
- Convention on the Protection of the Underwater Cultural Heritage. Paris, 2 November 2001, ratified 20 January 2016
- Convention for the Protection of Producers of Phonograms against Unauthorized Duplication of their Phonograms. Geneva, 29 October 1971, ratified 4 November 2016.
- Convention on Wetlands of International Importance especially as Waterfowl Habitat. Ramsar, ratified 22 February 1988.

3.2. Management

The Advisory Mission notes the following, which are overarching in terms on managing and conservation of heritage in Ghana, and equally impacts World Heritage properties:

3.2.1. Outdated Cultural Heritage laws

The Advisory Mission team notes with concern the outdated heritage legal framework that does not meet international standards of heritage management. However, it also notes that there was a process to review the Heritage laws through the proposed “*Draft Ghana Heritage Resources Authority Bill*” in 2013. The proposed bill makes provisions for the proclamation and protection of National Monuments and Sites, repairs and alterations, control of monuments and sites, control of commercial use, pre-development impact assessment, conservation areas, site management, historic shipwrecks and change of ownership, among many other aspects. The proposal also included changing from GMMB to Ghana Heritage Resources Authority and the appointment of a Council representing cross-cutting scientific interests among them the Forestry, Archaeology and Heritage, Architecture and Environmental experts. The Bill envisioned clearly defined functions around museum services, monuments and sites services, and conservation (through established centres). This Bill, if it had been finalised and enacted would have heralded a new paradigm shift on heritage management approach in Ghana.

Building on the preliminary work done culminating in the 2013 draft bill, the review of national heritage laws needs to be reactivated and prioritised by the State Party towards improving the effectiveness of

conservation, management, institutional framework and governance of cultural heritage in Ghana, as well as establishing formal synergy and direct link with the applicable international protocols, in particular the 1972 World Heritage Convention. The review should also address the issue of sustainable development at heritage sites, with a view of localising the implementation of the 2015 World Heritage and Sustainable Development Policy. The review process, should also build on the preliminary work done culminating in the 2013 draft bill. Such a review should be accompanied by proper costing of how to effectively implement the amended legislation and the enshrined mandates.

3.2.2. Integrated planning process and Management Plans

The Advisory Mission notes with concern, the absence of an integrated planning process and management systems/plans for heritage, and this equally affects the Forts and Castles. While international assistance has been secured for the development of a Management Plan for the Forts and Castle, the State Party is encouraged to consider adopting in integrated planning process, development of an overarching management framework (guidelines and principles) and site specific plans, including formally linking with other regional planning tools. This integrated planning process should consider all concerns that were raised in the past by the World Heritage Committee and Advisory Bodies, the emerging threats (as observed during the mission), and broader territorial developments, which could become sources of indirect and direct threats to the property. The integrated planning process should also be driven by a multi-disciplinary team from GMMB and other external stakeholders such as the University of Ghana, independent experts (who are holding critical information generated over the years) and a regional/international expert to provide planning guidance. The State Party should ensure that the Integrated Management Plan should have an overarching framework and approach, to guide all site-specific actions. The proposed Management Plan should also address the organisational structure needed to effectively manage the property, as well as outlining the resources required to deliver the set targets.

3.2.3. Absence of a National Cultural Heritage Inventory

While the national heritage law has provisions for inventorying heritage, the Advisory Mission noted with concern the absence of a national inventory on cultural heritage sites as expected of GMMB. The process should also include establishing the state of conservation for the 28 components (as a baseline for monitoring purposes) and the establishing of outstanding buffer zones (long outstanding matter) and conservation guidelines and procedures. This explains the lack of consolidated documentation and paucity of information on the 28 elements constituting the Forts and Castles to inform conservation interventions. Such documentation and information is critical to the maintenance and restoration of the Forts and Castles. This needs to be prioritised by the State Party, including developing a standard for this national inventory and collaborating with Universities and independent experts who are custodians of information collected over the last few decades.

3.2.4. Human Resources Capacity

From discussions with GMMB, review of organisational structure, discussions with independent experts during the mission, it was foreseen that the capacity and expertise within GMMB is not adequate for the effective management of the property. GMMB had only three (3) architects at some point, but this number is now reduced to one (1). Of the six (6) inspectors of monuments who have technical (polytechnic) training, two (2) have already retired in recent years. The skilled artisans also retire without replacement. Generally, some trained staff members of the Monuments Division of GMMB have already retired and some will be following suit very soon, yet there is no proper succession plan to ensure that the State Party does not suffer intergenerational skills and capacity gap. In late 2018, GMMB appointed a new architect and just like many other new employees, this architect will require on-job training. From this analysis, including ascertaining this with various sources, the actual capacity on the ground for each component of the property is very limited and insufficient. This points to an acute situation in terms of capacity and skills sets available for the effective conservation of the Forts and Castles.

In terms of building capacity, the last training programme for staff was in February 2019 with the support of the AWHF and focussed on Digital Documentation using Drones at Fort William (Anomabo). During the same workshop, other aspects were covered, which included introduction to World Heritage, data gathering, and condition assessment, among many other elements linked to documentation. Follow-up project and the documentation of other sites has not yet materialised due to lack of internal capacity and financial resources. However, there were other capacity building programmes for staff and community members implemented with the partnership of an Italian NGO, *Ricerca e Cooperazione* (Research and Cooperation) in the last few years, including the African Nomination Training Programme (AWHF), the Africa2009 Programme (Centre for Heritage and Developmental Studies-CHDA) and many other regional workshops such as the Entrepreneurship and World Heritage held in Ghana a few years ago. While this has happened, there is very little evidence on the effect of this on the capacity to manage and implement conservation programmes on the overall property, as most of the trained people are no longer there. Given that architectural conservation is the main priority to be addressed at the property, and there is a real need for special skills and training, the State Party should prioritise building capacity in this area for the effective conservation of the 28 components of the property, as well as the Asante Traditional Buildings World Heritage property and the Trade Pilgrimage Routes of North-Western Ghana (which is on the Tentative list).

Based on the above, the Advisory Mission team notes that GMMB suffers from inability to retain experts due to multiple factors, among them: inadequate financial capacity, low salaries, inefficient management, political and governance issues, and lack of commitment in addressing skills related issues. Also there is glaring expertise and skills gap in GMMB in areas such as archaeology, architectural conservation, tourism management among many others, despite the State Party training personnel via the regional programmes such as the Africa2009, African Nomination Training Programmes (AWHF), among others. This is adversely affecting the management and conservation of the property. Though acknowledging the recent appointments, these are not sufficient given the magnitude of conservation work that needs to be implemented by the State Party. The State Party should consider appointing more architects and artisans on the establishment to ensure the effective conservation and management of the property, including

upskilling the current staff on conservation and the requirements of the 1972 World Heritage Convention. Related to this, is the need for the State Party to develop conservation guidelines and procedures for the staff, as part of building institutional capacity beyond individuals on who can leave the institution at any time.

3.2.5. Insufficient financial support

The inability of GMMB in implementing conservation activities at the property could be attributed to insufficient budgetary allocation from Central Government. This situation has witnessed the State Party largely undertaking limited conservation activities with the support of donors. However, this is not consistent enough to implement continuous conservation programmes at all the 28 components. Fort St. Jago is testimonial to this, given the section of the ceiling that is progressively collapsing without intervention. The development of the Integrated Management Plan for the property should be accompanied by allocation of adequate resources for technical and human resources, including a firm commitment from the State Party on implementing of the Integrated Management Plan. The State Party is encouraged to prioritise this matter, including committing to implementing programmes funded under assistance by other partners.

3.2.6. Stakeholder management framework

The Advisory Mission noted the limited involvement of other stakeholders in the management of property, and would encourage the State Party to consider involving other stakeholders or role players who could bring value to conservation and management of the property. Such stakeholders include Universities, Architectural colleges, Tourism Sector, Local communities, independent and individual cross-cutting experts among many others. The State Party should consider developing a Stakeholder Engagement and Involvement Framework for the site.

3.2.7. Buffer zones

The purpose of a buffer zone is to protect the World Heritage property, mainly from illegal construction, urban pressure, encroachment, etc. According with the Operational Guidelines, a buffer zone is:

“an area surrounding the nominated property which has complementary legal and/or customary restrictions placed on its use and development to give an added layer of protection to the property. This should include the immediate setting of the nominated property, important views and other areas or attributes that are functionally important as a support to the property and its protection. The area constituting the buffer zone should be determined in each case through appropriate mechanisms. Details on the size, characteristics and authorized uses of a buffer zone, as well as a map indicating the precise boundaries of the property and its buffer zone, should be provided in the nomination” (UNESCO-WHC, 2017, paragraph 104).

It is imperative that all the components have a clear buffer zone to protect the property from pressures and threats. It is also important that the State Party publishes protective regulations and laws, and implement regular site inspections, to prevent new building in the property and around it. In the Forts

and Castles World Heritage property in Ghana, the general lack of protection of the property is perceived for instance, by the 7-floor concrete building constructed too close to the fort, as is the case near Ussher Fort, at Ussherstown. As already requested by the World Heritage Committee in 1998 (CONF 203 VII.35), the State Party should define these buffer zones with urgency. Once the buffer zone is defined and submitted along with a careful justification of the boundaries for each component to the World Heritage Centre, for approval by the World Heritage Committee, the State Party should prepare site signage in the limits of the buffer zone, as well as awareness strategies to inform local communities about these buffer zones.

3.2.8. Lack of buffer zones and development threats at the property

The Advisory Mission notes with concern the proliferation of threats from developments at the property in the absence of buffer zones recommended by the Advisory Bodies and the World Heritage Committee more than 20 years ago. This concern is supported by observations during the mission (including desktop analysis based on multiple sources). These developments have a high likelihood of negatively impacting the OUV, authenticity and the integrity of the property, especially in the absence of buffer zones for at each element. More worrying is that these threats are from developments sanctioned by the State Party at some elements such as St George Castle in Elmina, without due impact assessments and wider stakeholder consultations being conducted or the World Heritage Centre being notified in terms of the Operational Guidelines on the Implementation of the 1972 World Heritage Convention. This is further compounded by the fact that none of the individual components have fully defined boundaries identifying the limits of the property. The failure by the State Party in resolving the boundaries issue has opened a door way for encroachment in the form of human settlements and illegal activities at the property, thereby threatening the OUV, integrity and authenticity of the property. The State Party should consider halting any current developments and any other future ones at the property to allow the boundaries issue to be resolved as a matter of urgency, as well as to get advice from the World Heritage Committee and Advisory Bodies on these matters. Such advice can only be based on full disclosure of detailed concepts and plans of such proposed developments by the State Party. There is also need for the State Party to develop proactive pre-development guidelines informed by national policies on Environmental Impact Assessments (EIA), Heritage Impact Assessments (HIA), and the 2011 ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage properties. The State Party should commit to implementing the pre-development guidelines processes for all developments proposed at the property.

3.3. Factors affecting the property

3.3.1. Visited components

During the site visits, several different factors were observed affecting the World Heritage components. This was the case of: (i) lack of protection; (ii) urban pressure; (iii) encroachment; (iv) large scale investments surrounding the components; (v) lack of urgent intervention; (vi) lack of maintenance; (vii)

abandonment of some forts and castles; (vii) incorrect interventions; (ix) trash and plastic in the surroundings of the property and (x) climate change. Below follows detailed information regarding the different factors:

- (i) Lack of protection: The lack of protection that is observed in several of the components is a major factor impacting the property. The lack of an established buffer zone and outdated protective legislation results in a World Heritage serial property without buffer zones to safeguard each component. As a result, several negative physical impacts affect the property, resulting in rising risks that can threaten the Outstanding Universal Value of the World Heritage property. The State Party should reinforce the protective regulations and laws. Mechanisms of protection should also be considered through monitoring and systematic inspection.
- (ii) Urban pressure: there is an increasing urban pressure, on the surroundings of the property. This was seen, for instance near:



Figs. 1, 2, 3 - Concrete Market under construction in Elmina, near St. George Castle

- *St. George Castle*, in Elmina. A concrete market is under construction, right at the entrance of St. George Castle. According to GMMB, Elmina Municipal Assembly is upgrading the old marketing space for the community by constructing a multi-layered structure, which is dividing the Port from the street (fig.2). Elmina Municipal Assembly did not inform GMMB about this new construction. The Advisory Mission team requested information, which was not provided by the State Party. GMMB was not aware of this new construction, and the supposed number of floors. There was a clear absence of documentation on the project. The height of the building, if uncontrolled, may result in visual impact on the skyline of the property, and will also affect the visual integrity of the property.



Figs. 4, 5, 6 – New 7th floor concrete and glass building built in Ussher town, facing Ussher Fort

- *Ussher Fort*, at Usshertown. A 7th floor new construction in concrete and glass is being built facing Ussher Fort (Fig.5). This building clearly affects the visual integrity of the Fort (fig.6). Once again, GMMB was not informed of the building under construction, which reveals that the current protective legislation is ineffective in this area. This needs to be addressed urgently, as it also reveals that there are no mechanisms put in place by the State Party, to monitor and protect the World Heritage components and their surroundings.



Figs. 7, 8 – New construction being built around Fort Amsterdam

- *Fort Amsterdam*, at Abandzi. Two new concrete houses are being built very close to the Fort – on its western side (fig.7), and in front of the entrance steps that lead to the fort (fig. 8). GMMB informed that the existent law, in the country could not prevent private property owners to build where they wish.



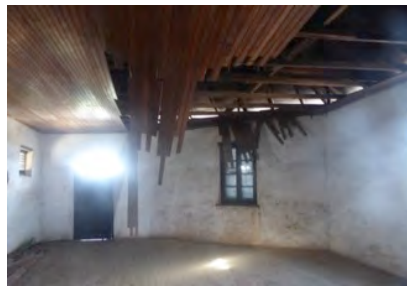
Figs. 9, 10, 11 – Encroachment close to Fort Amsterdam, and at Ussher Fort

- (iii) Encroachment: Intrusion into or near the property was observed at different components. This was the case on the western part of the Fort Amsterdam (Figs 9 and 10). At Ussher Fort (Fig.11), some intrusion was also observed in the south part of the Fort.



Figs. 12, 13 – Information sign with Fishing Harbour Complex being planned for Jamestown

(iv) Large scale investments surrounding the forts and castles: This is foreseen at James Fort, in Jamestown. A development information billboard close to the fort presents an “Artistic Impression of the Jamestown Fishing Harbour Complex project”. The Harbour Complex will totally surround the Fort, which is clearly foreseen in Fig. 13. The project will negatively affect the OUV of James Fort, and the traditional livelihoods of communities around the site. Several concerns have been raised by civil society (The Conversation, 2019), regarding the replacement of the historic Ghanaian fishing port of Jamestown, by a Chinese-backed mechanised factory.



Figs. 14, 15, 16 – Lack of urgent intervention at Ussher Fort (left), and St. Jago in Elmina (middle and right)

(v) Lack of urgent intervention: In some of the forts and castles, there is an urgent need to undertake emergency maintenance work/intervention in order to consolidate roofs and insecure structures, etc. Following the striking rains last April, lack of intervention was observed at Ussher Fort, resulting in the progressive falling of parts of the roof (fig.14). In St. Jago in Elmina, one of the buildings has the ceiling falling down (fig.15), and in another room, thin wooden bars support instable wooden trusses (fig.16). This situation has remained the same, at least for the last 2 years. GMMB should take action to prevent further instability and damage. If no action is addressed, this can even cost human lives.



Figs. 17, 18, 19 – Increasing degradation in Fort Christiansborg at Osu

- (vi) Lack of maintenance: There is a lack of maintenance on several parts of the visited components of the serial property. For instance, in some outside spaces of Fort Christiansborg at Osu, the lack of plastering is very visible (fig.17), as well as the degradation of concrete stairs near the swimming pool (fig.18), and the concrete balconies, among many others. The lack of doors in some of the rooms results in salty air entering directly, which accelerates the material degradation, as it can be observed around the doorframes (fig.19).



Figs. 20, 21, 22 – Abandonment of some of the forts and historical assets, as cannons

- (vii) Abandonment: There is a sense of abandonment in some of the forts, probably due to lack of financial resources. This is the case of James Fort, which was a prison and was closed down in the last few years, without any proper use or minimum maintenance (fig.20). Ussher Fort, in spite of being the headquarters of some of GMMB offices has also a general appearance of abandonment, as minimum intervention to maintain the fort, and the lack of use to keep the remain parts of the fort active is not being addressed (fig.21). At Cape Coast Castle, there are even historical cannons abandoned on the beach (fig.22).



Figs. 23, 24 – Interventions with cement plaster instead of lime plaster at Cape Coast Castle

- (viii) Incorrect interventions: This was observed on some of the forts, such as Cape Coast Castle. Historical walls built in stone masonry and lime mortar should not be plastered with portland cement (fig.23), as it is a waterproof material. As a result, humidity will be retained between the historical wall and the cement plaster, and with time will result in the falling of the plaster together with parts of the original wall (fig.24). Lime mortar and lime wash should continue being used in the maintenance of the castles.



Figs.25, 26, 27 – Garbage and plastic around Ussher Fort (left) and Fort Christiansborg (middle and right).

- (ix) Solid waste, trash and plastic in the surroundings of the forts and castles: A great amount of trash was observed around all the visited forts and castles. These images are quite disruptive and affect the value of all the components. Some forts are more impacted by trash and plastic than others, as it is the case of Ussher Fort (fig.25) and Fort Christiansborg at Osu (figs. 26 and 27).
- (x) Climate change: Several different evidences indicate that climate change is having a strong impact in the forts and castles of Ghana. This is evident due to: the aggressive rains that fall very fast together with a high rising water table (as seen in April 2019); the salt-laden atmosphere and the strong winds that carry salts are very corrosive to the buildings; the siltation with an increased deposition of sediments where they are mostly undesirable; but also the soil erosion along the coastline which is strongly affecting the shorelines near the castles and the forts of Ghana. Several

of these factors were previously referred to, by the World Heritage Committee throughout the years, without a response or pro-active approach by the State Party.

A combination of these factors are leading to increasing and progressive deterioration due to totally lack of action. As such, a more pro-active stance to avoid some of the mentioned factors, such as the implementation of legislative measures of protection, inspection and monitoring, as well as minimum maintenance of the components would avoid the escalation of the observed situation.

3.3.2. Information on other components not visited

From the 28 components that constitute the World Heritage property, only 3 castles and 5 forts were visited, while 20 components were not visited. Based on multiple sources of information, the following threats were identified for the 20 components:

- (i) Encroachment: This is a common factor that affects the components that are located furthest away from the capital of Ghana (Accra). For instance, GMMB was informed of encroachment at Fort Patience. Measures were put in place to stop it, but no further information was provided on its impact.
- (ii) Large-scale investments: GMMB was approached regarding a large investment from a private international company, in Groot Fredericksborg Fort at Princesstown. The Mission could not establish Whether GMMB has responded to the proposition or not.
- (iii) Managing of forts by private entities: While GMMB is the official custodian of monuments in Ghana, a worrisome pattern is beginning to emerge, in which private operators are taking over the management of sites. This means that some of the forts are not under GMMB control, as is the case of Metal Cross at Dixcove, which is being fully managed and exploited by a private owner, without any regulation and control of the State Party. Several interventions were made at Metal Cross Fort without proper expert orientation. A swimming pool was even built without authorization of the State Party.
- (iv) Abandonment of some of the components: During the debriefings, the mission team was informed that some of the forts were abandoned, with no maintenance or caretakers in charge. This is the case in some of the forts which are in state of partial ruins, or the ruins with visible structures, and even sites with traces of fortifications. According to David Yaw Mensah, the responsible for the caretaker's, there are 21 caretakers. He mentioned that each one of the 21 people were in charge of a fort or castle's security and provided tour guidance regarding the castle's and fort's history. As the serial property has 28 components, this means that some have one caretaker, but other components are abandoned and not being monitored.

3.4. Review whether the values on the basis of which the property was inscribed on the World Heritage List are being maintained

Based on the elements visited and those subjected to desktop analysis, the Advisory Mission team notes with concern that the OUV, integrity, and authenticity is not being maintained properly and is under threat from multiple factors that are not mitigated by the State Party. This is further exacerbated by a weakening institutional management system of the State Party.

OUV	Assessment	Observation
Criterion (vi)	The Castles and Forts of Ghana shaped not only Ghana's history but that of the world over four centuries as the focus of first the gold trade and then the slave trade. They are a significant and emotive symbol of European-African encounters and of the starting point of the African Diaspora.	The OUV is under serious threat from multiple sources which includes developments, lack of conservation initiatives, salt laden atmosphere, Illegal activities, Management systems/ management plan, and encroachment. The cumulative impact of these on the OUV have not been assessed due lack of staff and expertise. All these have the potential of damaging the OUV of the property if not addressed urgently, systematically and consistently through an Integrated Management Plan. There is need for a reactive monitoring assessment to ascertain what still exists and what has been lost over the years due to poor maintenance, lack of monitoring and the mushrooming developments (including adaptive reuses).
Integrity	The property contains all the significant remains of forts and castles along the coast. Some of the ruins are susceptible to wave action. The sea has attacked a major part of Fort Prinzenstein but its protection has been enhanced by the construction of a sea defense wall, and efforts are being made to stabilize the remaining parts. The sites remain vulnerable to environmental pressures,	Based on elements visited and those subjected to desktop analysis using multiple sources, the integrity of the property may have been compromised in the absence of systematic monitoring, conservation intervention, maintenance approach and methodology. Developments have been approved at some elements without impact assessment and advice from the World Heritage Committee. Some components have been abandoned, while others are in the hands of private operators without any

	development pressure including localized quarrying, and lack of adequate funding for the regular maintenance and conservation of the sites. There are also no buffer zones	control from the State Party. Also, the State Party has not yet formally defined/gazetted buffer zones for each element, hence the encroachments and development decisions threatening the integrity of the property as a whole.
Authenticity	The forts and castles were periodically altered, extended and modified to suit changing circumstances and new needs. In their present conditions, they demonstrate that history of change, as symbols of trade, and particularly the slave trade, need to continue to reflect the way they were used.	The proliferation of developments not sympathetic to the values of the property (i.e. luxurious and upmarket tourism developments, housing encroachments, commercial adaptive reuses), is threatening the symbolic and social memory associated with the slave trade, including gradually disrupting traditional activities associated with the property for instance fishing and the boat carving industry that has existed for centuries. An assessment is urgently needed to establish which elements of the property have been progressively compromised, as carriers demonstrating change and as symbols of trade, in particular slave trade.
Protection and management requirements	The Castles and Forts have been respectively established and protected as National Monuments under the National Liberation Council Decree (N.L.C.D) 387 of 1969 and Executive Instrument (E.I.) 29 of 1973. All sites are in the custody of the Ghana Museums and Monuments Board (GMMB). Also James Fort, Accra, and Fort William, Anomabu, are no longer in use as prisons and have been handed over to the GMMB. The Monuments Division of the GMMB provides technical advice and management. Regular state-of-conservation inspections are undertaken. Priority programmes	The legislative instruments are outdated and should be urgently reviewed in order to be aligned to good practices and approaches in conservation and management of the property. As such regulatory framework for the property is still very weak as evidenced by multiple problems manifesting at each element of the property, lack of mitigation/intervention leading to progressive damage to the elements and inadequate resources (technical and human). A conservation programme, informed by defined guidelines and principles for the property, is urgently needed for the property. The Management Plan is still yet to be developed further weakening the management approach of the property.

	are established to help ensure that appropriate interventions are carried out. The existing legislative framework is to be reviewed, and it is expected that a new legal framework will enhance the existence of the heritage resources, the socio-economic developments and improve the quality of life of the local inhabitants. A management plan still needs to be prepared. There is an on-going need to ensure adequate resources and training for staff, and to demarcate the boundaries of the sites and establish buffer zones.	
--	--	--

3.5. Overall state of conservation of the components of the World Heritage property, considering their conditions of integrity and authenticity

The overall state of conservation of the serial property of ‘Forts and Castles, Volta, Greater Accra, Central and Western Regions’, which is constituted by 28 components is of high concern to the mission team that addressed this Advisory Mission to Ghana.

The 3 castles of St. George at Elmina, Cape Coast and Fort Christiansborg at Osu, in Accra still keep their integrity and authenticity. However, this is kept within the walls of the castles, as minimum maintenance, and minimum conservation of the castles has been carried out. Though, several factors (mentioned in chapter 3.3) and new tourist projects (to be analysed in chapters 4, 5, and 6) can also affect in the near future, the OUV of the three castles, if proper action is not addressed on time.

Regarding the remain 25 forts and castles (some in the state of ruins), lack of action monitoring, maintaining, conserving, protecting and managing the forts are affecting the integrity and the authenticity of the serial property. There is no maintenance, neither is there conservation on most of the sites. In several of them, there is even a general sense of abandonment. Some of the forts even require urgent intervention to stabilize insecure roofs, and to consolidate the historical structure. Total lack of documentation, and no database from the State Party, regarding the 28 components do not help the improvement of the situation.

To the mission team knowledge, there are 21 caretakers: 3 work at the 3 castles and 18 work in other forts. The 18 caretakers try to keep the forts clean and try to respond to tourist questions, when the forts are open. They are the only state resource that keeps the forts clean and in a minimum function. There is

no materials or other resources to address maintenance or to keep security of the sites. Also, it looks like there are 7 forts that are not monitored and have no caretaker.

The Outstanding Universal Value, the integrity and the authenticity are at risk in most of these components, which is enhanced due to the outdated legislative framework, and lack of site management. There is a need for an urgent Reactive Monitoring Mission to the property. The mission should assess and advise the State Party on how to urgently mitigate the conservation challenges.

4. TOURISM DEVELOPMENT PROJECT: CASTLE OF SAINT GEORGE IN ELMINA (TOR 2)

4.1. Scope, justification and detailed plans for the tourism development project

The first version of the Tourism Development Project at the Castle of Saint George in Elmina was delivered to the mission team prior to the Advisory Mission to Ghana. A second and more updated version was presented on the 29th of April 2019, at Elmina Castle, by ARCHXENUS Architectural firm, in charge of the architectural Tourism Development Project, and by the representative of Ghana Tourism Authority (GTA).

4.1.1. Project presentation

The project proposal was only presented in power point. Rigorous surveys and scaled drawings were not submitted before, during and after the Advisory Mission. The proposal starts by presenting a Google earth image of Elmina, which is used in the first three slides. Following, a brief record of the project proposal that was presented to the surroundings of St. George Castle:

- The “Site location” for the Tourism Development Project is introduced in slide 4 through a Google image. The site includes all the area around St. George Castle, limited by the river, Liver Pool Road, the large blue building in the old town, and the sea.
- Following, slide 5 presents photos of the “Site inventory” regarding the main heritage references, as St. George Castle, Fort St. Jago, Methodist Church, Hotel Coconut Bridge house, Old Dutch Cemetery, and the Fish Market.
- Slide 6 mentions a basic “Site analysis” that refers to noise pollution, wind direction and ventilation, need for shading, castle views, and traffic flow access.
- The proposal then refers to “Reference images” associated with feelings of “serene, fun, amusing, and occasion” (slides 7 to 11).
- The case study of 5 stars “Mulia Hotel in Bali, Indonesia” is presented in slides 12 to 15.
- A “Brief and Accommodation schedule” is mentioned in slide 16 and 17. It introduces areas needed to accommodate the reception, restaurant, kitchen, shops, storage areas, washrooms, bar, and the swimming pool. On the second project’s presentation, the swimming pool idea was dropped. The slide also mentions space for parking (480 m²), garden (1773 m²), and Wedding Reception Space (550m²). No further information is provided about it.
- “3d Renderings” of the proposal are introduced in slide 18 to 36.
- “3d Views” with captions are presented in slides 37 to 45.
- The final part addresses the scale proposed project, which is presented only through two plans, named “Block plan”. These two plans are presented in slides 47 and 48 (see fig. 28).



Figs. 28 – Plan proposal by ARCHXENUS for the surroundings of St. George Castle (p.44 of the power-point presentation)

4.1.2. Concept and justification of the project

According to the project authors, the proposal intends to improve the tourist experience, when visiting the area surrounding the St. George Castle. The project concept used as a reference, a 5-star hotel in Bali. The idea was to invite tourists to visit the east area that surrounds St. George Castle in Elmina, experiencing the ocean and the beach, enjoying the cabanas and the beach beds, as well as the indoor and outdoor restaurants and a craft shop. A multipurpose playground nearby would also invite young tourists to play football and basketball. A mooring deck for boats would be created at the end of the Sea defence-wall. All the area would be prepared for open-air weddings. This side of the property would be of limited access, as a Reception with tickets would be located at its entrance - see p.42, and caption 11 in p.48, from the PowerPoint presentation of *Elmina Heritage Bay* proposal, from *Elmina-GH-Commercial, Tourism Enclave, Redevelopment Scheme, Advance Inception*. Relevant to mention, is the fact that the Tourism Development project revealed land reclamation by the promoters (visible in fig.28), which would impact the connection between the Castle and the Ocean. On the west side of St. George Castle, where the archaeologically sensitive area is located, the tourism project proposed an open landscaped protected area, with craft shops, gardens, grass areas and busts. A fence wall would separate the gardens from the main asphalt road - see 3d views in p.44 and 45, from the PowerPoint presentation of *Elmina Heritage Bay* proposal.

On 29 April 2019, during the project presentation at St George Castle, the coordinators of the project proposal mentioned that the proposal had been updated and the swimming pool was no longer planned. A couple of three-dimensional views were also updated, and it was noticed that the fence wall was no

longer in place. Even following the Mission team's request, the proposal documentation and the updated power point were not submitted to the Mission team during or after the Advisory Mission.

The project coordinators and Ghana Tourism Authority met community chiefs, opinion leaders, religious leaders, and fishermen representatives, among others, who supported the project development. On 30 April 2019, the Mission team held a consultative meeting with the Elmina chief and his people. The Chief informed the Mission team that they supported the Tourism Development Project, especially as they were concerned with the large quantity of trash frequently dropped around St. George Castle by Elmina inhabitants. They expected that the Tourism Development Project would improve the quality of living of the local population, and would fully assure the participatory engagement of the community in the project. Tourists come only to visit the Castle and then they leave. Elmina Chiefs would like for tourists to stay longer and visit more of Elmina, and not only the Castle. That is why they expect for the project to be feasible in order for the community to have more benefits from tourism; then they have at present. Also, the Chief appealed that local communities should be more informed about what has been done in terms of archaeology and conservation efforts regarding St. George Castle and its surroundings by the State Party. This would provide an opportunity for State Party to update local population about what is happening on this concern. Furthermore, children visit the Castle for free. Allowing local communities to visit the Castle for free too, would better contribute for their engagement with their heritage.

Upon request, both GMMB and GTA representatives informed Elmina Chiefs that they expected to begin the general works for the Tourism Development Project, before the rainy season started (September 2019). GTA also informed that they expected soon, for the boat builders that work on the east side of the Castle, to be relocated in order to open the beach for tourism.

On 1 May, during the Advisory Mission debrief, the Director of Ghana Tourism Authority (GTA) mentioned that one of the main purposes of the project was to find a solution for the trash that was constantly left on the open-air area located in the west part of the castle, where is the archaeological area. At present, GTA Director informed that trash was already removed and a fence was built to protect the area, which was confirmed during the mission team visit to the site. However, GTA Director informed that local people continue dropping trash in the area, especially at night.

4.1.3. Absence of detailed plans for the Tourism Development Project

The project, in its current conceptualisation and presentation, does not present: (i) a topographic survey; (ii) plans, sections and elevations of the existent property with St. George Castle included; (iii) a new project proposal with plans, sections, elevations and architectural details, at different scales. The only plans that were presented are located in slide 47 and 48, from the power point presentation. These plans are not rigorous enough in terms of site cartography. They assume incorrectly that Elmina area is flat and that St. George Castle has a quadrangular shape. A complete project proposal would need to be presented with rigorous drawings and not Google images.

A site topographic survey needs to be addressed, in order to achieve a more rigorous project proposal. The project needs to be accurately designed, and its concept and programme need to be updated to include full respect for the OUV of the World Heritage property and a closer engagement with local

community. A complete documentation of the project with scaled and rigorous detailed plans, sections, and elevations need to be submitted to the World Heritage Centre, and its Advisory Bodies, according to paragraph 172, from the Operational Guidelines for the Implementation of the World Heritage Convention.

4.2. Impact on the Outstanding Universal Value, conditions of integrity and authenticity

The Advisory Mission team highlighted several issues that should be considered during the project's reassessment by the State Party and the architectural firm:

4.2.1. Project proposal analysis

A 3d model of the Castle and of Elmina was presented, but both the castle form and the cartography were incorrect. The proposal and its 3d renderings and 3d views were developed and presented as a square fort located in a flat surface. St. George Castle does not have a square shape and the area around the castle is not at all flat. This site misconception resulted in a project that was not adapted to the reality of the high ground Castle and uneven surroundings, as the actual topography would not allow the proposal to be presented, as it is.

If a flat surface would be considered for the project, then a new landscape intervention would have to be proposed by the developer. The option would be to level by: (i) cutting the middle part of the archaeological mound on the west part of St George Castle, which would be intrusive, and could jeopardise the OUV of the site, as the archaeological mound is full of historical artefacts not yet all excavated; or by (ii) filling the side parts of the archaeological mound. As a result, there would be two different levels between the asphalt road and the open flat landscaped protected area. Instead of a fence that exists at the site, there would be a separating wall. Local chiefs, GTA and the architectural firm representative mentioned that this would not be an option, as it would create a strong separation between the site and Elmina village.

The project should be revised and topographic differences should be considered for the updated project, as well as the scale of the project, new constructions being built near the Castle, the change of use of the area surrounding the Castle, the lack of engagement of the community livelihood in the new project, among several other issues that impact negatively the OUV of the property should be considered. A new project considering all the issues mentioned by the Mission team should be formally submitted to the WHC, as soon as possible.

4.2.2. Impact on the OUV of the World Heritage property

For the time being, St George Castle and its surroundings **still preserve their authenticity and integrity**. However, the new concrete market under construction near the castle, and the implementation of the new project proposal can jeopardize the integrity and the authenticity of the property, and can have an impact too on its Outstanding Universal Value, especially by not valuing and not integrating the inherent

values associated with the justification of OUV of the property. A more integrated landscape proposal in line with the OUV, the integrity and the authenticity, and with the community traditional activities and local engagement (and not limited to people that could afford it) would better address aspirations of the local population and their chiefs.



Figs. 29, 30 – 16th century jetties built by the Portuguese for the ship to dock.

Of relevancy to be mentioned are on the East part of St. George Castle, **historical 16th century jetties** built by the Portuguese, for the ship to dock. These structures are still standing and remain part of the historical integrity of the Castle. The Mission team visited these ancient structures that are located in the beach where boats are still being built and restored (see fig.29 and 30). These historical jetties are still standing after 5 centuries and run the risk of being destroyed due to the Tourism Development Project, as they were not considered in the proposal. The historical structures that are still in place should be preserved, as they are part of the Outstanding Universal Value of St. George Castle. In fig. 28, the historical jetties should have been mentioned between the middle of captions 8 and 9, in the “block plan”. Also relevant to mention, is the archaeological research that needs to be planned and integrated in the all property, before any construction takes place.

Regarding the presented tourism development proposal, the **project does not consider the historical importance, the special character, the integrity and the authenticity, as well as the Outstanding Universal Value defined through criterion (vi)**, which is heightened at St. George Castle. The architectural proposal that was presented was based in an imported model from a 5-star hotel in Bali. According to the concept that was presented, the project could have been applied in any place of the world. The special attributes and features of St. George Castle were not considered in the architectural proposal, as it can be perceived in fig.28.

Also, as it stands, the project proposal aims, even if unintentionally, the creation of **two different worlds** around St. George Castle. The East part would be directed to tourists. Its access would be limited and tickets would pay to enter the area where the restaurants would be located, to access the beach, to play in the playground, etc. The west side would be open for inhabitants, and would include some handicraft

shops, gardens and grass areas with busts. The idea should not be to separate two worlds, but to have an inclusive approach respecting the values and memory of the site.

Also relevant to mention are the problems related with the **trash, and the lack of water cleaning**. This has a direct impact on the property, on the tourists and on the people living in Elmina. While GTA has tried to address the problem, it is an increasing challenge as trash is left on the inside of the wall property during the night. The waters of the river and the beaches surrounding St. George Castle are also dirty with garbage and plastic. The increase of uncontrolled trash in land, and the dirtiness of the waters surrounding the World Heritage components will have a clear and growing impact on the integrity and authenticity of the all property. This also has an impact on local community living conditions and tourists visiting the area. GMMB and relevant governmental institutions should implement a more concerted action.

4.3. Proposed mitigation measures

The project proposal should be revised and should consider the irregular topography of the site, the real form of St. George Castle, and the exceptional values of the World Heritage property. The **outstanding character** of the site, as well as its historical symbolical significance is key to defining the nature and extent of any tourism proposal at the site. The revised proposal should be shared with the local population, and other stakeholders in general.

A **Heritage Impact Assessment (HIA)** of the Tourism Development Project should be undertaken as part of the conceptual review, as the project could have a strong impact on St. George Castle. The World Heritage Committee is increasingly requiring HIAs (guided by the ICOMOS, 2011 Guidance on Heritage Impact Assessments for Cultural World Heritage Properties), as a project implementation could have negative impact with unpredictable effects and consequences, on the OUV of a World Heritage property. Furthermore, it would be also important to identify and manage the impact of the Tourism Development Project on the general population through a **Social Impact Assessment (SIA)**. The SIA would help predict and avoid or mitigate possible negative impacts, as well as to identify opportunities to enhance benefits for local communities from the planned project. The HIA and SIA can help avoid or mitigate and even reduce negative impacts that were not previously predicted. Therefore, GMMB and GTA should urgently implement the HIA and SIA for the Tourism Development Project. This should be done before the project proposal is concluded and starts to be executed. This is prerequisite requirement of any development, and more importantly as a component of a World Heritage property.

Regarding the problems related with the **dispersed trash** around St. George Castle and Elmina, as well as its environmental impact to human health, authorities that are responsible for the collection of garbage need to be involved on finding effective and sustainable solutions to the situation. For instance, it would be important for GTA to work together with Elmina Municipality, in in this process, also including urgently introducing trash bins around Elmina, as there isn't at the time being. Besides, the *Ministry of Tourism, Culture and Arts* should work together with the *Ministry of Environment* to find adequate solutions to the situation.

4.4. Protection and conservation policies of the components, surroundings and wider contexts

As alluded to in section 3, the protection and conservation of this component is not effective given the challenges identified affecting the property as a whole. The plans of St. George Castle were submitted and published in 1979, when the property was listed. Effectively, boundary limits were never published, but it was assumed that the castle and forts limits were the property limits of each component. In the absence of the buffer zone and clear definition of the core area, applying of protection and conservation policies is arbitrary and loosely defined by what seems to be the architectural plans of the castle. The current policies are not formally linked to broader territorial policies such as the planning policies under the administration of the District Assemblies. As alluded to in section 3, there are no conservation policies to guide conservation and decision making at the site, and this applies to the property as a whole.

4.5. Site management system, taking into account in particular the National Tourism Development Plan (2013-2027)

While the National Tourism Development Plan (NTDP) profiles and acknowledges the importance of inscribed World Heritage properties (Forts and Castles, Volta, Greater Accra, Central and Western Regions, and Asante Traditional Buildings), and those on the tentative list (for example. Navarongo Catholic Church and Tenzug-Tallensi settlements), including planning for their inclusion as destinations, it also highlights challenges associated with their management. The NDTP confirms concerns raised in section 2 and 3 of this report; forts and castles being managed under outdated laws, limited financial resources to carry out conservation and protection action, absence of management plans for components inscribed as World Heritage, and the fact that GMMB does not have direct control over potential development in close proximity to their heritage sites as planning is in the ambit of District Assemblies who have final decisions on such matters, thereby making heritage laws subservient to broader regional planning laws.

In relation to the specific site, the proposed tourism development at the back and front of the St. George Castle at Elmina has a huge potential of destroying the archaeological record of the site, including interfering with the sacredness of these spaces in the context history of the site and that of slavery. Such developments are an encroachment in areas that should certainly be considered as part of the critical setting and context of this component of the inscribed World Heritage property. The approval of this proposed development by GMMB, means the management systems of the site, which are supposed to offer proper guidance are ineffective. There is no interface of the current systems with the land use planning controlled by District Assemblies. This unfortunately is likely to result in incompatible structures being built and causing integrity impact at the sites (e.g. like what has already happened with the mobile phone mast built within the compound of Fort Gross Friedrichsburg at Princess Town). Also, the leasing important heritage assets to a private owner (as the case at Metal Cross Fort, Dixcove), and in light of the limited degree of planning control that the GMMB has over the District Assemblies, is a matter of concern for the Mission given the weak management systems of the SP. Also of concern are the integrity, setting and intangible values of the Castles that are also undoubtedly at stake with the new Tourism Development.

In addition, the NDTP notes with concern the absence of formal linkages and coordination between GMMB (Ministry of Chieftaincy and Culture) with the Ministry of Tourism and the Ghana Tourism Authority (GTA) and other government departments operating in the area. The Mission shares the same concern as the NDTP. This situation has seen the proliferation of developments around the site, which have serious visual impact on the connection of forts, which have a historical relation (e.g. St. George Castle in Elmina, and Fort St. Jago on the top of the hill). The Dutch built Fort St. Jago during the 16th century, when they were trying to conquer St. George Castle from the Portuguese. Both Fort and Castle have an historical interconnection, which should also be respected when addressing intervention. The maximum height of the buildings is not controlled in view of the heritage values of the sites and its overall landscape, including the fast coming up new market just across St. George Castle, in Elmina.

The new bridge constructed adjacent to the historic bridge is another example of how GMMP is not directly involved in the decision making processes of projects that negatively impact the site. With strong management systems, formal linkages with regional plans and updated heritages the emerging development situation around the site could have been averted by the State Party.

In the overall, the NDTP equally recommends the preservation of historic buildings and the protection of archaeological sites by GMMB, and the Mission further encourages the State Party to review the management systems at the site and for the whole property as these developmental issues are cross-cutting. Furthermore, the NDTP notes the weak interpretation at these components as progress in developing museums has been very slow (with only 5 out of the 12 museums envisioned for the property, of which three were already in operation at Cape Coast Castle, Elmina Castle and the British Fort in Kumasi).

4.6. Consider the situation with the delineation of the limits of the property components and of their buffer zones

As soon as possible, the State Party should define and submit to the World Heritage Centre, the property boundaries of each component, establishing in detail the limits of each fort and castle, along with a careful justification of the boundaries for each component. In the following, the State Party should address the delineation of buffer zones for all the components that constitute this World Heritage property. Even if the World Heritage Committee has reminded in different World Heritage Decisions of the urgent need to submit a buffer zone for this World Heritage property, the State Party continues not to address this urgent need. A physical negative impact can affect the Outstanding Universal Value of the property, through systematic encroachment, as observed in Ussher Fort, or by building too close to the forts and castles, as foreseen in Fort Amsterdam.

St. George Castle in Elmina and the other 27 components do not have buffer zones, which means they are more exposed to pressures and risks. The purpose of a buffer zone is to protect the World Heritage property, mainly from factors that can become threats, such as illegal construction, urban pressure, encroachment, etc.

However, in the 2019 State of conservation report, the State Party declares that buffer zones are limited to available land *“The buffer zone intended for areas where surrounding land is available would cover an*

area more than half an acre, to protect the immediate the surroundings of the sites. However, at the sites where surrounding land is scarce, buffer zones would cover relatively small areas. The outcome of the survey would provide enough information for the delineation of the intended buffer zones” (see p.2). This is of high concern as view lines, urban context and building restrictions, respect for embodied values existent in the protected area surrounding properties, implementation of appropriate mechanisms, etc. should be taken in consideration in the development of buffer zones.

4.7. Involvement and Engagement of local communities and the promotion of cultural expressions

As presented before (in section 4.2.2), the proposed Tourism Development project has a strong and negative impact on local community, as it will block the access of local population to all the area that surrounds St. George Castle. Also, the community livelihood is not included in the project. This means that fisherman would no longer be able to use the beach to separate their fishing nets or to build or restore their boats; the children would no longer be able to play basketball and football on the sport fields located in the east side of St. George Castle; local people would no longer be able to sell handicraft at the Castle entrance; fisherman would not be able to leave their boats on the castle surrounding area; etc. The project proposal introduces a ticket reception at the entrance of the East side, surrounding St. George Castle. As a result, this would be directed for tourists that could pay to use the beach, the restaurants, the multipurpose sport and playground, the wedding reception area, etc. A ticketing system will control access to both the site and the tourism facilities, and may reduce access for local communities.

The Community, predominantly of fishermen, should be involved in the conceptualisation and implementation of the tourism project proposal. The fishing community should be the first to benefit from the project proposal. Therefore, community engagement and the promotion of cultural expressions should be a priority. For instance, some of the activities to be enjoyed by tourists around St. George Castle could be fishing, separating fishing nets in the beach, boat construction and repair, or other endeavours. This would allow local communities to continue with their living traditions and practices, while integrating themselves into tourism through the existent routines.

5. DEVELOPMENT AND RESTORATION PROJECT AT FORT AMSTERDAM IN ABANDZI

The “Fort Amsterdam Restoration for the activation of Tourism in Ghana” was developed by the Italian NGO “Ghana Fort Amsterdam ONLUS” and CLARICE ARCHITETTI ASSOCIATI, and the Ghanaian architect Daniel Ohene. The project was submitted to the European Union programme “Promoting Local Economic Development in Ghana”, under the European Development Fund. In 2018, REACTING project with the reference EuropeAid/159018/DD/ACT/Multi was approved for funding by the EU.

On April 1st, a launch event commemorating the beginning of the EU project “REACTING – REstoration of Fort Amsterdam for the ACTivation of Tourism IN Ghana” was organized at Abandze, with the presence of the European Union Ambassador in Ghana, GMMB representatives, UNESCO representatives, NGO representatives, among others.

5.1. Scope, justification and detailed plans for the restoration project

Three documents regarding Fort Amsterdam restoration project were sent to the mission team, before the Advisory Mission to Ghana took place: (i) A Conceptual Note regarding “Promoting Local Economic Development in Ghana” comprised by 6 pages; (ii) A project proposal constituted by 17 pages; (iii) The Launch Event program for the 1st of April 2019 presented in 2 pages.

The Advisory Mission team and GMMB visited Amsterdam Fort, in Abandze, on the 1st of May 2019 and further had a meeting with the Ghanaian architect, Mr. Nana Dwoahene Achampong (also known as Daniel Ohene), the ONLUS Country Director and Local coordinator for Fort Amsterdam Restoration project, and with Prof. H. N. A. Wellington, Ghanaian consultant for the restoration project at the UNESCO-Ghana office, in Accra.

5.1.1. Project presentation

The restoration project proposal was delivered to Mission on arrival in Accra, on 28 April. The brief presentation of the Restoration project highlights the following:

- **Cover of the document** (p.1) only mentions Ghana Museums & Monuments Board; Kormantin, Abandze; and Fort Amsterdam.
- **FORT AMSTERDAM (KORMANTIN) Historical Brief** (p.2). It starts in 1598 with the recognition of Dutch exclusive trade rights in this territory, and concludes in 1951, with the GMMB restoration works intervention. The text was written in “Perugia, February 2019”.
- **TECHNICAL NOTES** (p.3) refers briefly about the restoration project technical information, which was compiled by “Designer Arch. Francesco Ernesto Ventura”. The text mentions the actual state of ruin of the fort, maintaining “with the complex of its volumes a decisive and suggestive image in the landscape of the Ghanaian coast, although it is missing almost all the horizontal structures (intermediate floors and roofing)”. The text refers to the interventions taking place: “reconstruction of the vertical wall structures...”; “Reconstruction of floors...”; “Reconstruction of horizontal planes...”; “Restoration of the floors on the ground floor...”; “Reconstruction of brick

vaults...". It also refers to plasters, paintings, wooden work, and archaeological investigation. A small 3d volume reconstitution is also presented in this page.

- **Drawing B1.3** (p.4), scale 1:100; date: 02/2019. First building on the left, when entering the Fort: 1 plan and 4 elevations of the reconstruction proposal are presented.
- **Drawing B2.1** (p.5), scale 1:100 and 1:50; date: 02/2019. First building on the right, when entering the Fort: 3 plans and 3 sections of the reconstruction proposal are presented in scale 1: 100. A detail section of a "Diagram of ribs for barrel vault reconstruction" is presented in scale 1:50.
- **Drawing B2.2** (p.6), scale 1:100; date: 02/2019. First building on the right, when entering the Fort: 2 plans and 4 elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B2.3** (p.7), scale 1:100; date: 02/2019. First building on the right, when entering the Fort: 1 plan and 4 elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B3.1** (p.8), scale 1:100; date: 02/2019. Tower in the north right corner of the Fort: 2 plans, 2 sections, and 2 wooden floor carpentry sections of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B3.2** (p.9), scale 1:100; date: 02/2019. Tower in the north right corner of the Fort: a first floor plan and 4 internal walls elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B3.3** (p.10), scale 1:100; date: 02/2019. Tower in the north right corner of the Fort: the second floor plan and 4 elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B4.1** (p.11), scale 1:100 and 1:50; date: 02/2019. Building facing the entrance door to the Fort, next to the tower in the north right corner of the Fort: 2 plans, 2 sections, 1 wooden floor carpentry section of the reconstruction proposal are presented in scale 1: 100, and a "Diagram of ribs for barrel vault reconstruction" is presented in scale 1:50.
- **Drawing B4.2** (p.12), scale 1:100; date: 02/2019. Building facing the entrance door to the Fort, next to the tower in the north right corner of the Fort: 2 plans, and 4 internal wall elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B4.3** (p.13), scale 1:100, date: 02/2019. Building facing the entrance door to the Fort, next to the tower in the north right corner of the Fort: 1 plan, and 2 elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B5.1** (p.14), scale 1:100; date: 02/2019. Building in the north left corner of the Fort: 3 plans, 3 sections and 2 wooden floor carpentry sections of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B5.2** (p.15), scale 1:100; date: 02/2019. Building in the north left corner of the Fort: 2 plans, and 8 internal elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing B5.3** (p.16), scale 1:100; date: 02/2019. Building in the north left corner of the Fort: 1 plan, and 3 elevations of the reconstruction proposal are presented in scale 1: 100.
- **Drawing C** (p.17), scale 1:20 and 1:25; date: 02/2019. 7 constructive details of the reconstruction proposal are presented in scale 1:20; and 1 constructive detail and 1 plan of the reconstruction proposal are presented in scale 1:25.

5.1.2. Concept and justification of the project

The project intends to restoring a component of Fort Amsterdam as a way of activating local sustainable development, as well as contributing to job creation and the expansion of economic activities for the benefit of local communities. The restoration of Fort Amsterdam was envisaged by using traditional building technics involving master artisans and the community. The direct involvement of local communities, and through the “learning by doing” methodology would be central to the restoration process. The project intends also promote multi-stakeholders collaboration, among GMMB, Mfantseman Municipal District, UNESCO-Ghana, Ghana Education Service, Vocational Training and Rehabilitation Centre (VTRC), Abandze Development and Welfare Association, and at international level, as co-applicant Viaggie Miraggi, an Italian non-profit social cooperative for Sustainable Tourism.

The association Ghana Fort Amsterdam ONLUS “aims with the restoration of the Fort, to save a monument proof of one of the saddest pages in the history of humanity and to do justice to the populations by creating a tourism school in the same Fort” (Conceptual Note, p.3). The aim of the ONLUS association can be achieved, if the World Heritage attributes regarding the Outstanding Universal Value of Fort Amsterdam are not jeopardised in view of the project.

5.1.3. Detailed plans for the Restoration project

Rigorous surveys and scaled plans, sections and elevations of the existent Amsterdam Fort were not submitted before, during and after the Advisory Mission. The project does not present a topographic survey, neither a rigorous plan and sections of the existent Fort and of its surroundings. A site topographic survey needs to be undertaken, in order to achieve a more rigorous project proposal. The restoration project needs to be accurately designed, as the current one is not rigorous enough when compared with the existent Fort. Some of the elevations are presented as a simple rectangular (see drawing B1.3, in p.4); other elevations have windows that were considered for reconstruction, without having presented detailed documentation to support their previous existence (see Section B-B, in the drawing B2.1, in p.5), etc.

Furthermore, the project programme and the definition of the functions for the Fort interior need to be revised to enhance the OUV of the World Heritage property. A complete documentation of the project (including the topographic survey, the drawings of the existent fort, and an accurate project proposal) with scaled and rigorous detailed plans, sections, and elevations need to be submitted to the World Heritage Centre and the Advisory Bodies, in accordance to paragraph 172 of the Operational Guidelines on the Implementation of the 1972 World Heritage Convention.

5.2. Restoration impact on the Outstanding Universal Value, conditions of integrity and authenticity

The Advisory Mission team highlighted several issues that should be considered during the project’s reassessment and reconceptualization, by the State Party and the architects in charge of the project:

5.2.1. Restoration project analysis

The plans, sections and elevations that were presented as part of the project proposal are not sufficiently accurate. For instance, drawing B2.1 presents a wooden floor carpentry plan and a section with holes for 11 beams, equally distant from each other. In reality, there are 12 holes, and they are not symmetrically distant from each other, as it is natural in traditional and ancient construction. The proposal that was presented, erroneously reflected that it was a project for a concrete building with perfect beams and walls, when in actual fact ancient structures are not that way. Survey drawings and the project proposal should reflect the irregularities that are common from traditional and ancient construction.

As Fort Amsterdam is an historical building with remains from the 17th century, bearing a World Heritage status, the project should have included archaeological drawings of site plans and elevations. This would have contributed in distinguishing the different time periods, and the different construction building approaches. A topographic survey of Fort Amsterdam should be also considered, as it will contribute in developing a more accurate and rigorous project proposal.

The project mentions in different occasions that just natural and traditional materials will be applied. Notwithstanding, new materials, as cement mortar, concrete and polyethylene are mentioned in different occasions. For instance: “Reconstruction of the vertical wall structures using both stones and bricks linked with a cement mortar...” (TECHNICAL NOTES, p.3); “Reconstruction of floors with wooden carpentry for the formation of roof slabs with a simple structure with overlying planks, polyethylene sheet, lightweight concrete screed and stone slab floor...” (TECHNICAL NOTES, p.3); “Restoration of the floors on the ground floor, (...) for the construction of a concrete base with coarse aggregate...” (TECHNICAL NOTES, p.3, authors’ emphasis).

5.2.2. Impact on the OUV of the World Heritage property

The project proposes the reconstruction of some parts of the Fort. However, as mentioned in paragraph 86, from the Operational Guidelines (UNESCO-WHC, 2017): “In relation to authenticity, the reconstruction of archaeological remains or historic buildings or districts is justifiable only in exceptional circumstances. Reconstruction is acceptable only on the basis of complete and detailed documentation and to no extent on conjecture”. Also relevant to mention is the Riga Charter, which considered that exception to reconstruction should be made in: “circumstances where reconstruction is necessary for the survival of the place; where a “place” is incomplete through damage or alteration; where it recovers the cultural significance of a place; or in response to tragic loss through disasters whether of natural or human origin, and providing always that reconstruction can be carried out without conjecture or compromising existing in situ remains, and that any reconstruction is legible, reversible, and the least necessary for the conservation and presentation of the site” (Riga Charter, 2000). This Restoration project has a lot of conjectural reconstruction, without the support of detailed documentation, which clearly affects the OUV of the World Heritage property. This means that the restoration project for Fort Amsterdam proposes to reconstruct parts of walls and vaults based on the designer’s interpretation, without taking into consideration the history and evolution of the building. Therefore, a detailed documentation regarding how the building evolved throughout history needs to be urgently produced in order to sustain the

reconstruction claim based in a past period. This should be, submitted to the WHC and Advisory Bodies as part of reviewed reconstruction concept.



Fig. 31 – Front façade entrance of Fort Amsterdam (available at: <https://whc.unesco.org/en/list/34>)

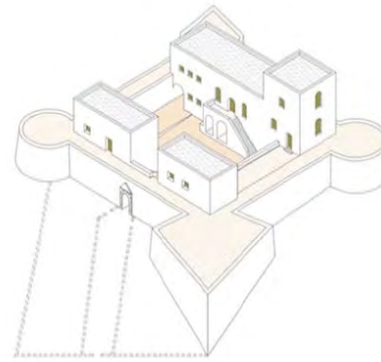


Fig. 32 – Following the Fort reconstruction, a 3d Reconstitution by the NGO designer

The new project also proposes a **change on the volume of Fort Amsterdam**, which will impact the integrity of the World Heritage property. As it can be perceived through the actual front façade of Fort Amsterdam (see fig.31), the reconstruction of the two buildings in the entrance of the Fort (see fig.32) will change dramatically the volume and profile of the Fort, therefore its **integrity**. Regarding the new volumes, no detailed information was provided regarding colour, material, and type of stone masonry. It is also missing the 4 full site elevations of the Fort at present, and following the project of reconstruction, as well as the general plans and sections, etc. Also, the actual perception of ruin will change and the monument will become an inhabited structure does affecting the **authenticity** of the property.

The option to introduce new materials (as cement and light concrete), and Italian building construction systems and materials (e.g. “*crude mortar-pesto mortar*”), are not adequate to be applied in this World Heritage historical construction. If the local traditional building culture from the region is still active and is appropriate to the site, it should be considered to engage and support local community. If that is not the case, and as Fort Amsterdam is an historical monument, ancient techniques should be studied, and natural and traditional materials should be applied following the ancient building systems.

There are also factors affecting the World Heritage property, in particular urban pressure and encroachment, which are rising near Fort Amsterdam. This is mainly due to lack of a buffer zone to protect the property.

Also, with the EU approved project, different uses were defined for each room at Fort Amsterdam. The project coordinator and GMMB should revise each space proposed use and consider them, in light of the Outstanding Universal Value of the property and the fact that Fort Amsterdam also bears criterion (vi) from the World Heritage Convention:

Criterion (vi): “*The Castles and Forts of Ghana shaped not only Ghana’s history but that of the world over four centuries as the focus of first the gold trade and then the slave trade. They are a significant*

and emotive symbol of European-African encounters and of the starting point of the African Diaspora.”

This means that all the attributes and features of Fort Amsterdam that have evidence of criterion (vi) should be valued and enhanced. For instance, the restoration project gives a new use to the room where the slaves used to be gathered. This approach should be revised. All the 28 components that integrate this World Heritage property have to respect criterion (vi), as well as the integrity and the authenticity that bear the OUV of the property.

A comprehensive file addressing all the mentioned issues should be submitted to the World Heritage Centre, following paragraph 172, from the Operational Guidelines.

5.3. Proposed mitigation measures

The restoration project should be entirely revised and should consider the topography, as well as a site survey of the existent fort, to give more accuracy to the project proposal. The restoration project should also be more rigorous regarding plans, elevations and sections, regarding how the Fort is at present, and the proposal regarding the project's intervention.

The proposal should refer to the philosophy of intervention to be carried out, throughout the all project. It should also be more consistent and comprehensive regarding the degrees of intervention: which walls and sections should be conserved, consolidated, restored and reconstructed. At present, just a general hatch indicates that the wall will be rebuilt, referring only to: “mixed masonry consisting of stones and bricks bound with mortar made of lime, cement and sand” (drawing B1.3). When addressing each level of intervention, procedures of intervention, materials and building systems should be clearly indicated and explained. There is no further information regarding for instance, the mix ratio for mortars and for interior and exterior plasters, the type of building masonry to apply in the different buildings and fort walls, how repair should be addressed, etc. The project lacks detailed data and accurate drawings, but it especially lacks a rigorous conservation approach, to a World Heritage property.

Furthermore, it would be most relevant to clearly identify in detailed plans, elevations and sections, the different time periods of Fort Amsterdam construction. This can be foreseen through the archaeological drawing of the walls, which would help identify the distinct historical building systems and traditional materials. Defining ahead, the history of construction of the Fort will give more reliability to the intervention proposal to be carried out.

Also, it would be of most importance to address archaeological excavations in and around Fort Amsterdam, especially as excavations are planned at the Fort, for the construction of a concrete base: “Restoration of the floors on the ground floor, after dismantling the existing stone slabs, stacking them for subsequent reuse, excavation of about 15/20 cm for the construction of a concrete base with coarse aggregate...” (TECHNICAL NOTES, p.3). A comprehensive archaeological research should be engaged before intervention start at Fort Amsterdam.

If new functions for the Fort are being studied, sanitation of Fort Amsterdam should be also planned ahead, considering the vast archaeological area that needs to be excavated, before construction.

The Fort Amsterdam Restoration project should be subjected to a Heritage Impact Assessment (HIA), and Social Impact Assessment as the intervention could have a too strong impact on the World Heritage property. Due to the different aspects that can jeopardise the integrity and the authenticity of Fort Amsterdam (previously mentioned in subchapter 5.2.2), the implementation of the project could have a negative effect on the OUV of the site. The HIA should be conducted before the project proposal is concluded and is implemented. This will help to consider unpredictable consequences and their mitigation. The World Heritage Committee requires Heritage Impact Assessments, when new projects can affect the Outstanding Universal Value of the sites. No irrevocable planning or policy decisions and no implementation should be undertaken until such time as all heritage, cultural and social impacts of the various components of the proposed project have been assessed through an impact assessment process and the results of this, along with the architectural, archaeological and landscape development designs have been reviewed by the Advisory Bodies.

5.4. Protection and conservation policies of the components, restoration guidelines and procedures

Just like at St. George Castle in Elmina (item 4.4), Fort Amsterdam has the same challenges and would require the same mitigation. Of concern at Fort Amsterdam, which reinforces the absence of conservation policies, the evaluation of the proposed restoration showed that the consultancy appointed to implement the project have no good understanding of restoration, neither were they provided with guidelines by GMMB to assist them in respecting principles of restoration, authenticity and the essence of consulting with experts of the World Heritage Centre or its Advisory Bodies. The accuracy of documents and information submitted is of concern to the Mission. The Mission team notes with concern that there is no institutionalised conservation policy, guidelines on restoration, and procedures to guide interventions at the site. This could result in reconstructed elements that misrepresent the authenticity of the site, thereby compromising the OUV of the property through the techniques and the materials used, which are not supported by detailed evidence or thorough documented research. Understandably, the original materials may not be found, but applied research can be used to identify and develop locally supported materials for use during intervention. This requires working with local industries in Ghana. The Mission recommends that the restoration project be urgently and properly reviewed, to ensure that it is based on credible analysis of the historical context of the site (documentary evidence supporting the restoration), in particular the element to be restored and how the redrawn plans are close to the original dimensions of this element.

5.5. Site management system, taking into account in particular the National Tourism Development Plan (2013-2027)

Just like at St George's Castle at Elmina (item 4.5), and in line with the analysis of the NDTP in as far as it relates to historical and archaeological heritage in Ghana, Fort Amsterdam faces same pressures and weak management systems of GMMB. Though no defined tourism plans were identified in the NDTP for this component, it is part of the tourism itinerary, hence the restoration. The component is also being affected

by encroachment from local communities building houses very close to the Fort. This is equally worsened by the absence of a buffer zone at the site.

5.6. Consider the situation with the delineation of the limits of the property components and of their buffer zones

As soon as possible, the State Party should define and submit to the World Heritage Centre, the property boundaries of each component, establishing in detail the limits of each fort and castle, along with a careful justification of the boundaries for each component. Following, the State Party should address the development of a buffer zone for each component.

In the case of Fort Amsterdam, it will help protect its surroundings. It could also have a positive impact to limit the choice of traditional materials and building systems in the housing being constructed around Fort Amsterdam, as well as in the paths accessing the fort. The delineation of a buffer zone around Fort Amsterdam will help prevent from factors, such as urban pressure and encroachment, to become threats to the OUV of the World Heritage property.

5.7. Involvement and Engagement of stakeholders, local communities and the promotion of cultural expressions

The project “REACTING – REstoration of Fort Amsterdam for the ACtivation of Tourism IN Ghana” intends to engage as much as possible local communities in Abandze. The base of the project is to restore Fort Amsterdam, in order to activate Tourism in the region, to promote local economic development, by providing capacity building in construction, and training local communities in handicrafts, safe dairy products, etc.

The association also considers that the project has an added-value, due to: a) the consolidation and extension of private/public partnership; b) innovation of the project; c) equal opportunities; d) environmental sustainability; e) preservation and valorisation of material and immaterial cultural heritage; and f) a bottom-up approach (Conceptual Note, p.6). Besides it also engages women, and youth in tourist activities, and local workers and artisans in construction activities. It is foreseen that the whole REACTING project involves and engages stakeholders and local populations in the promotion of their cultural expressions.

6. POTENTIAL PROJECTS FOR DEVELOPMENT AT OTHER COMPONENTS

6.1. Potential Projects for development at visited components

6.1.1. Fort St. Jago (Elmina)

During the visit to Fort St. Jago, in Elmina, also often referred to as Fort Coenraadsburg no development projects were identified in the Fort. However, it was acknowledged there is a need to reinforce in future projects and interventions, the relevancy of the visual integrity between St. George Castle and Fort St. Jago, in Elmina, as these two monuments were and continue to be inter-related throughout their history. From a maintenance perspective, Fort St. Jago requires an emergency inspection and structural consolidation of the roofs and ceilings. While the building where the caretaker lives was recently restored and it looks like there is minimum safety at the building, the greater part of the buildings is in a bad state of conservation. The largest and oldest building has not been conserved and properly maintained for years as outlined in fig 15 and 16.

6.1.2. James Fort (Accra)

The Mission team notes with concern the proposed development of a Fishing Harbour Complex (see Fig.12 and 13). The development project is being funded by Chinese investors and already started in December 2018, according to Nii Akwei Bonso III, one of Jamestown chiefs. The Fishing Harbour complex will be defined by a mechanised factory, which will totally surround the Fort. This will also affect the “tangible fabric of the historic town, but [will] also impact the fishing [traditional] methods, market traders and community that’s reliant on the sea” (The Conversation, 2019). Furthermore, the news mentioned that the image revealed: “the beach completely cleared of its inhabitants, (...) a large car park and a series of somewhat bland sheds or factories. There is not one single canoe in sight”. This project will certainly affect the Outstanding Universal Value of the property. The project needs to be subjected to a Heritage Impact Assessment to identify and avoid or mitigate unpredictable effects on the World Heritage property component of James Fort.

6.1.3. Ussher Fort (Accra)

The Mission team was not informed of any project being potentially proposed for Ussher Fort in Usshertown. The fort is closed to the public and for tourists to visit. The lack of maintenance, and even the sense of abandonment that prevails when visiting the site are of concern. Other factors, as urban pressure, and encroachment, are having a rising impact in the site.

6.1.4. Fort Christiansborg at Osu (Accra)

The Mission was not informed of any potential project proposed for the site. Fort Christiansborg at Osu was the ancient residency of Ghana’s President. The side of the fort in used by the President and his staff was well conserved, but the other part of the fort that did not receive maintenance and is highly degraded, as can be observed in Figs. 17, 18 and 19.

6.2. Potential projects for development at components not visited

6.2.1. Project at Groot Fredericksborg at Princess town



Fig. 33 – Fort Gross Fredericksburg, at Princetown (available at: <http://www.ghanamuseums.org/forts/fort-gross-federickburg.php>)

The German company Brandenburg Africa Company built the fort Gross Fredericksburg, in 1683. The fort has a caretaker that is also a tour guide. The Advisory Mission team notes with concern that an investor proposed to invest 100 million dollars in Fredericksburg Fort. Meetings were going to take place in the near future between the investor and GMMB. The State Party gave no further information about this proposal.

If any project is considered for the Fort Gross Fredericksburg at Princetown, State Party should submit to the World Heritage Centre, a complete documentation of the project, as it may affect the Outstanding Universal Value of the World Heritage property. This is in accordance with paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention.

6.2.2. Encroachment at Fort Patience, in the Central Region



Fig. 34 – Fort Patience (available at: <http://www.ghanamuseums.org/forts/fort-patience.php>)

Fort Patience is situated on the coastline of the Gulf of Guinea at Apam, in the Central Region. According to GMMB, the Dutch constructed the fort between 1697 and 1702. The Mission team was informed of some encroachment in the Fort and the construction of a public toilet. GMMB informed the Municipal Chief Executive to discontinue the works. Regarding Tourist Development projects, the mission team was not informed of any project being potentially proposed for Fort Patience.

6.2.3. Development of Fort Metal Cross, in Dixcove



Fig. 35 – Fort Metal Cross in Dixcove (available at: <http://www.ghanamuseums.org/forts/fort-metal-cross.php>)

The Fort Metal Cross is located in Dixcove, in the Western Region of Ghana, and was built by the Royal African Company in 1698. In 2001, GMMB entered into a 20-year lease with a British private developer named Robert Fidler (GhanaWeb, 2014). The developer has remodelled the fort since then, and transformed it in a Bed & Breakfast facility. He also built hotel chalets and a swimming pool close to the fort. A wall was erected surrounding the fort and a modern roof was also installed. The lease of the monument has been a controversial matter for the last years, and no resolution has been reached so far. Even academic papers have discussed the controversy surrounding renovations at ancient slave Forts and in particular at Metal Cross Fort (e.g. Roberts, 2013). Unfortunately, the outdated heritage laws have inherent weaknesses and allow such arrangements. The Fort lease will be concluded in 2021, and should not be renovated to assure that the OUV of the component is protected. The reinforcement of good practices alongside national laws in Ghana could also contribute for a good resolution of these kind of uncontrolled interventions. In addition, any kind of project that impacts a component of the World heritage property should require previously a Heritage Impact Assessment compliance.

6.3. Overall Findings on Tourism Developments

Due to the peaceful conditions of the country, the coexistence of the different religions, the financial and political stability of the last years, and Ghana being one of the fastest growing economies in Africa, there has been a rising international investment in the country. As a result, several Tourism Development projects have been emerging, in some of the World Heritage Forts and Castles. This was the case of: (1) the Tourism Development Project surrounding St. George Castle in Elmina; (2) The project in Fort

Amsterdam in Abandzi; (3) The Fishing Harbour Complex surrounding James Fort, in Jamestown; (4) The investment being prepared for Fort Groot Fredericksburg, at Princetown; and (5) The development at Metal Cross in Dixcove.

The outdated national legislation protecting the World Heritage Properties in Ghana, and the lack of a buffer zone approved by the World Heritage Committee for all of the listed 28 Forts and Castles rises great concern by the Mission team, as there is no established mechanisms and procedures to control new construction, inside or around the World Heritage property constituted by the forts and castles, and the situation gets worsen by the day.

Therefore, all the mentioned tourism development projects are of great concern, as they may affect or have already impacted the Outstanding Universal Value, the integrity and the authenticity of some of the components constituting the World Heritage property of the 'Forts and Castles, Volta, Greater Accra, Central and Western Regions', in Ghana. To prevent the mentioned developments from damaging or negatively impacting the components of the property, the State Party should submit individually, the five Tourism Development Projects for evaluation by the World Heritage Centre and its Advisory Bodies in line with paragraph 172 of the Operational Guidelines on the Implementation of the 1972 World Heritage Convention.

7. REVIEW THE IMPLEMENTATION OF THE INTERNATIONAL ASSISTANCE N°3008 APPROVED BY THE COMMITTEE (Decision 42 COM 13) FOR THE "Preparation of a Management Plan for the Forts and Castles of Ghana"

7.1. Background and context of International Assistance

In October 2017, Ghana submitted to the World Heritage Centre a request for International Assistance under the World Heritage Fund for the "Preparation of management plans for St. Georges and Cape Coast castles in Central Region of Ghana" for a total amount of 27,950 USD. The request was to focus on the development of management plans for two major components first, which would then progressively allow building capacities of managers of the other components to aid them in preparing individual management plans. The two selected sites are the most visited sites among the 28 listed components of the property, considering that St. Georges Castle is believed to be the oldest European monument south of the Sahara, and Cape Coast Castle served as a seat of Government. The idea was that once the two sites had an individual management plan, a comprehensive management plan of the entire property would be developed based on these plans.

In their evaluations of the request, the Advisory bodies (ICOMOS and ICCROM) and the World Heritage Centre agreed that the development of an overall management plan for the entire property should be carried out first, which would also allow identifying priority management and conservation concerns for each of the property's components, followed by the development of individual plans for the components that needed them most. The International Assistance Panel consequently requested that the International Assistance request be sent back to the State Party for revision, in order to enlarge it to the development of an overall management plan for the entire property, which would identify priority management conservation concerns for each of its components. It was understood that the timeframe and the budget would have to be adjusted accordingly.

7.2. Scope of International Assistance

In response to the Panel's request, on the 14th of June 2018, the GMMB submitted a revised request for an amount of 85,086 USD, to be carried out over a period of 18 months and with the revised title "Preparation of a Management Plan for the Forts and Castles of Ghana" to reflect the objective of developing an integrated management plan for the entire property. As the new amount requested went well beyond the 30,000 USD limit up to which the Chairperson of the World Heritage Committee can approve, the request was submitted for approval by the World Heritage Committee at its 42nd session in Manama (Bahrain). In its Decision 42 COM 13 taken on 3 July 2018, the Committee approved the request.

7.3. State of Preparedness in Implementing International Assistance

The Advisory Mission noted that the State of Preparedness in Implementing International Assistance has been derailed by the incident of 2018, in which some of the senior management team members of the GMMB staff (including the Executive Director, the Head of Monuments Unit, and the Regional Head, Central & Western Regions), who had developed the initial International Assistance request, including its revision prior to the submission to the World Heritage Committee for approval, left the

organization following internal administrative processes. This incident witnessed a largely new team being appointed in October 2018, while other technicians have retired without being replaced.

During the debriefing meeting held on 1 May 2019 at the UNESCO Office in Accra, the Advisory Mission sought to establish the state of preparedness to implement the International Assistance given the above scenario. The State Party committed to implementing the International Assistance, given the urgent need of a management plan for the property. However, it appears there was no proper handover of projects between the dismissed and incoming management teams.

However, and as already mentioned in the above chapter 3.2.4 (Human Resources Capacity), the Mission team noted that the capacity, skills and expertise within GMMB (and across a larger circle of stakeholders and potential actors) is not adequate for the effective management and conservation of this serial property with a complexity inherent to such a large number of components stretching over an extended geographical area.

Consequently, while preparedness for implementation at central administrative level at the GMMB seems to be given, it is rather unclear to what extent awareness of the actual activity – and readiness for implementation – effectively exist among staff and concerned stakeholders at the property's components and the decentralized structures. In hindsight, it appears that the first request for international assistance could have counted on the availability of more established and experienced capacities at Head Office, Elmina and Cape Coast Castles, but by no means does this call into question the then recommended approach to start with an integrated overall management plan for the property as a whole.

7.4. Overall Observations and Advice to the State Party

As sufficiently stated in this report, the development of an integrated management plan for the property is of the utmost urgency, parallel to the delineation of buffer zones and a review of legislation with regard to the World Heritage property and including a major focus on building up the necessary capacities at central and decentralized levels.

Regarding this last issue, it is noteworthy that the available capacities outlined in the organizational chart relevant to the property presented to the mission include the Central and Western region, as well as the Volta region, but there is no quantification of those capacities, and there is also no information provided on the Greater Accra area which, should this fall under the responsibilities of the central structure of the GMMB, which may not be adequately staffed for the tasks related to the components in that area.

On a more general note, the State Party of Ghana would highly benefit from attending the statutory meetings of the 1972 Convention, starting with the 43rd session of the World Heritage Committee to be held in Baku (Azerbaijan). An active participation in the future meetings (Committee sessions, General Assembly) would indeed allow Ghanaian experts, Ministry representatives, or site managers to be engaged in heritage conservation matters in the context of international cooperation which can be seen as part of capacity building.

7.5. Next Steps on the Implementation of the International Assistance

With regard to the immediate steps to be taken for the implantation of the international assistance, the Mission team recommended to focus in particular on the first two of the five phases of the project which foresee the following:

PHASE 1:

- Identification of stakeholders and working teams
- Organisation of stakeholder/consultative meetings
- Organisation of training workshop for working teams.

PHASE 2:

- Data Gathering
- Identification of values and key issues
- SWOT Analysis
- Definition of strategies - objectives - action plans

The mission team recommends that all activities and phases of the project be implemented with a capacity building orientation, to ensure not just the realization of the project, but the ability of the GMMB to use skills learned on future activities.

The first phase appears to be the most crucial as it aims at identifying the main actors to be engaged in the activity and the future management of the site components. To this end, the national counterparts have been asked by the mission to provide:

- a full organisational chart of the GMMB, in particular as regards to the available capacities at the various sites that are part of the Forts and Castles (care-takers, technicians, curators, security personnel, etc.), and a list of stakeholders;
- a detailed proposal for a time line for the implementation of the International Assistance, following what was outlined in the approved request;
- a detailed and itemized budget estimate for the implementation of the first two phases, in concordance with the approved request.

As regards the timeline, it would seem appropriate to dedicate about 8-10 months for the two first phases, which, in the approved request, were planned to be completed within the first six months of implementation. This longer time span takes into consideration the various observations and recommendations in this report, which imply integrating additional action such as the emergency inspection of all the components.

Moreover, the identification of the international expert, whose engagement has been foreseen in the approved budget, will be significantly important and should be done in consultation with the World Heritage Centre and the Advisory Bodies. Based on these elements, the World Heritage Centre will establish a first contract (an "Intergovernmental Body Allocation Contract") in order to carry out the first two stages of the International Assistance, as mentioned above. The UNESCO Office in Accra will play a central role in monitoring closely the implementation of the activity on behalf of the World Heritage Centre.

8. CONCLUSIONS AND RECOMMENDATIONS

8.1. Findings

8.1.1. Governance

The Advisory Mission notes with concern that organisational structure of GMMB appears to lack capacity of management, strategic alignment and skills to implement conservation programmes. It also notes with concern that there are multiple challenges affecting governance of the property, including but not limited to budgetary allocations, lack of commitment, inability to retain staff, absence of a succession plan and institutional capacity, as well as reviewing the organisational structure of GMMB. Furthermore, there is no integrated/harmonised approach in the planning processes of the GMMB, as well as a Stakeholder Engagement and Involvement Framework and conservation monitoring tools. The outdated heritage laws are not helping either as they are not aligned to good practices and approaches.

8.1.2. Conservation

From a conservation perspective, the Mission team notes with concern that there is progressive deterioration at most of the components of the property, with limited interventions, which are largely supported by donor funding. There are no adequate number of conservation architects, supporting artisans or conservation technicians, including the absence of conservation guidelines and procedures to support systematic and continuous conservation interventions at the property. New teams have to relearn by themselves who is who, site management and daily routines in each site. There are no monitoring mechanisms at the property and this is further worsened by the absence of an integrated management plan for the property.

8.1.3. Threats from Developments/ livelihoods

The mission notes with concern the proliferation of threats from developmental projects around and inside the properties, including adaptive reuses implemented without compliance to EIA, HIA and SIA framework and without advice from the World Heritage Committee and Advisory Bodies, in terms of the Operational Guidelines on the Implementation of the World Heritage Convention. The Mission team also notes with concern, the absence of EIA, HIA and SIA compliance guidelines and procedures from the State Party, considering that this should be part of the legislative review of national heritage laws. In addition, the Mission team is concerned with developments, either proposed or being implemented, that are not sympathetic to the OUV, authenticity and integrity of the property. The prioritisation of tourism over conservation at the World Heritage property is a matter of great concern.

8.2. Response to TORs

8.2.1. State of Conservation at the Forts and Castles

This Mission team notes with concern that the lack of conservation measures at the property given the progressive deterioration of attributes at each component and the identified threats from development projects, and the absence of buffer zone for each component is threatening the OUV, authenticity and integrity of the property. The OUV is not adequately and properly being looked after by the State Party. An urgent Reactive Monitoring Mission is needed to establish the level at which attributes and components have been compromised, including confirming existing and lost attributes of the property.

8.2.2. Tourism Development at Saint George Castle in Elmina

The Tourism Development project needs to be redesigned, and its concept and programme need to be updated to include full respect for the OUV of the World Heritage property and a closer engagement with local community. A site topographic survey and rigorous drawings of the existent Castle need to be addressed, in order to achieve a more rigorous project proposal, as the plans and the 3d renderings and 3d views that were presented are not accurate with reality.

St. George Castle still preserves its OUV; however, the new concrete market under construction near the castle, and the implementation of the new project proposal can jeopardize the integrity and the authenticity of the property, and can have an impact in the near future on its Outstanding Universal Value. The historical jetties originally built by the Portuguese in the 16th century are located in the beach. They run the risk of being demolished by the Tourism Development Project, as they are not mentioned in the proposal. Also, archaeological research in the entire property should be previewed, planned and integrated, before the beginning of any development work.

A complete documentation of the project with scaled and rigorous detailed plans, sections, and elevations need to be submitted to the World Heritage Centre, and its Advisory Bodies, according to paragraph 172, of the Operational Guidelines for the Implementation of the World Heritage Convention, before any irreversible decisions are made or any implementation undertaken.

8.2.3. Development and Restoration project at Fort Amsterdam in Abandze

The Restoration project needs to be entirely revised, as it is not sufficiently accurate, regarding the design of the existent fort. The project needs to be well grounded, regarding the thorough understanding of an evidence-based reconstruction. Additionally, a general topographic survey and a site survey of the actual current state of conservation of Fort Amsterdam need to be also addressed. The existent survey of the Fort and the project proposal should be presented with more rigour and in a more detailed scale. Identifying the different time periods of construction in Fort Amsterdam through archaeological drawings will better define the project of restoration. Before the beginning of construction, archaeological research should be previewed, planned and integrated. New materials should be avoided, and more detailed information regarding intervention should be provided. When addressing each degree of intervention,

the architects should provide detailed procedures for intervention, clearly indicating and explaining materials and building systems, etc.

The restoration project proposed the reconstruction of some buildings, without submitting detailed documentation to claim this type of intervention. This makes it quite conjectural and open to interpretation, therefore a more stylistic restoration, which will affect the OUV of the World Heritage property. Also, the new project proposes a change in the volume, profile, and use of the Fort. As the project is presented, it can impact the overall integrity and authenticity of the World Heritage property. The new functions designated to each one of the spaces at Fort Amsterdam, as well as its attributes and features should enhance the Outstanding Universal Value perpetuated through criteria (vi). Before any irreversible decisions are made or any implementation undertaken, a Heritage Impact Assessment should be provided, when submitting the complete project for evaluation by the WHC and its Advisory Bodies, according to paragraph 172 of the 'Operational Guidelines for the Implementation of the World Heritage Convention'.

8.2.4. Delineation of buffer zones

The mission team notes with concern that the recommendation on defining and formally gazettement the limits of each one of the components, and their buffer zones have not been done yet by the State Party, in its SOC states. The surrounding land at the components is scarce and this has increased the vulnerability of the individual components and the property, as a whole to encroachment, illegal developments and urban pressure. While national heritage laws do not have provisions for such delineation, except invoking the Lands Act, the State Party needs to urgently address this matter in consultation with affected stakeholders, in order to ensure that the World Heritage property is fully protected. This also includes a full delineation of the buffer areas of each component, as recommended in the past without any further delays.

8.2.5. Protection and Conservation Policies

The Mission team notes that the national heritage legal framework is outdated and is not aligned to good practices and approaches. It also notes with concern that SP in its SOC points out that title deeds for many of the components of the property are not yet registered. There are no conservation guidelines and procedures to support conservation work. The State Party should prioritise the review of this outdated heritage framework to ensure its aligned to good practices and approaches.

8.2.6. Implementation of the International Assistance n°3008 approved by the Committee (Decision 42 COM 13)

The Advisory Mission notes with concern the lack of capacity and awareness within the State Party on the International Assistance approved by the World Heritage Committee, and the need to prepare for its implementation. The Mission team recommends that the State Party prepares for implementing Phase 1

and 2 of the envisaged Implementation Plan for the International Assistance with the support of an expert. The Mission reiterates that developing an integrated plan for the property is priority.

8.2.7. Additional actions

Additional action 1 – SUSTAINABLE DEVELOPMENT OF THE PROPERTY

Noting the proliferation of developments threatening the property, the State Party should consider developing a Cultural Heritage Tourism Strategy, which in essence should recommend sustainable projects that are sympathetic to the OUV, authenticity and integrity of the property as a whole, including associated interpretation plans for each component. In addition, the State Party is encouraged to ensure there is compliance with EIA and HIA protocols, provisions of the Operational Guidelines on the Implementation of the 1972 World Heritage Convention, and the 2015 World Heritage Policy on Sustainable Development.

Additional action 2 – ADDRESS INTERPRETATION AND MUSEALISATION OF THE EMPTY FORTS AND CASTLES

The State Party should address a strategy for the interpretation of the sites, in a physical way, as through exhibitions with illustrative and descriptive panels, or through paintings, and movable objects, among others, and in a digital way, through 3d reconstitutions, as immersive experiences in virtual reality and augmented reality. To give an historical and social interpretation to empty spaces with no use, located in the forts and castles can contribute to the continuity of this heritage as a site of memory. Also, introducing museum activities in places of historical value will increase the interest of the visitors and will help increase the number of tourists that visit the sites.

Additional action 3 – NEED TO ADDRESS RESEARCH IN THE WORLD HERITAGE PROPERTY

The Forts and Castles World Heritage property in Ghana needs to have more integrated research addressed. The property has an enormous potential for the development of research in different levels with universities, research centres, NGOs, etc. Some institutions (as the University of Ghana) have already contacted GMMB, and archaeological research and integrated training activities could evolve from there. However, more research activities should be developed in areas, such as climate change (e.g. studying its impact on the forts); traditional economical activities (e.g. protecting and enhancing activities as traditional fishing); environmental sustainability (e.g. assuring the preservation of native fish quotas); vernacular architecture (e.g. improving living conditions in vernacular dwellings and preserving the use of traditional materials); etc.

Additional action 4 – NEED TO PROMOTE THE WORLD HERITAGE PROPERTY

The World Heritage property needs to be promoted and engage tourism, at national and international levels, to contribute for sustainable development. Promotion could be addressed through flyers, brochures, books, websites, etc. but also social networking as Facebook, Instagram, etc. Local authorities could also exploit the possibilities to use the forts and castles as venues for cultural activities. This could give an extra income that could be directed to the maintenance of the forts and castles. Also, the exceptional value of St. George Castle could contribute to local, national and international awareness, documentation and education. Interpretation of the highly symbolical value of the World Heritage property as a site of memory, cultural interchange and a masterpiece of construction could be presented through virtual reconstitutions or scaled models inside the castle, or through exhibitions on the outside landscape.

8.3. Recommendations to the State Party

Recommendation 1 – HALT ALL CURRENT DEVELOPMENT PROJECTS, INCLUDING PROJECTS, AT AND AROUND ANY COMPONENT OF THE PROPERTY

Given the various development projects being addressed at, within and around the components of the serial property, as well as the need to define buffer zones for each component, the State Party is urged to halt all such development projects entirely, as it is in the case of St. George Castle in Elmina, Fort Amsterdam in Abandzi, around St James Fort in Jamestown, Fort Groot Fredericksborg at Princetown, and Fort Metal Cross in Dixcove, until a full examination of their potential impact on the property can be undertaken. This is regardless of whether or not these projects aim at using and promoting the components, or if the components would simply be affected by independent infrastructural projects. The State Party should further ensure that Heritage Impact Assessments (HIA), Socio-Economic Impact Assessments (SEIA) and, where appropriate, Environmental Impact Assessments (EIA) be systematically included in the planning stages (work plans and budgets) and shared with the WHC. The State Party is further reminded of the importance of paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention which *"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."*

Recommendation 2 – UNDERTAKE EMERGENCY INSPECTION OF ALL THE COMPONENTS (FORTS AND CASTLES) OF THE PROPERTY

An emergency inspection of all the 28 components that constitutes the World Heritage property of the Forts and Castles, Volta, Greater Accra, Central and Western Regions in Ghana needs to be undertaken urgently. This emergency inspection evolves from the observations of the mission team, such as the instability of some roofs and ceilings, as well as lack of security of historical walls and structures. This was observed during the Advisory Mission in some of the forts, such as Ussher Fort in Ussherstown (see fig.14), where due to the heavy rains the roof collapsed in April 2018; and Fort St. Jago in Elmina (see figs. 15 and 16), on which roof trusses and ceilings are on the verge of falling, due to lack of intervention. This emergency inspection will assist in the prioritisation of action regarding urgent works to be addressed, in case of very deteriorated and instable forts and castles, to at least be able to structurally consolidate instable structures at specific components of the property, such as at Fort St. Jago and Ussher Fort. This is of high importance, as lack of maintenance and of conservation resulted in a dire state of some of the forts and castles, which even threatens the safety of the caretakers, and of the visitors and tourists. Following inspection, the State Party should address a prioritisation of action regarding safety requirements first, followed by addressing structural consolidation of the forts and castles, to assure their proper reinforcement.

Recommendation 3 – ASSESS THE INTEGRITY AND AUTHENTICITY OF ALL THE COMPONENTS (FORTS AND CASTLES) OF THE PROPERTY

An evaluation of the state of conservation to assess the integrity and authenticity of all the 28 components needs to be done immediately. This assessment will help identify which of the forts and castles are in good, medium, bad and dangerous state. Such profiling will assist in prioritising action regarding which ones can be restored, conserved and maintained. It will also help assess, which components of the property have been damaged and what are the next steps if the OUV is clearly not being maintained. Such steps should consider all possible options available in terms of the *Operational Guidelines on the Implementation of the Convention*.

Recommendation 4 – SUBMIT THE TOURISM DEVELOPMENT PROJECT FOR ELMINA TO THE WHC

Under paragraph 172 of the Operational Guidelines for the Implementation of the World Heritage Convention, the State Party should submit to the World Heritage Committee, under its Secretariat, the World Heritage Centre, “*major restorations or new constructions which may affect the Outstanding Universal Value*” of the World Heritage property. In the framework of the Tourism Development Project for Elmina, new constructions and infrastructures are being planned for the area surrounding the World Heritage property of St. George Castle. The State Party should submit a detailed conceptual document and a new project proposal for the Tourism development project (including detailed architectural drawings). In addition, the State Party should also submit a topographic survey and a detailed report on the actual state of the Castle and its surroundings (including plans, elevations and sections). The whole project should be submitted to the WHC, “*so that the Committee may assist in seeking appropriate*

solutions to ensure that the Outstanding Universal Value of the property is fully preserved". This would avoid *"making any decisions that would be difficult to reverse"* (WHC, 2017, paragraph 172). The State Party should await feedback from the WHC before implementing any physical aspects of the project.

Recommendation 5 – SUBMIT THE RESTORATION PROJECT OF FORT AMSTERDAM TO THE WHC

Under paragraph 172, (as explained in recommendation 2), the State Party should submit to the WHC projects addressing *"major restorations or new constructions which may affect the Outstanding Universal Value of the property"*. In the framework of Fort Amsterdam Project for Abandzi, a reconstruction intervention is being planned inside Fort Amsterdam, under approved funding from the European Union. The State Party should submit a detailed conceptual document regarding the different intervention degrees in the Fort (e.g. where reconstruction, restoration, conservation should be addressed on each detailed plan, elevation and section; justifying each intervention). An accurate Restoration project, including detailed architectural drawings should be also considered. In addition, the State Party should submit a topographic survey and a detailed report on the actual current state of Fort Amsterdam. The entire project should be submitted to the WHC for comment before implementation, *"so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved"*. This would avoid *"making any decisions that would be difficult to reverse"* (WHC, 2017, paragraph 172). The State Party should await feedback from the WHC, before implementing any physical aspects of the project.

Recommendation 6 – SUBMIT THE CONCRETE MARKET PROJECT BEING BUILT NEAR ST. GEORGE CASTLE IN ELMINA, TO THE WHC

A concrete market is under construction, at the entrance of St. George Castle, in Elmina. The Elmina Municipal Assembly is building a new concrete multi-layered market space, without the knowledge of GMMB. The height of the building, if uncontrolled, may result in visual impact on the skyline of the property, and may also affect the visual integrity of the World Heritage component. The project to be submitted to the WHC, as soon as possible should include the topographic survey of the area, the current state of the open market place and the new project. Any project surrounding any of the World Heritage components, including the construction of the concrete market at St George Castle, should be halted *"so that the Committee may assist in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property is fully preserved"* (paragraph 172, of the Operational Guidelines). Following the project's submission, the State Party should await feedback from the WHC, before continuing with the new market project construction.

Recommendation 7 – DEFINE AND SUBMIT TO THE WHC THE PROPERTY BOUNDARIES OF ALL THE COMPONENTS AND THEIR BUFFER ZONE PROPOSAL

The State Party should define and submit as soon as possible, to the World Heritage Centre, the property boundaries, establishing in detail the limits of each component, along with a careful justification of the

boundaries for each component. Accurate maps specifying the coordinates of the property boundaries (C1, C2, C3, etc.) should be submitted to the WHC, including the GPS coordinates of each boundary limit. Following and under the Minor Boundary Modification (MGM) procedure, the State Party should submit to the World Heritage Centre before 1 February 2020, a proposal of buffer zone for all the components that constitute the World Heritage property of the Forts and Castles, Volta, Greater Accra, Central and Western Regions, in Ghana. A careful justification of compliance regarding the buffer zones should be prepared and submitted to the WHC, taking into consideration paragraphs 103 to 107, from the *Operational Guidelines for the implementation of the World Heritage Convention*.

Recommendation 8 – IDENTIFY, PREVENT AND MITIGATE THE IMPACT OF FACTORS AFFECTING OR THAT CAN VERY SOON AFFECT THE OUTSTANDING UNIVERSAL VALUE OF THE PROPERTY

Noting that factors as lack of protection, urban pressure, encroachment, large scale investments surrounding the forts and castles, lack of urgent intervention, abandonment, incorrect interventions, etc., are increasingly mounting and are not being controlled (see sub-chapter 3.3), having continuous impact on the property, the State Party has to take urgent action to address them. If there is a continuous lack of action from GMMB, this may irretrievably affect the Outstanding Universal Value of the property in a very near future. This will require major action from the State Party, as it will contribute to avoiding illegal constructions inside or around the forts and castles, as well as curbing intrusive interventions and any encroachments.

Recommendation 9 – REVIEW AND UPDATE NATIONAL HERITAGE LEGISLATION IN ORDER TO PROTECT THE WORLD HERITAGE PROPERTY

There is an urgent need to review and update the national heritage legislation that protects heritage, including World Heritage properties in Ghana so as to align it to good practices and approaches in heritage management. It was observed during the Advisory mission, that there is no legal mechanism within the current heritage laws to align ownership of private property, and to support the conservation of World Heritage properties in Ghana. Protective legislation is a requirement to assure the effective management of the property.

Recommendation 10 – DEVELOP AND IMPLEMENT THE MANAGEMENT PLAN FOR THE WORLD HERITAGE PROPERTY

The State Party should prioritise the development and implementation of the Management Plan for the property as advised by the WHC. Noting that an International Assistance requested by the State Party was already approved for developing this plan, a detailed project strategy and a revised implementation plan needs to be urgently developed and submitted to the WHC to trigger the release of the first tranche of the funding. This plan should include an overall management framework for the property as a whole, as well as specific management plans at each of the components.

Recommendation 11 – DEVELOP AND MAINTAIN A PROPER DATABASE OF ALL THE COMPONENTS OF THE PROPERTY

The State Party is encouraged to urgently create a centralised database covering the 28 components as a platform to be physically and digitally accessed and consulted by GMMB staff. This database is expected to improve monitoring and decision making regarding conservation of the property. The database should systematically collect, document and integrate the scientific, historical and architectural documentation of each one of the 28 components that constitute the property. The database development process should also gather existent data, scattered in individual computers of staff, as well as accessing databases in the hands of academics (i.e. Ghana University) and other national and international institutions. However, the accessing academic database is dependent on the good will of each professional to share his/her documentation. GMMB should gather information in a platform, regarding: historical data about the castles and forts interconnection; the intangible knowledge existent in the past and nowadays in local communities; the archaeological tangible data and its interpretation; information about World Heritage Convention and procedures; Management systems and Management Plans; the Monitoring process; Conservation Plans; and construction technology and the maintenance requirements of the physical fabric, etc.

Recommendation 12 – DEVELOP AND IMPLEMENT CAPACITY BUILDING FOR GMMB STAFF

The State Party is encouraged to urgently develop and implement capacity building, as there is need for expertise among GMMB staff. This would help respond to the currently lack of different technical capacities, as well as address the conservation priorities at the 28 components of the property. There is a need for investment by the State Party in addressing capacity building of GMMB, as well as partnering with Advisory Bodies as ICOMOS and ICCROM, the African World Heritage Fund (AWHF) and the WHC, before it is too late, and the lack of capacity affects the OUV of the property.

Recommendation 13 – DEVELOP A CONSERVATION STRATEGY AND MANUAL FOR THE PROPERTY

The State Party is encouraged to develop a conservation strategy and manual, which should include: (i) conservation procedures in line with good practices; (ii) the definition of conservation and maintenance roles and staff responsibilities at each fort and castle; (iii) the identification of the building materials and of the traditional maintenance to be followed; (iv) procedures for emergency conservation; and (v) conservation monitoring framework for the property. The recommended conservation strategy and conservation manual will thus address both the preventive action and the conservation interventions at the property. Even if there could be staff changes due to either retirement or dismissal, the Conservation Manual would assist GMMB to retain institutional capacity in, as far as conservation is concerned. The manual would assist new personnel to continue with the conservation work at site using the outlined procedures and approaches, while linked to an integrated database of the property. Trying to reinvent the wheel, each time that a new person joins the staff work should be avoided.

Recommendation 14 – DEVELOP A DISASTER RISK PLAN

The Mission recommends that the State Party considers developing a disaster risk plan for the property. The Disaster Risk Management Plan should also integrate the procedure to be addressed in cultural heritage risk preparedness. Besides weather and human risks that can affect the World Heritage property, the disaster risk plan should also consider the challenges of rapid transformation of the urban fabric, as a source of vulnerability. This will allow the State Party to be more vigilant, and pro-active, and be better prepared for urban pressure.

9. BIBLIOGRAPHIC AND ONLINE REFERENCES

- The Conversation (June 6, 2019). *Livelihoods and culture under threat in Ghana's historic port of Jamestown*. Available at: <http://theconversation.com/livelihoods-and-culture-under-threat-in-ghanas-historic-port-of-jamestown-118221>
- GhanaWeb (April 24, 2014). *Brit fights Ghana Gov't over 300-year-old Fort at Dixcove*. General News of Thursday, 24 April 2014. Available at: <https://www.ghanaweb.com/GhanaHomePage/NewsArchive/Brit-fights-Ghana-Gov-t-over-300-year-old-Fort-at-Dixcove-307148>
- ICOMOS (2011). *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*. Paris. Available at: https://www.icomos.org/world_heritage/HIA_20110201.pdf
- Roberts, J. (2013). *Dungeons, Castles or Resorts? The Changing Utility and Meaning of the Slave Forts of Ghana*. Available at: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=2236865
- UNESCO-WHC (2009). *World Heritage and Buffer Zones / Patrimoine mondial et zones tampons*. World Heritage papers, N°25. Paris: UNESCO-World Heritage Centre. Available at: <https://whc.unesco.org/document/101967>
- UNESCO-WHC (2017). *Operational Guidelines for the Implementation of the World Heritage Convention*. Paris: UNESCO-World Heritage Centre. Available at: <http://whc.unesco.org/en/guidelines/>

10. ANNEXES

10.1. Terms of Reference

The State Party of Ghana has invited a joint WHC-ICCROM-ICOMOS Advisory Mission to review and assess a tourism development project in the vicinity of the Castle of Saint George in Elmina and the development and restoration projects at Fort Amsterdam in Abandzi, two components of the World Heritage property.

The joint WHC-ICCROM-ICOMOS Advisory Mission shall:

1. Comment on the overall state of conservation of the components of the World Heritage property that will be visited, giving particular attention to their conditions of integrity and authenticity, and seek to obtain, to the extent possible, relevant information on the state of conservation also of the property's other components that cannot be visited during this mission;
2. In relation to the tourism development project at the Castle of Saint George in Elmina and the development and restoration projects at Fort Amsterdam in Abandzi and related works:
 - Review the scope, justification and detailed plans for these projects and related works;
 - Assess their potential impact on the Outstanding Universal Value of the World Heritage property, including its conditions of integrity and authenticity;
 - Where negative impacts are identified, consider whether or not mitigation measures could be proposed to eliminate or mitigate the impacts of such projects on the Outstanding Universal Value of the property;
 - Review the protection and conservation policies of the components, their surroundings and wider contexts, as well as their management system, taking into account in particular the National Tourism Development Plan (2013-2027);
 - Consider the situation with the delineation of their buffer zones;
 - Take into account also associated aspects of the project, in particular those related to the involvement of the local communities in the tourism development, their aspirations in terms of income generating activities and the promotion of cultural expressions (intangible heritage, cultural industries, etc.).
3. Review and assess other potential projects proposed for development at visited components of the World Heritage property;
4. Study the steps taken or foreseen by the competent authorities for the implementation of the International Assistance n°3008 approved by the Committee (Decision 42 COM 13) for the "Preparation of a Management Plan for the Forts and Castles of Ghana" and provide further advice in view of its planning where appropriate.

In preparation for the Advisory Mission, the State Party shall provide the mission team, before the mission takes place, with all the necessary background detailed technical material on the projects.

On the basis of the site visits and meetings with representatives of the State Party, stakeholders and local communities, the mission shall prepare a concise mission report including an analysis of the above mentioned points and recommendations.

10.2. Statement of Outstanding Universal Value of the World Heritage property of the “Forts and Castles, Volta, Greater Accra, Central and Western Regions”, in Ghana.

Adoption of the Retrospective statement of Outstanding Universal Value (RSOUV) adopted by the World Heritage Committee at its 36th session (2012, St. Petersburg) – Decision: 36 COM 8E.

Brief synthesis

These fortified trading posts, founded between 1482 and 1786, and spanning a distance of approximately 500 km along the coast of Ghana between Keta in the east and Beyin in the west, were links in the trading routes established by the Portuguese in many areas of the world during their era of great maritime exploration. The castles and forts were built and occupied at different times by traders from Portugal, Spain, Denmark, Sweden, Holland, Germany and Britain. They served the gold trade of European chartered companies. Latterly they played a significant part in the developing slave trade, and therefore in the history of the Americas, and, subsequently, in the 19th century, in the suppression of that trade.

The property consists of three Castles (Cape Coast, St. George’s d’Elmina and Christiansborg at Osu, Accra), 15 Forts (Good Hope at Senya Beraku; Patience at Apam; Amsterdam at Abandzi; St. Jago at Elmina; San Sebastian at Shama; Metal Cross at Dixcove; St. Anthony at Axim; Orange at Sekondi; Groot Fredericksborg at Princesstown; William (Lighthouse) at Cape Coast; William at Anomabu; Victoria at Cape Coast; Ussher at Usshertown, Accra; James at Jamestown, Accra and Apollonia at Beyin), four Forts partially in ruins (Amsterdam at Abandzi; English Fort at British Komenda; Batenstein at Butre; Prinzensten at Keta), four ruins with visible structures (Nassau at Mouri; Fredensborg at Old Ningo; Vredenburg at Dutch Komenda; Vernon at Prampram and Dorothea at Akwida) and two sites with traces of former fortifications (Frederiksborg at Amanful, Cape Coast and Augustaborg at Teshie, Accra).

The basic architectural design of the Forts was in the form of a large square or rectangle. The outer components consisted of four bastions/batteries or towers located at the corners, while the inner components consisted of buildings of two or three storeys with or without towers, in addition to an enclosure, courtyard or a spur. Many have been altered, during their use by successive European powers, and some survive only as ruins.

St. George’s d’Elmina Castle, built in 1482, is one of the oldest European buildings outside Europe, and the historic town of Elmina is believed to be the location of the first point of contact between Europeans and sub-Saharan Africans.

The castles and forts constituted for more than four centuries a kind of ‘shopping street’ of West Africa to which traders of Europe’s most important maritime nations came to exchange their goods for those of African traders, some of whom came from very far in the interior.

They can be seen as a unique “collective historical monument”: a monument not only to the evils of the slave trade, but also to nearly four centuries of pre-colonial Afro-European commerce on the basis of equality rather than on that of the colonial basis of inequality. They represent, significantly and emotively, the continuing history of European-African encounter over five centuries and the starting point of the African Diaspora.

Criterion (vi): The Castles and Forts of Ghana shaped not only Ghana's history but that of the world over four centuries as the focus of first the gold trade and then the slave trade. They are a significant and emotive symbol of European-African encounters and of the starting point of the African Diaspora.

Integrity

The property contains all the significant remains of forts and castles along the coast.

Some of the ruins are susceptible to wave action. The sea has attacked a major part of Fort Prinzenstein but its protection has been enhanced by the construction of a sea defence wall, and efforts are being made to stabilise the remaining parts.

Overall, the sites remain vulnerable to environmental pressures, development pressure including localized quarrying, and lack of adequate funding for the regular maintenance and conservation of the sites. There are also no buffer zones.

Authenticity

The forts and castles were periodically altered, extended and modified to suit changing circumstances and new needs. In their present conditions, they demonstrate that history of change. As symbols of trade, and particularly the slave trade, they need to continue to reflect the way they were used.

Protection and management requirements

The Castles and Forts have been respectively established and protected as National Monuments under the National Liberation Council Decree (N.L.C.D) 387 of 1969 and Executive Instrument (E.I.) 29 of 1973. All sites are in the custody of the Ghana Museums and Monuments Board (GMMB). Also James Fort, Accra, and Fort William, Anomabu, are no longer in use as prisons and have been handed over to the GMMB.

The Monuments Division of the GMMB provides technical advice and management. Regular state-of-conservation inspections are undertaken. Priority programmes are established to help ensure that appropriate interventions are carried out

The existing legislative framework is to be reviewed, and it is expected that a new legal framework will enhance the existence of the heritage resources, the socio-economic developments and improve the quality of life of the local inhabitants.

A management plan still needs to be prepared. There is an on-going need to ensure adequate resources and training for staff, and to demarcate the boundaries of the sites and establish buffer zones.

10.3. Mission team

Ms Mariana CORREIA (ICOMOS):

President and professor at Escola Superior Gallaecia (Architecture School in Portugal), and World Heritage Advisor for ICOMOS, Ms Correia did several Reactive Monitoring Missions, Technical Evaluation Missions and Advisory Missions in Africa, Asia, Middle East and Europe. She co-organized World Heritage courses, and taught in World Heritage courses for ICCROM, IUCN, ICOMOS and ARC-WH, in UAE, Norway and Bahrain. She also participated in the Evaluation of World Heritage nominations for ICOMOS World Heritage Evaluation Unit. She holds a PhD on Conservation of World Heritage from OBU, Oxford, UK; and a Masters on Earthen Architecture from CRATerre-ENSAG, in France. As project-leader, she won 2 European Union projects and 1 National research project. She is the President of ICOMOS-ISCEAH (earthen heritage) and a Board member of ICOMOS-Portugal.

Mr Pascall TARUVINGA (ICCROM):

Chief Heritage Officer for Robben Island World Heritage Site (South Africa). Pascall is graduating with PhD at University of Cape Town in July 2019. Over twenty years' experience in various positions; Senior Consultant (African World Heritage Fund), South Africa, World Heritage Specialist (South Africa), Programme Manager (AFRICOM-Kenya), Director Research and Development (Zimbabwe) and Head of Department (Archaeology)-Zimbabwe. Has experience in museums, heritage sites, research and development, cultural tourism, World Heritage, intangible heritage, community engagement, disaster risk planning, archives and protected areas with cultural heritage. Undertakes UNESCO/Advisory Bodies Reactive Monitoring and Advisory Missions, capacity building and nomination training programmes, review of impact assessment reports, including being the coordinator of the AWHF nomination training programmes. Has developed management plans and cultural tourism strategies at both national and regional levels.

Mr David STEHL, Programme Specialist, Africa Unit of the UNESCO World Heritage Centre:

Specialist of Intangible Cultural Heritage, Mr Stehl holds a degree in Ethnomusicology on popular traditional music of Ghana where he has spent several months for field research (1999/2000). He joined UNESCO in 2001 (Intangible Heritage Section) and was appointed as Culture Programme Specialist in the UNESCO Offices in Bamako/Mali (2010-2013) and Dakar/Senegal (2013-2016) before integrating the World Heritage Centre.

10.4. Itinerary and programme

<u>Saturday 27 & Sunday 28 April</u>			
Arrival of Advisory Mission			
<u>Sunday 28 April</u>			
16:30 – 18:30	Welcome and Briefing Meeting: Presentation of mission objectives and programme	Accra, Sam's Cottage Hotel	GMMB Exec. Director, Mission team, Ambassador & Permanent Delegate of Ghana to UNESCO, Ghana NatCom Secretary-General, National Culture Focal point, Head of UNESCO Accra Office, National Culture Officer
<u>Monday 29 April</u>			
06:00	Departure/Travel to Elmina		
10:00 – 12:30	Meeting with the Architects of the proposed Elmina Heritage Bay Tourism Project and with Ghana Tourism Authority & Site visit of the St. George Castle	St George Castle, Elmina	Mission Team, GMMB, NatCom, UNESCO Accra Office, Ghana Tourism Authority (GTA)
13:00	Lunch	Coconut Grove Hotel	
14:30 – 17:00	Site visit of St. George Castle (cont'd)	St George Castle, Elmina + surroundings	
17:30 – 18:30	Site visit of Fort St. Jago	Elmina	Mission team, UNESCO-Accra
<u>Tuesday 30 April</u>			
10:00 – 11:00	Meeting with the Traditional Council and stakeholders in Elmina	Elmina	Chief Nana Kodwo Condua VI, Omanhen of Edina Traditional Area, Traditional leaders

			(Chiefs), GMMB, NatCom, Mission team, Ghana Tourism Authority (GTA), UNESCO-Accra office
11:30 – 14:00	Site visit of Cape Coast Castle	Cape Coast	GMMB, NatCom, Mission team, UNESCO-Accra
14:30 – 15:30	Late Lunch	Cape Coast	
15:30	Return to Elmina		
16:00 – 17:30	2 nd visit of Fort St. Jago	Elmina	Mission team, UNESCO-Accra
Wednesday 1 May			
07:30	Departure from Elmina to Abandze (then to Accra)		
09:00 – 10:30	Site visit of Fort Amsterdam	Abandze	GMMB, Mission team, NatCom, UNESCO-Accra
15:00 – 19:00	Technical Meeting with UNESCO Accra, NATCOM & GMMB + ICOMOS + ICCROM on organization of implementation of the International Assistance	UNESCO Office Accra	GMMB, Mission Team, Head of UNESCO Accra + Culture Officer, Department of Archaeology and Heritage Studies, GTA, NatCom, Prof. Wellington
Thursday 2 May			
09:30 – 10:00	Meeting with the H.E. Ms Minister Barbara Oteng-Gyasi, Hon. Minister of Tourism, Arts and Culture	Ministry of Tourism, Arts and Culture, Accra	GMMB (Exec.Director + Chairperson of the Board), UNESCO (Accra + WHC), NatCom, ICOMOS
10:00 – 14:00	Visit of Forts in Accra (Fort James, Ussher Fort, Christiansborg)	Jamestown, Usshertown, Osu	GMMB, UNESCO (Accra+WHC), NatCom, ICOMOS
Evening	Departure of the Mission team		

10.5. List of people met and that participated in the meetings during the Advisory Mission

WELCOME MEETING AT THE SAM'S COTTAGE HOTEL ON THE 28TH APRIL 2019:

- H. E. Ms Anna Bossman, Ambassador Extraordinary and Plenipotentiary of the Republic of Ghana to France, Permanent Delegate
- Ama Serwah Nerquaye-Tetteh, Chairperson, NATCOM
- Kingsley Ofori Ntiamoah, Acting Executive Director, GMMB
- Abdourahamane Diallo, Head of Office in Accra and the UNESCO Representative to Ghana
- Carl Ampah, Culture Officer UNESCO-Ghana
- Christopher Wetcher, NATCOM
- Pascall Taruvinga, ICCROM
- Mariana Correia, ICOMOS
- David Stehl, UNESCO/WHC

MISSION TEAM & GHANAIAN DELEGATION ACCOMPANYING THE MISSION DURING THE FIELD TRIP:

(These persons have generally attended the meetings below and are therefore not listed repeatedly in the field trip meetings)

- Mariana Correia, ICOMOS
- Pascall Taruvinga, ICCROM
- David Stehl, UNESCO/WHC
- Carl Ampah, UNESCO-Ghana
- Kingsley Ofori Ntiamoah, GMMB
- Natalyn Oye Addo, GMMB
- Christopher Wetcher, NATCOM

MEETING ON THE 29TH OF APRIL 2019, AT ELMINA CASTLE – PRESENTATION OF THE PROJECT

- MISSION TEAM & GHANAIAN DELEGATION
- Abdoul Amadou (Architect)
- Arch Xenus – Architectural enterprise in charge of the project for Elmina Castle surroundings.
- Ekow Sampson (Presenter of the Project), GTA
- Mavis Baah, GMMB
- Frederick Mensah, GMMB
- Clifford Ashun, GMMB
- Robert Kugbey, GMMB
- Johnson Boateng, GMMB
- Samuel Adu Boateng, GMMB
- Mark Amenyo-Xa, GMMB
- Francis Otoo, UNESCO-Ghana
- Robert Morgan Mensah, GMMB

MEETING OF UNESCO MISSION TEAM WITH EDINA TRADITIONAL COUNCIL, AT ELMINA ON THE 30TH OF APRIL 2019. Who attended the meeting from the visitor's side:

- MISSION TEAM & GHANAIAN DELEGATION
- Ekow Sampson, Ag. Deputy CEO/ GTA Operations, Ekowsampson79@gmail.com
- Stephen AnnarkArchitect (FRIDOUGH), sannak@fridough.com
- Natalyn Oye Addo, Ass. Conservator, oyeaddo@yahoo.com
- Johnson Boateng, GMMB, 0244445738
- Abdoul Aeje Amadou, Architect, 0501401220
- Clifford Ashun, R/H GMMB, 0244734595
- Stephen Begyua, 0246468547
- Joseph Koomson, 0244287367
- Felix Niechie, 024933806
- Isaac Essuman, 0242662755
- Frank Yeboah, 0244711148

MEETING OF UNESCO MISSION TEAM WITH EDINA TRADITIONAL COUNCIL, AT ELMINA ON THE 30TH OF APRIL 2019. Who attended the meeting from the chief's side:

- MISSION TEAM & GHANAIAN DELEGATION
- Nana Shadwo Condua (Paramount Chief) VI, Atonkwa
- Nana Shodwo Edunakwa (spoke on behalf of the Chief), Atonkwa
- Nana Shewesi Asuoasi IV, Atabadze
- Nana Ekua Meansan V, Elmina
- Nana Takyi Kessie IV, Abee
- Nana Amae Eduabo IV, Pershie
- Nana Owanano II, Simew
- Nana Kojo Koh III, Nsadwer
- Nana Adjoa Kwegyewah II, Bantuma
- Nana Afako II, Ayensudo
- Nana Kwesi Kweigya II, Bantuma
- Mr. Isaac Dadzie-Mensah, Elmina
- Mrs. Vida Ahianyo, Elmina
- Nana Ama Anowewah II, Elmina
- Nana Nketsiah, Elmina
- Nana Kodwo Yaw II, Elmina
- Nana Atom III, Atronkwa
- Nana Ekua Kwansiwa II, Ayensudo
- Nana Ekua Botwewa II, Sanka
- Opanyin Kwamena Amissah, Elmina

1ST OF MAY 2019: Debrief at the UNESCO-Ghana Office (afternoon)

- Abdourahamane Diallo, Head of Office, UNESCO- Ghana, a.diallo@unesco.org
- Carl Ampah, UNESCO-Ghana, c.ampah@unesco.org
- Stehl David, UNESCO/WHC, d.stehl@unesco.org
- Mariana Correia, Architect (ICOMOS), marianacorreia@esg.pt
- Pascall Tarivinga, ICCROM, Pastar143@yahoo.com
- Kingsley Ofosu Ntiamoah, GMMB, reviveghana@yahoo.com
- Bernard Agyiri Sackey, GMMB, b.agyirisackey@gmail.com

- Natalyn Oye Addo, GMMB, Oyeaddo@yahoo.com
- Ama Serwah Nerquaye-Tetteh, Chairperson, NATCOM, as.nerquaye-tetteh@unescoghana.org
- Christopher Wetcher, NATCOM, chriswetcher@gmail.com
- Akwasi Agyeman, Ghana Tourist Authority, aagyeman@ghana.travel
- Ekow Sampson, Ghana Tourist Authority, esampson@ghana.travel
- Nana Dwoahene Acheampong, Ghana Culture Forum/NCC, niiglo@yahoo.co.uk
- Prof. H.N.A Wellington, Independent Scholar, awellington@live.com

MEETING ON THE 1ST OF MAY 2019 (evening)

Meeting between Mariana Correia, David Stehl, Abdourahamane Diallo and Kodzo Garua (Archaeologist who works on several sites in Ghana, including in Elmina).

Prof. Kodzo Garua,
Dept of Archaeology and Heritage Studies,
University of Ghana,
kgavua@ug.edu.gh, + 233 245887385 / 208 130581

MEETING WITH THE HON. MINISTER OF TOURISM, ARTS AND CULTURE ON THE 2ND OF MAY 2019

- H.E. Ms Barbara Oteng-Gyasi, Hon. Minister of Tourism, Arts and Culture, cog-112@hotmail.com
- Abdourahamane Diallo, Head of Office, UNESCO-Ghana, a.diallo@unesco.org
- David Stehl, UNESCO/ World Heritage Centre, d.stehl@unesco.org
- Mariana Correia, ICOMOS (Advisory Body of UNESCO), marianacorreia@esg.pt
- Carl Ampah, UNESCO-Ghana, c.ampah@unesco.org
- Agyiri Sackey, GMMB, b.agyirisackey@gmail.com
- Natalyn Oye Addo, GMMB, oyeaddo@yahoo.com
- Christopher Wetcher, NATCOM, c.wetcher@unescoghana.org
- Kwame Sowu, GMMB, ks@energysynergiesgh.com
- Kingsley Ofosu, GMMB, reviveghana@yahoo.com
- Ama Serwah Nerquaye-Tetteh, UNESCO-NATCOM, sg@unescoghana.org

MEETING WITH A REPRESENTATIVE OF THE CLANS ON THE 2ND OF MAY 2019 (afternoon)

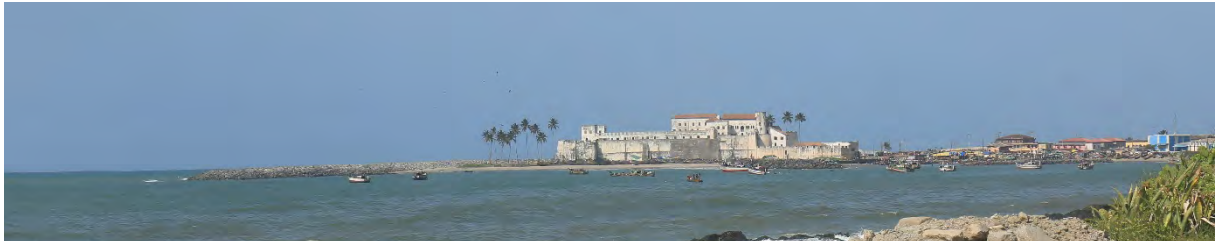
Informal meeting between David Stehl, Mariana Correia, Carl Ampah and Nii Akwei Bonso III (one of the chiefs from James Town).

Chief of 3 clans who lives around James Town

- Nii Akwei Bonso III
- Ngleshie Korle We Manste, Paramount Stool Secretary, 0244246629
Niiakwebonsoegment.com

10.6. Photographs

10.6.1. St George's Castle at Elmina



View on St George Castle (from Cape Coast-Takoradi road)



Google Earth screen shot showing St George Castle and Fort St Jago (upper left, here referred to as Fort Coenraadsburg)



Photo shown on a panel for visitors

Forecourt of the Castle and the concrete market under construction (west flank)



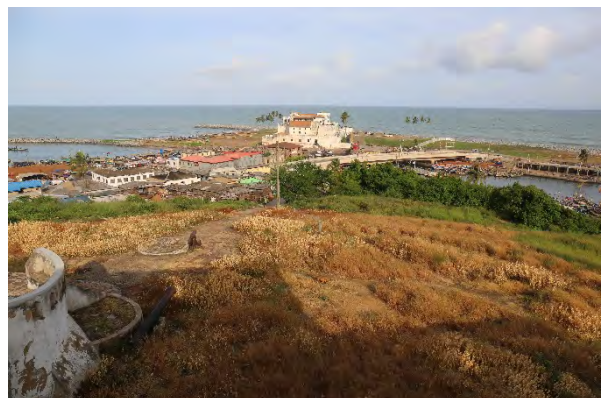
Backside of the castle (east flank) with the shipyard and entrance to fishing harbour





10.6.2. Fort St Jago

Front side of the Fort (south-east side) and surrounding views on Elmina and St George Castle



Inner court and inside of the Fort



Paved footpath up to the Fort, unidentified ruins and habitats/wooden barracks foreseen for removal





10.6.3. Fort Amsterdam at Abandzi



Google Earth screen shot showing Fort Amsterdam

Access to the Fort by car and on foot





View on the outside of the Fort



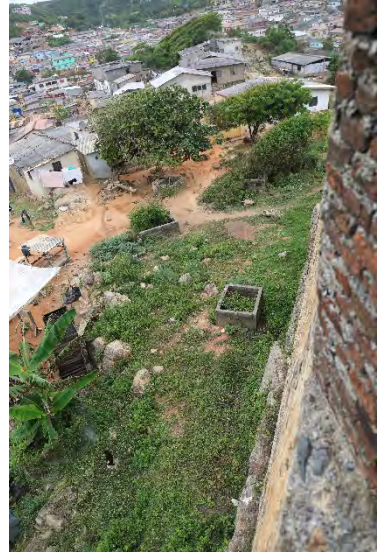


Inside the Fort





Urban pressure and constructions in the vicinity of the Fort



10.6.4. Cape Coast Castle

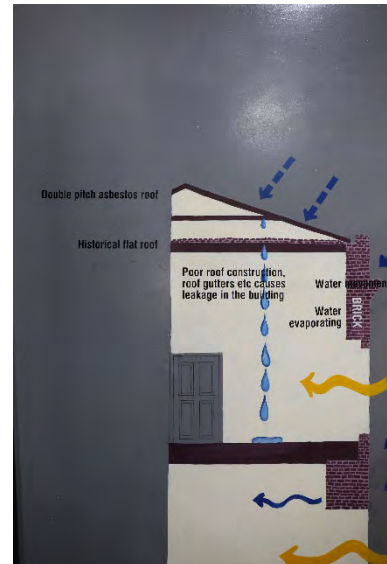
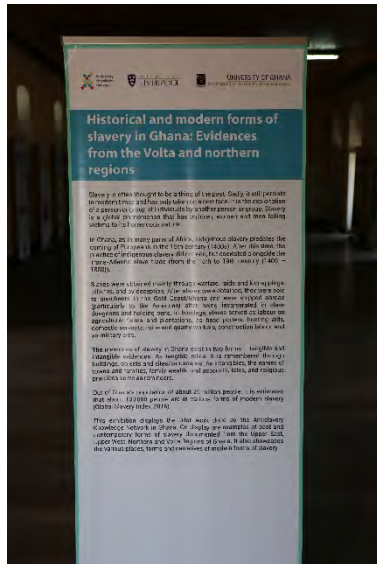
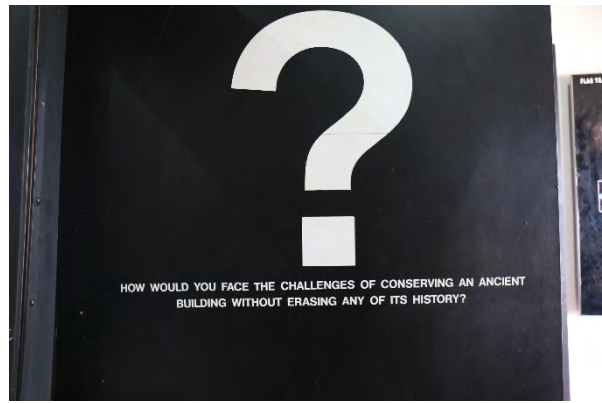


Google Earth screen shot showing Cape Coast Castle

Inside the Castle (incl. museum/exhibition spaces)

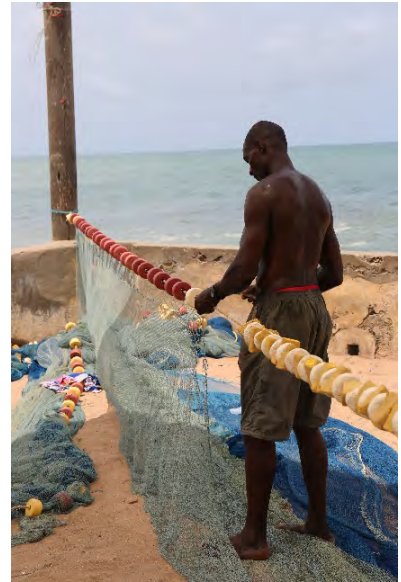






Surroundings and community activities





10.6.1. Ussher Fort

Inside the Fort



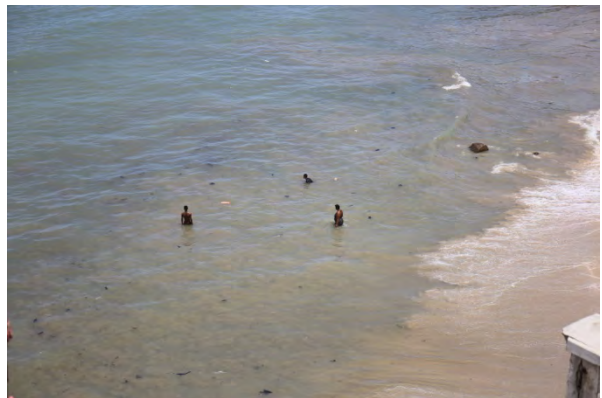


Museum Space (damaged by heavy winds and rains)





Surroundings (view from the Museum terrace, showing pollution and view on the future James Town Fishing Harbour complex area)





10.6.2. James Fort

Inside of James Fort





Surrounding of James Fort – area foreseen for the James Town Fishing Harbour Complex



Google Earth screen shot showing James Fort (square like structure) and space designated for the James Town Fishing Harbour complex on the Fort's east side



10.6.3. Fort Christiansborg





OTHER ANNEXES

- Power-point presentation of Elmina Heritage Bay Tourism project
- Conceptual Note of the Restoration Project of Fort Amsterdam
- Technical dossier (with architectural drawings) of the Restoration Project of Fort Amsterdam

10.7.

**Power-point presentation of Elmina Heritage
Bay Tourism project**

ELMINA HERITAGE BAY

ELMINA-GH-COMMERCIAL_TOURISM_ENCLAVE_REDEVELOPMENT_SCHEME_ADVANCED INCEPTION

ARCHXENUS

CONTENT

AX18000

CONTENT	PAGE NO.
DOCUMENT 1 (ADVANCED INCEPTION)	
SITE	4-6
- Location	
- Inventory	
- Analysis	
REFERENCE IMAGES	8-11
CASE STUDY – THE MULIA, BALI, INDONESIA	13-15
BRIEF & ACCOMMODATION SCHEDULE	16-17
3D RENDERINGS	18-36
3D VIEWS	36-45
BLOCK PLAN	46-48

SITE

LOCATION | INVENTORY | ANALYSIS

SITE LOCATION

AX18000



Project Location: **ELMINA GHANA COMMERCIAL TOURISM ENCLAVE REDEVELOPMENT SCHEME** ADVANCED INCEPTION
 REF: RES_AX 18000 | May 2018

ARCHXENUS



Old Dutch Cemetery



Fort St. Jago



Fish Market



Bethel Methodist Church



Hotel Coconut Grove Bridgehouse



Beach view of St. George's Castle

01

Noise pollution from the nearby fishing community and from the sea waves

Intervention:

- Use of planters to aid dampen noise
- Segregating activity zones

02

Prevailing Wind Direction.

Intervention:

- Increased open space activities for maximum ventilation

LEGEND



Sun Path



Prevailing Wind Directions



Vehicular Route



Noise



Views



03

Lack of enough tall trees on the site for shading

Intervention:

- Growth of additional trees
- Maintenance of existing trees on site.

04

Complete views of the site from the Castle

Intervention:

- Creation of scenic views to add to the appeal of the site

05

Major Road Access

Intervention:

- Creation of lay-bys closer to the castle to ease traffic flow

REFERENCE IMAGES

REFERENCE IMAGES

AX18000



REFERENCE IMAGES

AX18000



REFERENCE IMAGES

AX18000

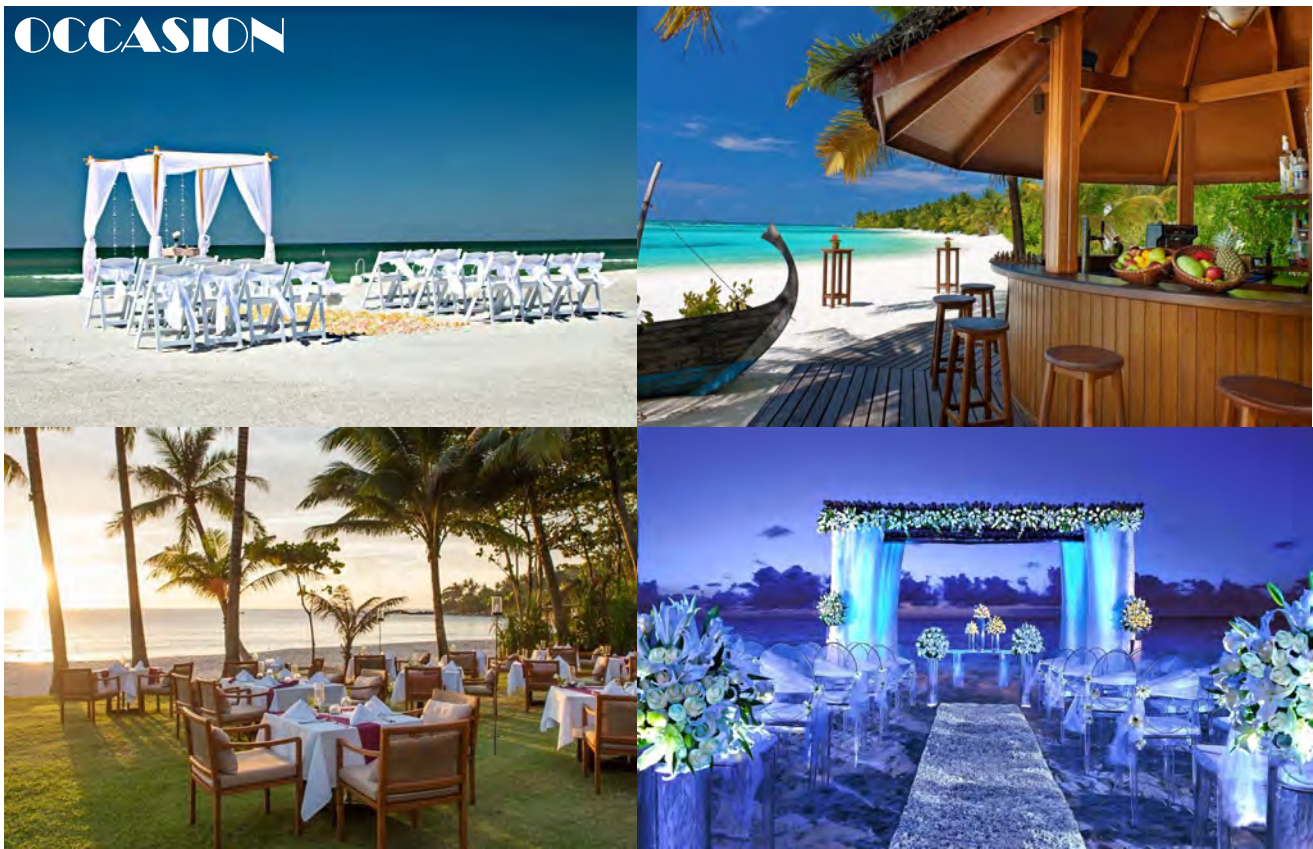


Project Location: **ELMINA GHANA COMMERCIAL TOURISM ENCLAVE REDEVELOPMENT SCHEME** ADVANCED INCEPTION
REF: RES_AX 18000| May 2018

ARCHXENUS

REFERENCE IMAGES

AX18000



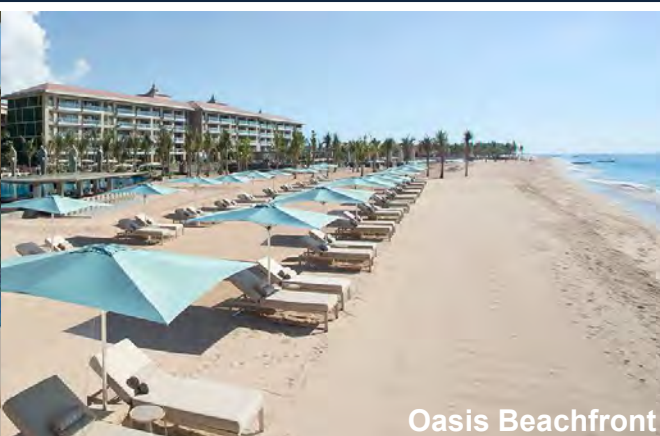
Project Location: **ELMINA_GHANA_COMMERCIAL_TOURISM_ENCLAVE_REDEVELOPMENT_SCHEME_ADVANCED INCEPTION**
REF: RES_AX 18000| May 2018

ARCHXENUS

CASE STUDY – THE MULIA, BALI, INDONESIA



The Oasis Pool



Oasis Beachfront



Unity Garden



Tennis Court



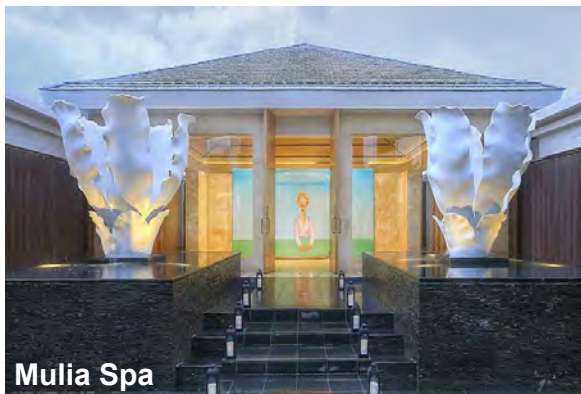
Sky Bar



Eternity Channel



Harmony Chapel



Mulia Spa



Mulia Deli

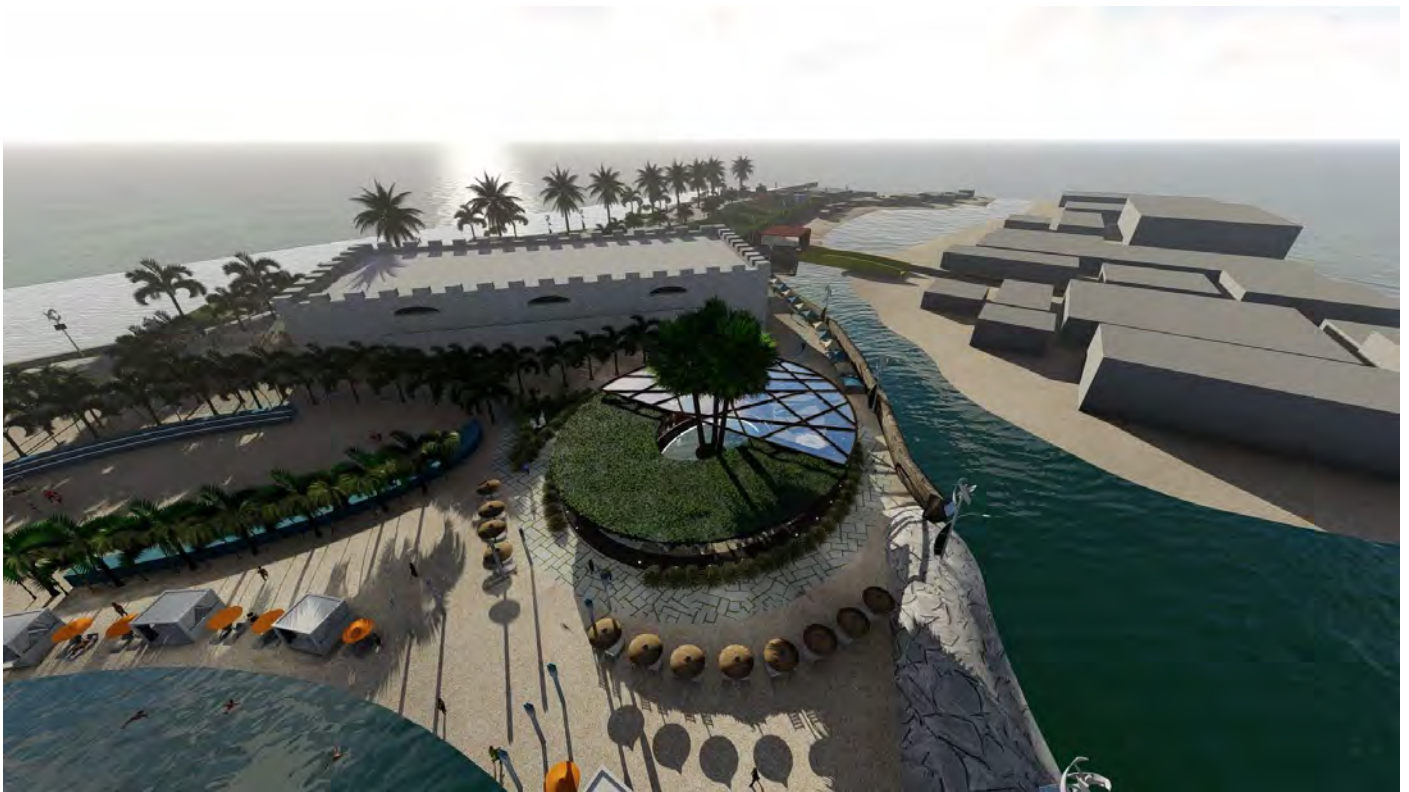


Mulia Kidz

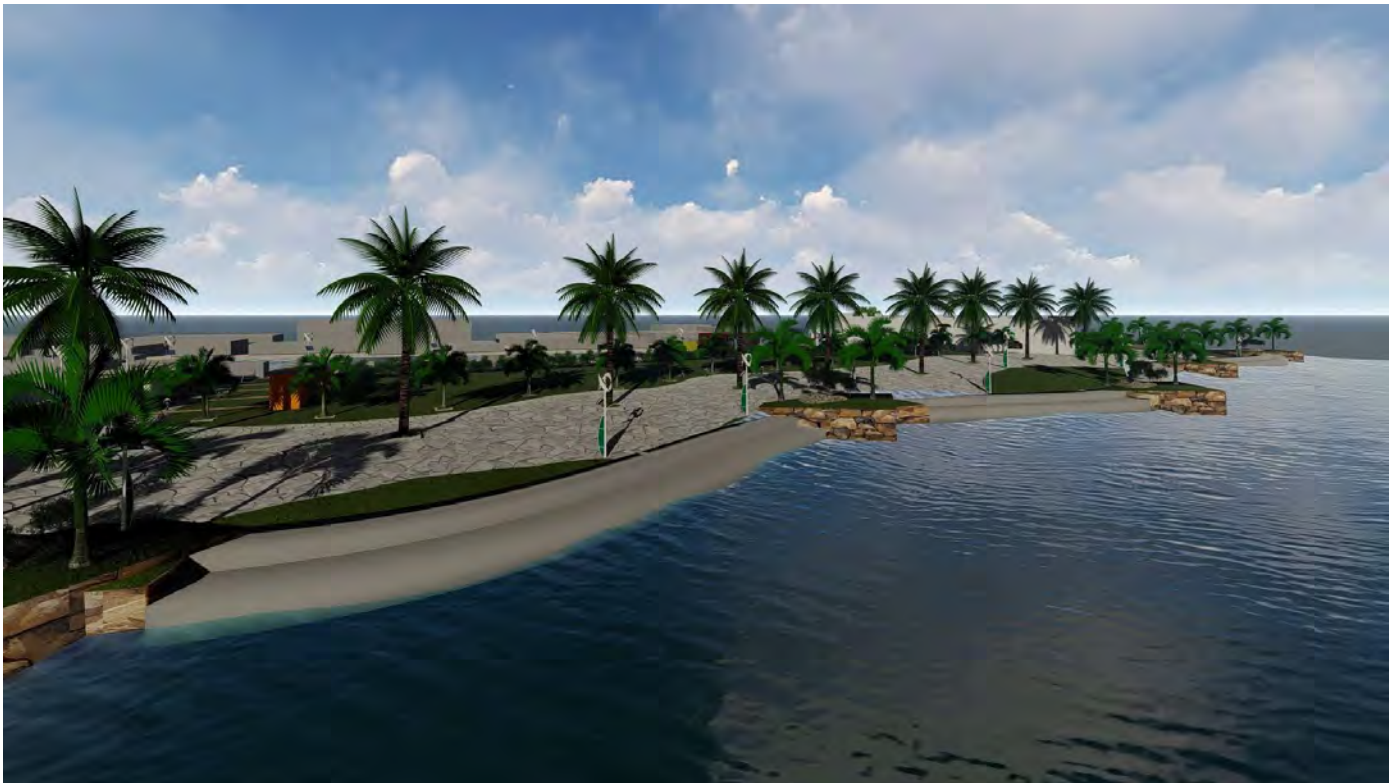
BRIEF AND ACCOMMODATION SCHEDULE

SPACE	AREA (m ²)
Receptive Facility	300
Restaurant	278
Kitchen, Shops, Storage Areas, Washrooms and Bar	185
Swimming Pool	455
Sub Total 1	1218
Waterfront Seats	630
Mooring Space	350
Multi-Purpose Recreational Space	2480
Parking	480
Garden	1773
Wedding Reception Space	550
Sub Total 2	6263
TOTAL	7481

3D RENDERINGS



































AERIAL VIEW OF RESTAURANT SPACE (NIGHT VIEW)

AX18000



3D VIEWS











NORTH VIEW

AX18000







BLOCK PLAN





LEGENDE

1. St. George Castle
2. Receptive Facility
3. Restaurant
4. Multipurpose Playground
5. Wooding Reception Area
6. Beachfront Seats
7. Mooring Deck
8. Beachfront Benches
9. Beachfront cabanas/Beach Beds
10. Siting Area
11. Reception/Tickets
12. Exposed Bastes
13. Gardens
14. Crafts Shops
15. Landscaped Protected Site
16. Main Road
17. Existing Bridge
18. Sea defense wall

THANK YOU

10.8.

**Conceptual Note of the Restoration Project of
Fort Amsterdam**



GHANA MUSEUMS & MONUMENTS BOARD

Kormantin – Abandze

Fort Amsterdam



FORT AMSTERDAM (KORMANTIN)

Historical Brief

When, in 1631, the Chief of the Fanti people, Ambro Braffo, granted to Arent Groote a spot on a hill near Kormantin for the construction of a fort, perhaps he did not truly understand that his old acquaintance, who had long worked for the Dutch West India Company, had passed to the service of the English. Braffo had in fact previously recognised exclusive Dutch trade rights in his territory and since 1598, despite its ups and downs, a Dutch trade post seems to have existed right at Kormantin.

In fact Arent Groote's intervention proved to be decisive in increasing English commerce in the Gold Coast, which despite a long history in the region, even prior to the arrival of the Dutch, had been conducted with scarce organisational resources bearing little fruit. In its first phase, the English Company of Adventurers Trading to Guynney and Binney (founded in 1618) built a small fortified lodge on the hill near Kormantin. Expanding progressively over time, the building was destroyed by fire in 1638. If, as denounced by the English (a seemingly plausible theory), the fire was the result of an attempt of sabotage and intimidation on the part of the Dutch, their objective was destined to fail, since the English rebuilt in its place a much more articulate and robust installation: a true fort, destined to become, in 1661—in line with the transformation of the old Company of Guynney and Binney into the Company of Royal Adventurers of England Trading to Africa and with British installation posts having multiplied — the general command headquarters of England possessions in the Gold Coast.

The English Fort of Kormantin, influenced by reconstruction projects in 1645 and its further expansion in 1650, assumed a clearcut shape which in large part is still legible to this day in the existing architectural complex, with four angular bastions (among which two squared and two circular) connected by dense perimeter walls, in addition to edifices of up to three floors surrounding the inner courtyard. The establishment was similar to many other European installations erected in the Gold Coast, altered upon models of fortified structures existing in the home country of the builders. Nonetheless in Fort Kormantin appears, likely for the first time, an element later destined to become always more commonplace: a section expressly and firmly destined to house slaves. Fort Kormantin's slave prison was located within the south-east bastion (today semi-destroyed), which,

as opposed to the others which were filled with earth, remained empty, receiving air and light from an opening in the roof ceiling.



The trading of slaves had also previously been endeavoured upon by the Portuguese and the Dutch. Nevertheless it was with the English presence in the Gold Coast that the slave trade took on a much more systematic approach, surpassing at times in intensity and profit even the old gold trade, due to a demand for manual labour from West Indian plantations which became ever more pressing, especially after the English conquest of Jamaica in 1655. Many of the first slaves did indeed depart from the English Fort of Kormantin, so that for a long time thereafter generically the slaves who came from the Gold Coast were to become known as "Cormantins".

English - Dutch trade rivalries and their underlying hostilities reached a culmination point in 1644, when England attacked and successfully conquered, in a series of surprise attacks by Admiral Holmes, numerous Dutch posts in Africa; whereas in America the English successfully made the Dutch surrender their New Netherlands Colony on the Hudson River, whose capital New Amsterdam was rebaptised New York in Honour of James, Duke of York (the future James II). After the initial shock, Holland reacted by sending Admiral De Ruyter not only to reconquer posts in the Guinea Coast, but also to capture the English headquarters of Kormantin, ceded to the Dutch after a long and bloody battle (1665). The

English therefore transferred their general headquarters to Cape Coast Castle of Carolusburg, whereas the Dutch, perhaps in order to vindicate the loss of the City of New Amsterdam on the other side of the ocean, rebaptised Fort Kormantin into Fort Amsterdam, the name under which it is still cited.

Between 1681 and 1682 the Dutch completed expansion works on the Fort. Nevertheless their affairs saw both ups and downs, most often taking turns for the worse also due to the hostility and economic expectations of the local populations, who in 1665 had assisted the Dutch in taking over the Fort, not only in exchange for a monetary sum, but also in order to gain rights to receive significant donations from every ship seeking trade in the area. With the exception of a brief period between 1782 and 1785, during which it temporarily returned under English dominion, the Dutch possession of Fort Amsterdam prolonged itself up until the early 19th century. Captured and sacked by the Ashanti in 1806, then attacked and destroyed in 1811 by the Anomabu, allies of the English, Fort Amsterdam was later abandoned.

In 1868 the Fort was transferred to Great Britain, but by then only an inexorable ruin signalled its fate. That is until 1951, when the Ghana Museums and Monuments Board intervened with restoration works which have halted at least temporarily the complete ruin of this historic architectural landmark.

Perugia, February 2019



TECHNICAL NOTES

Fort Amsterdam is today reduced for most of its surface to a state of ruin. However, the monumental complex still maintains with the complex of its volumes a decisive and suggestive image in the landscape of the Ghanaian coast, although it is missing almost all the horizontal structures (intermediate floors and roofing).

The restoration work that will be undertaken will primarily focus on the artifacts indicated in the map attached with the letter P.

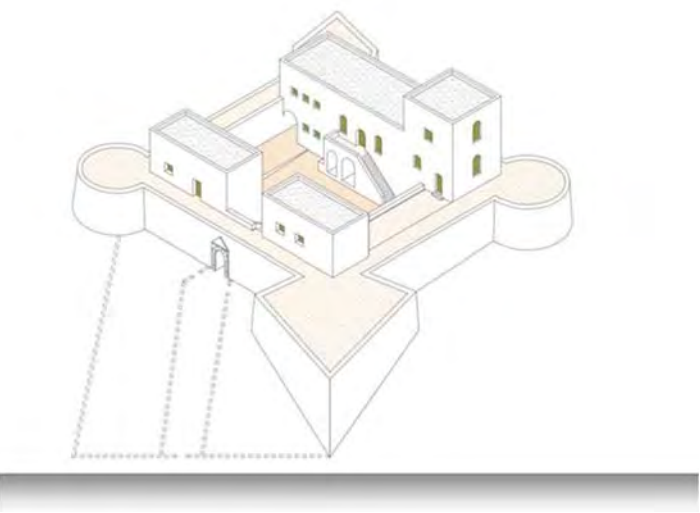
In general, the types of work to be carried out concerning the structural and finishing parts connected can be summarized as follows:

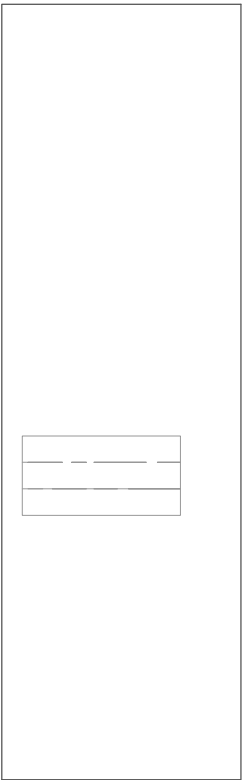
- reconstruction of the vertical wall structures using both stones and bricks linked with a cement mortar. In particular, the bricks will be used for the formation of jambs and platforms of doors and windows as well as regularize at intervals of about one meter of the horizontal planes within which the masonry will be contained in stone, allowing also the formation of regular support surfaces for the wooden carpentry of floors with a simple structure;
- reconstruction of floors with wooden carpentry for the formation of roof slabs with a simple structure with overlying planks, polyethylene sheet, lightweight concrete screed and stone slab floor (see construction detail n.1_ sheet C);
- reconstruction of horizontal planes with wooden carpentry for the formation of inter-floor slabs with a simple structure with finishes according to construction details n. 2, 3, 4-sheet C;
- restoration of the floors on the ground floor, after dismantling the existing stone slabs, stacking them for subsequent reuse, excavation of about 15/20 cm for the construction of a concrete base with coarse aggregate and flooring according to construction details n. 5 and 6_ sheet C;
- reconstruction of brick vaults, using bricks possibly of the same size as the existing old ones, preparing the necessary wooden ribs (rooms N and P). The abutments will be made with a crude mortar-pesto mortar, completing the filling with a lightened spray cast, a thickness of cm. 5 and terracotta flooring;

The completion works will concern the execution of internal and external plasters including their painting and the assembly of new door and window frames whose graphic elaborations will be produced during the works, as well as for the elaborated works concerning the archaeological investigation areas .

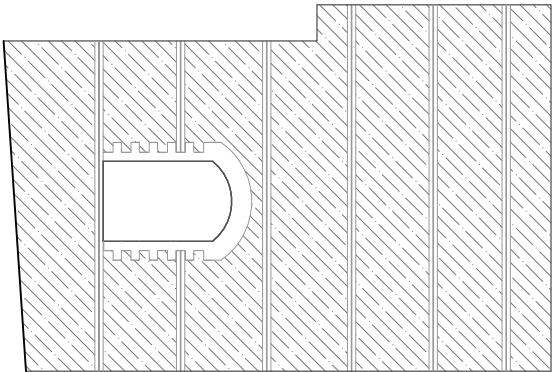
List of processed data: R1, R2, P, P1, P2, P3, B1.1, B1.2, B1.3, B2.1, B2.2, B2.3, B3.1, B3.2, B3.3 , B4.1, B4.2, B4.3, B5.1, B5.2, B5.3, C.

The designer arch. Francesco Ernesto Ventura

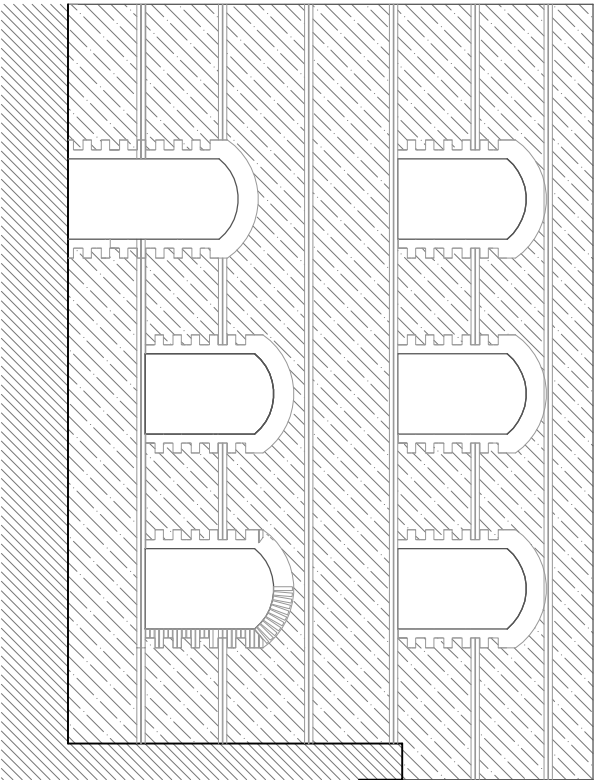




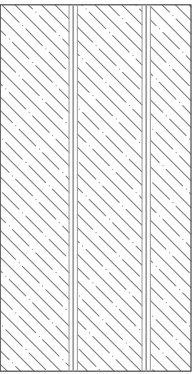
Existing masonry - elevation b



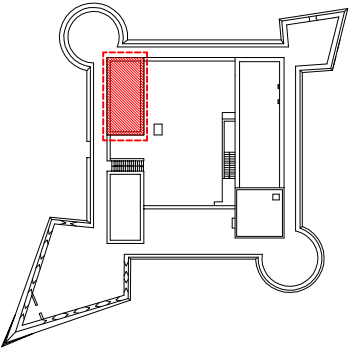
Elevation a



Elevation d



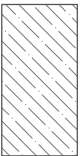
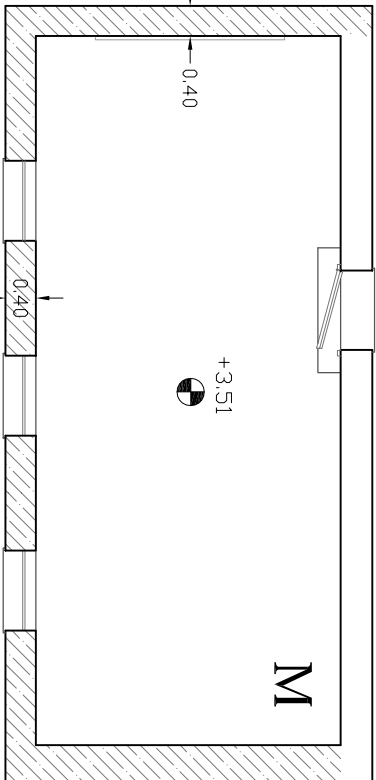
Elevation c



4.85



0.40



Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.

N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



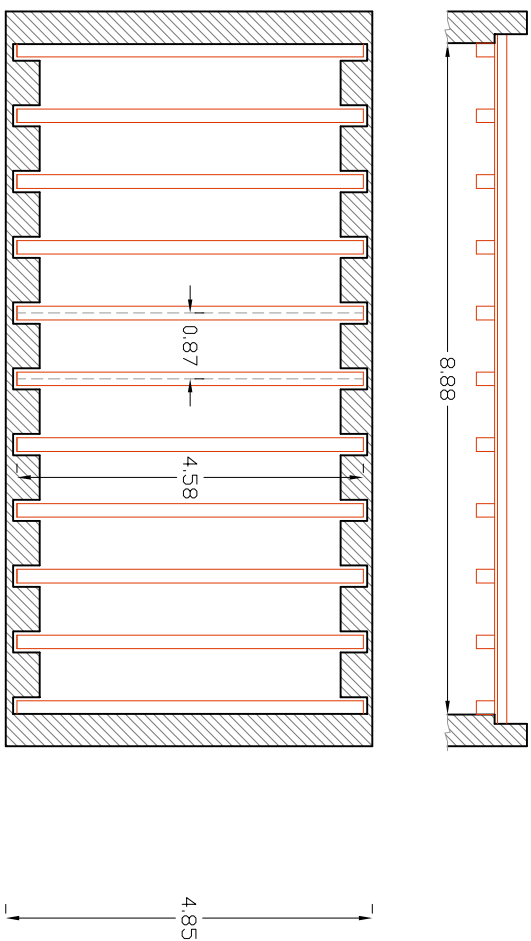
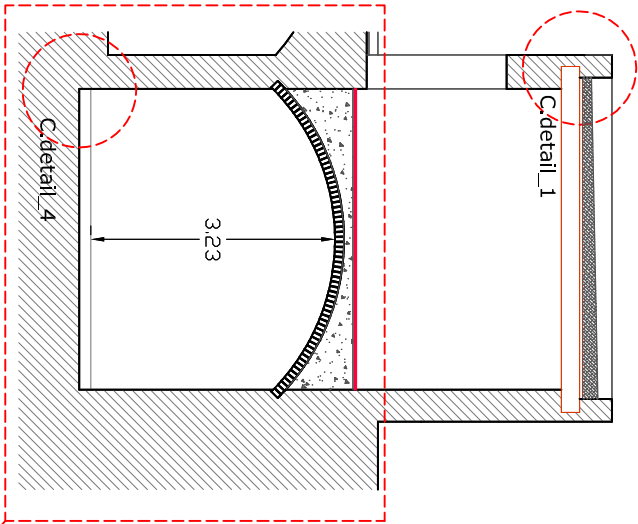
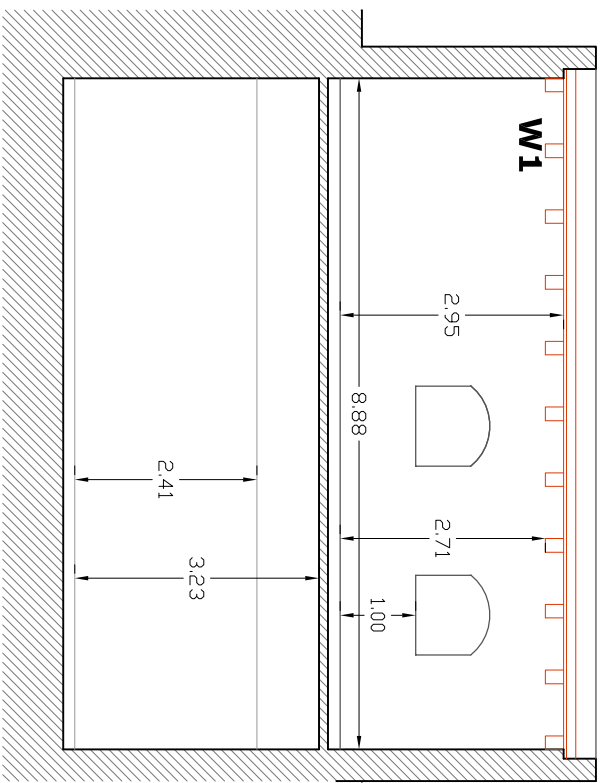
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

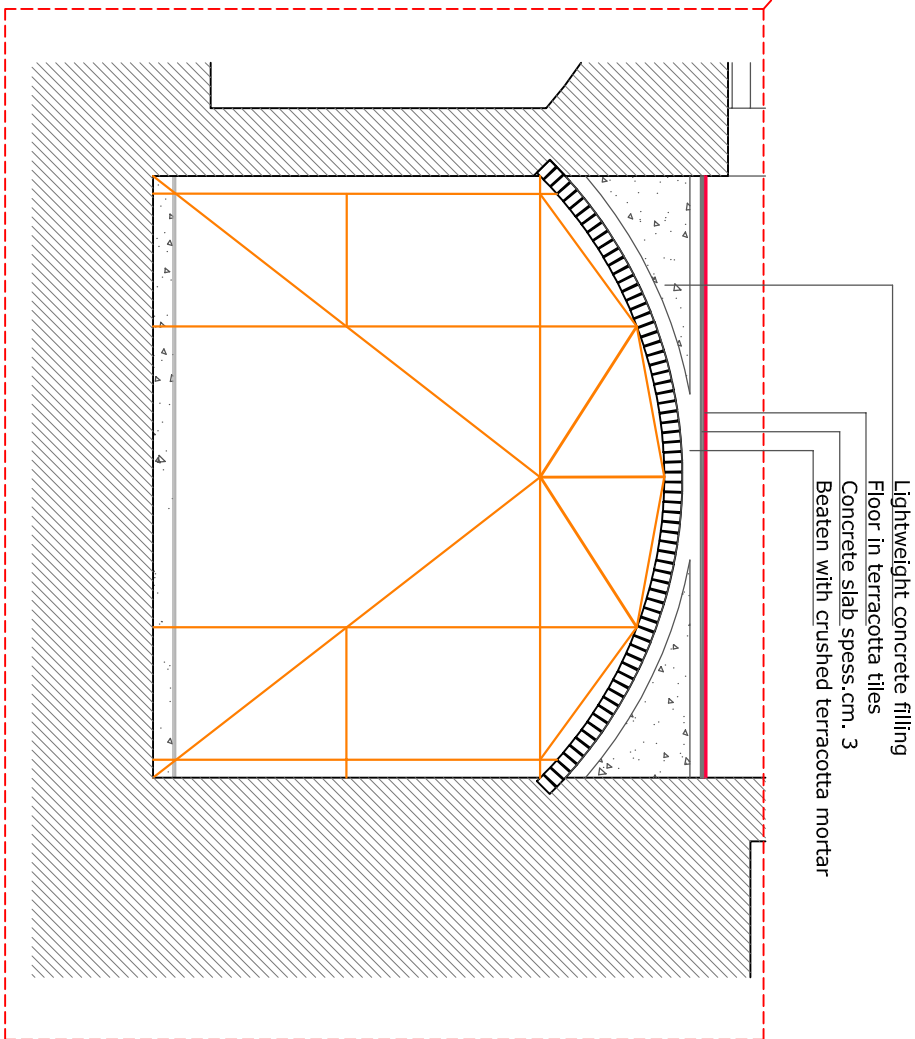
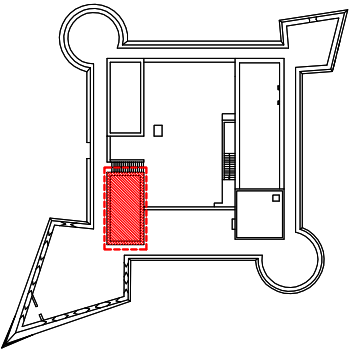
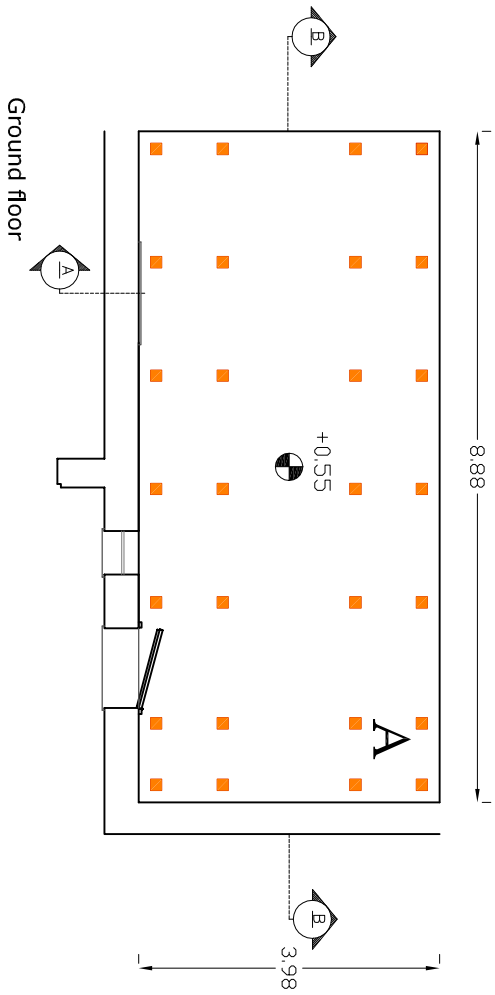
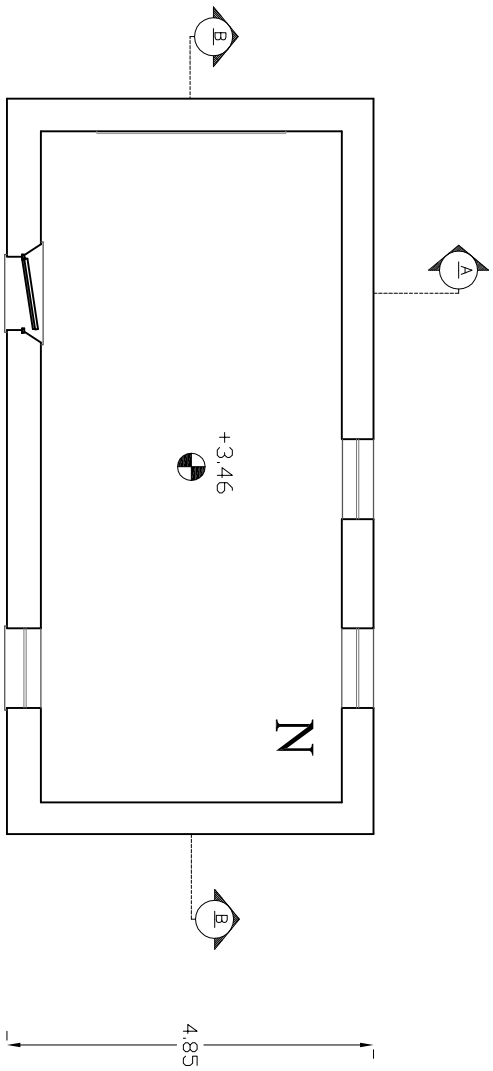
B1.3

Scale: 1:100

Date:02/2019



W1-Wooden floor carpentry, beams n. 11, section cm. 18x24, lenght lm. 4,58, center distance cm. 87.



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



Ghana Fort Amsterdam ONLUS

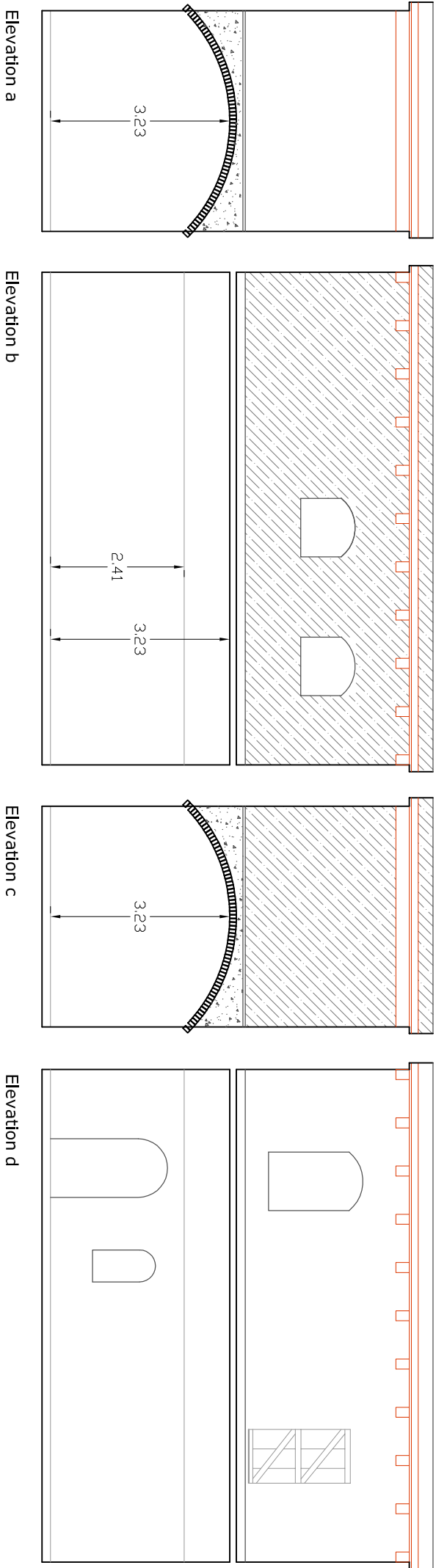
CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B2.1

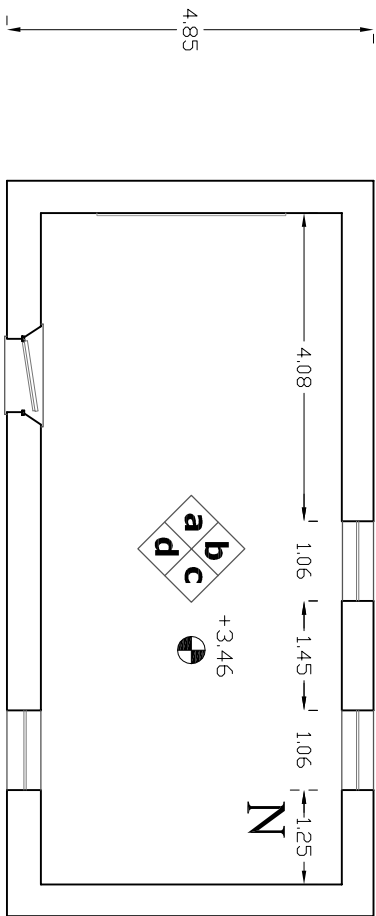
Scale: 1:100

Scale: 1:50

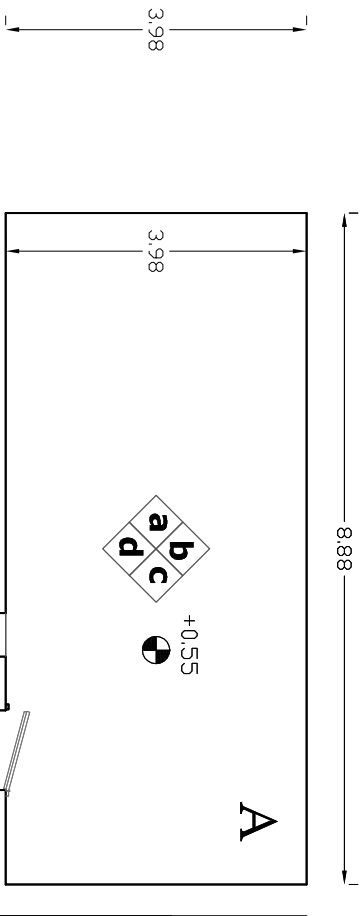
Date: 02/2019



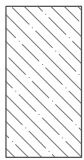
Internal wall surfaces



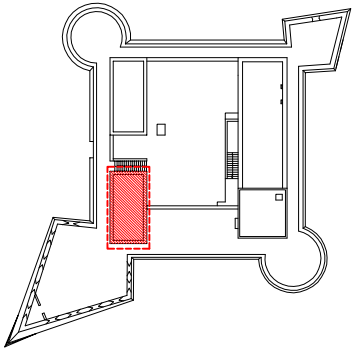
First floor



Ground floor



Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



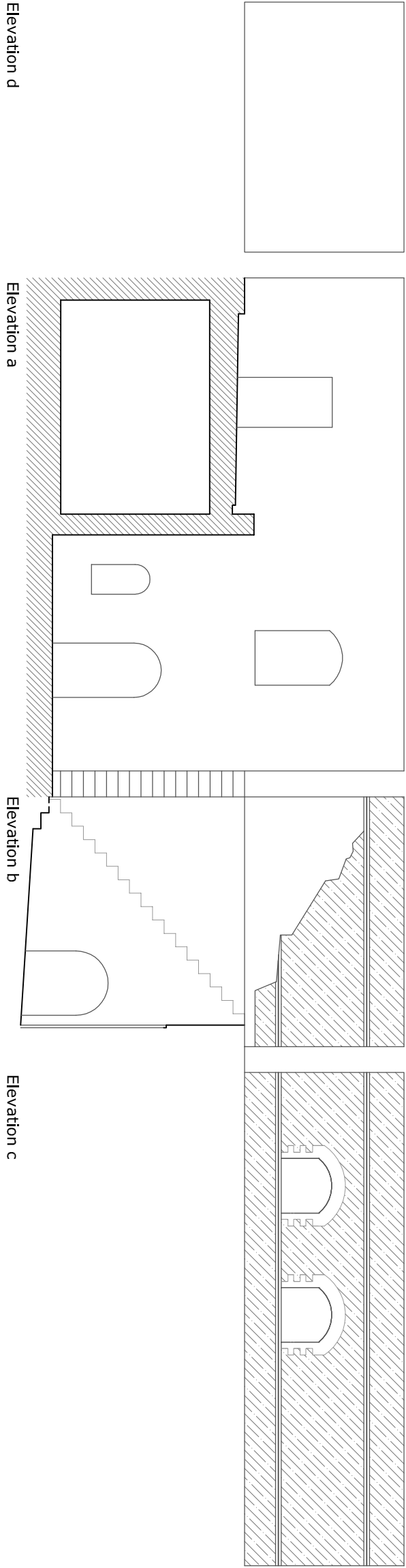
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

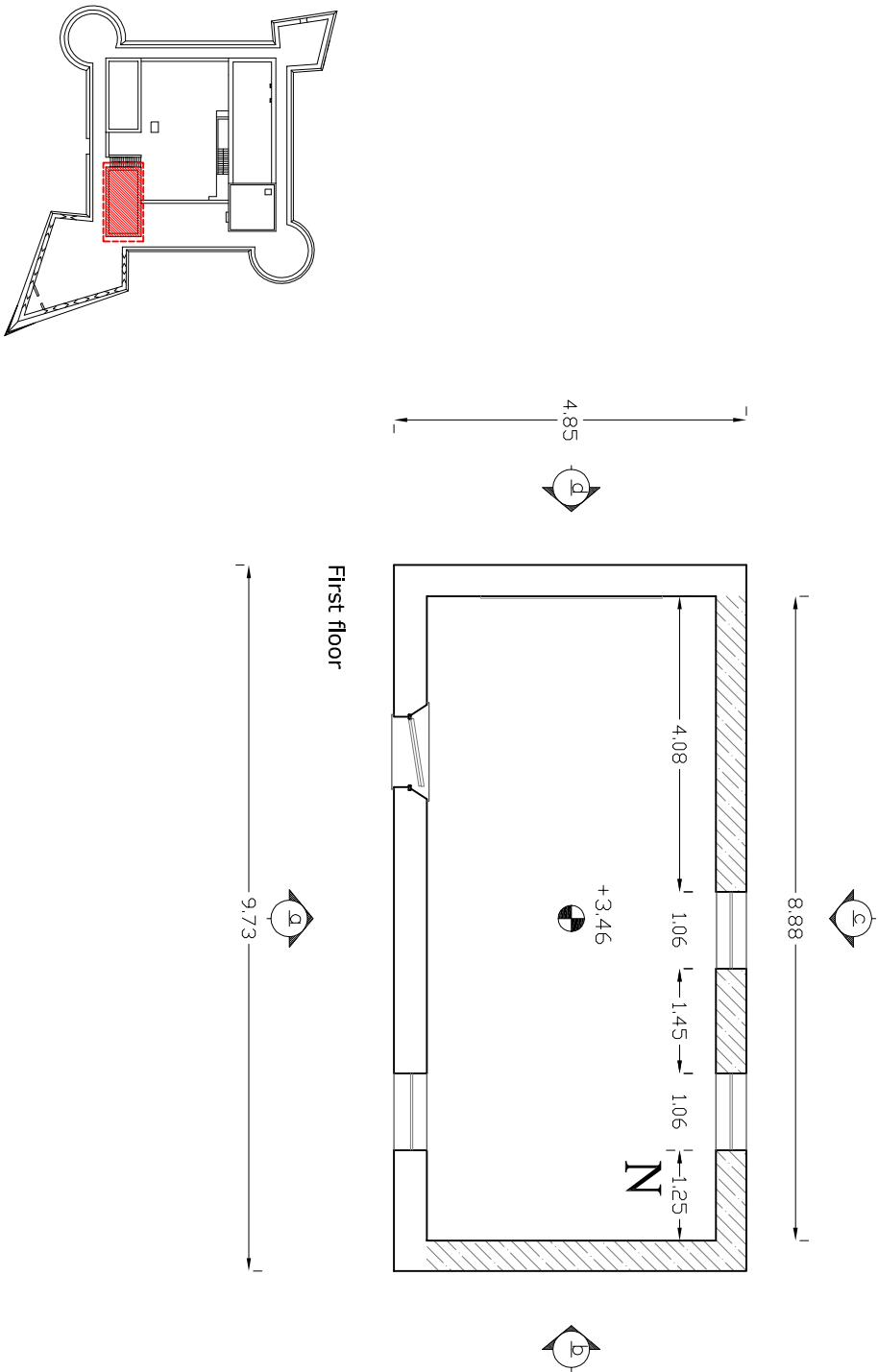
B2.2

Scale: 1:100

Date: 02/2019



Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.



N.B. - Each measurement must first be checked before carried out on site.



Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

GHANA MUSEUMS & MONUMENTS BOARD

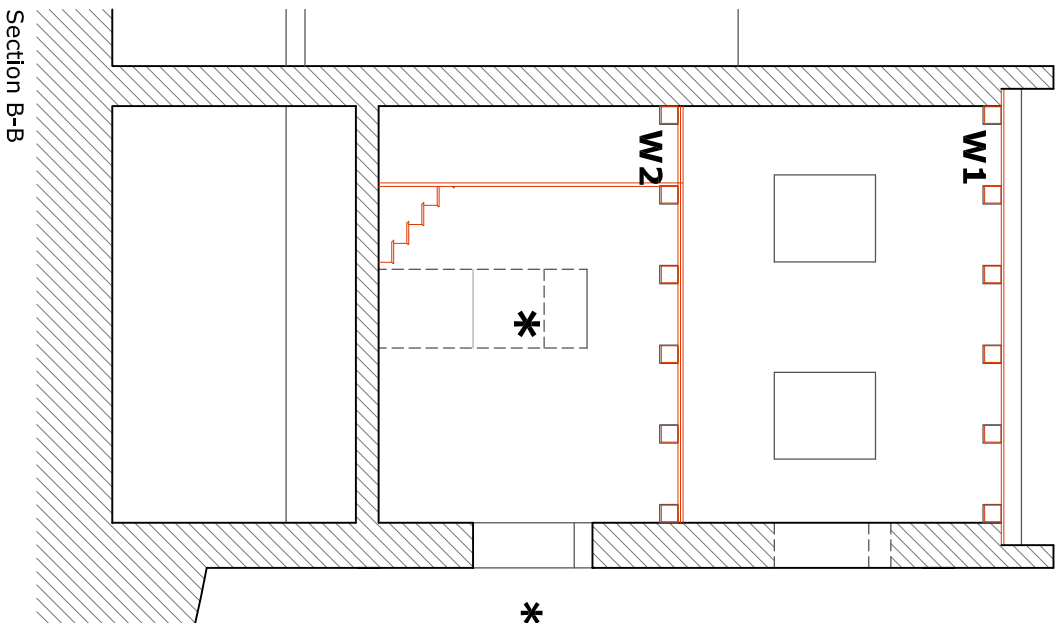
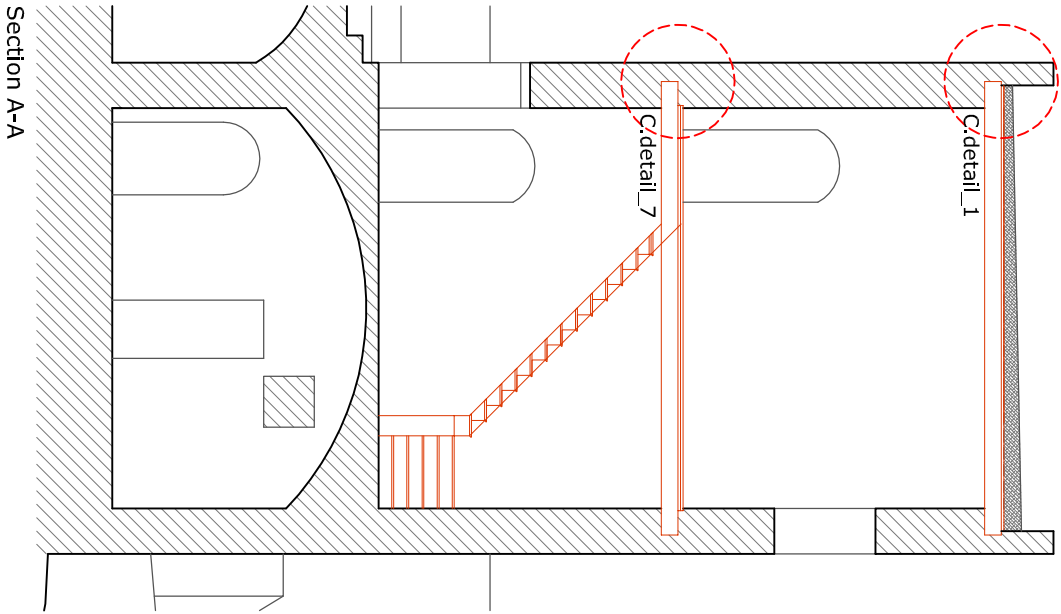
PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



B2.3

Scale: 1:100

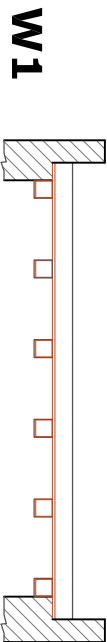
Date:02/2019



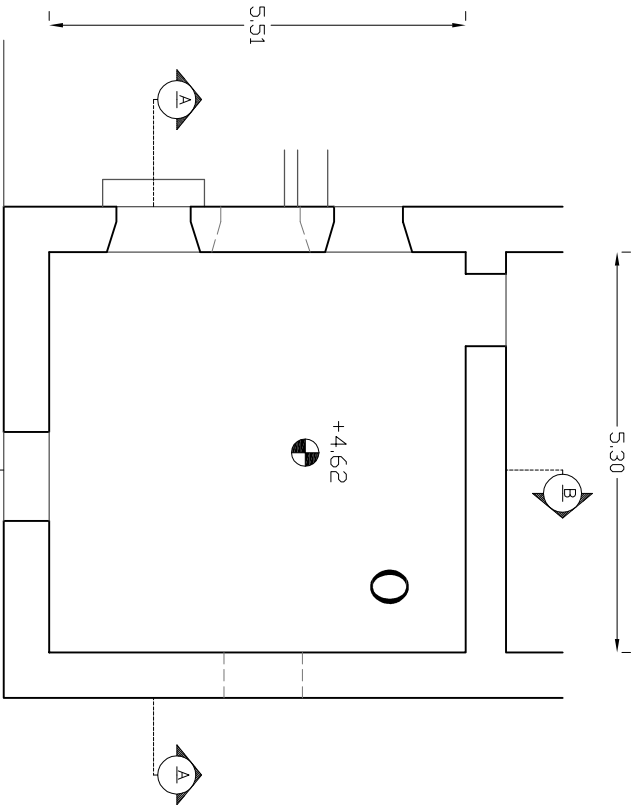
*-Dismantling of old door
and window trasformation

Section A-A

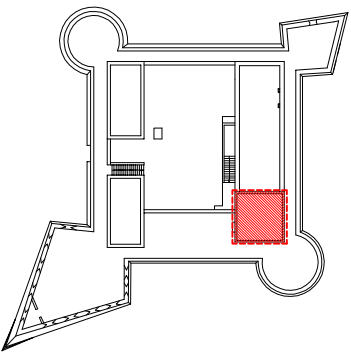
Section B-B



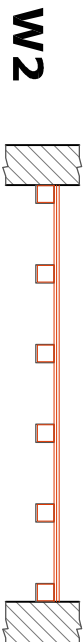
W1-Wooden floor carpentry/ beams n. 6,
section cm. 22x22, lenght lm. 6.20,
center distance cm. 105.



First floor



N.B. - Each measurement must first be checked before carried out on site.



W2-Wooden floor carpentry/ beams n. 6,
section cm. 22x22, lenght lm. 6.20,
center distance cm. 105.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



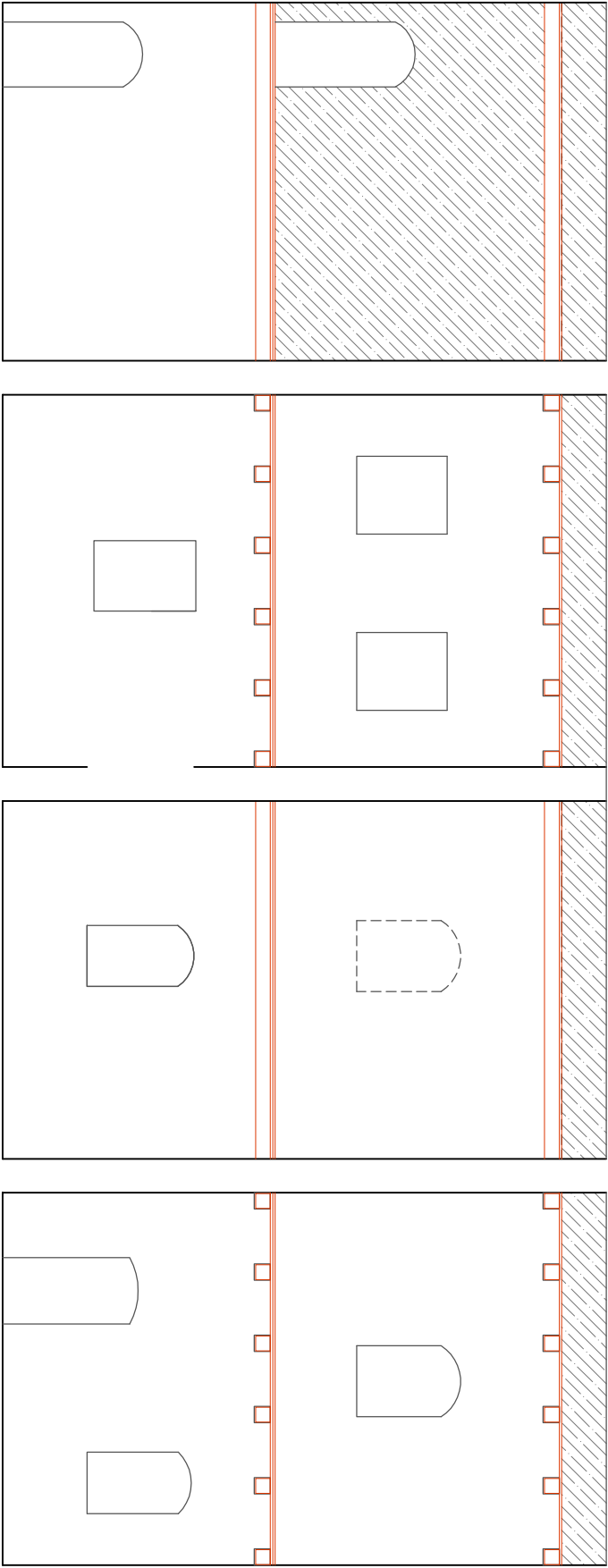
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B3.1

Scale: 1:100

Date:02/2019



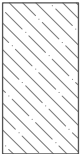
Elevation a

Elevation b

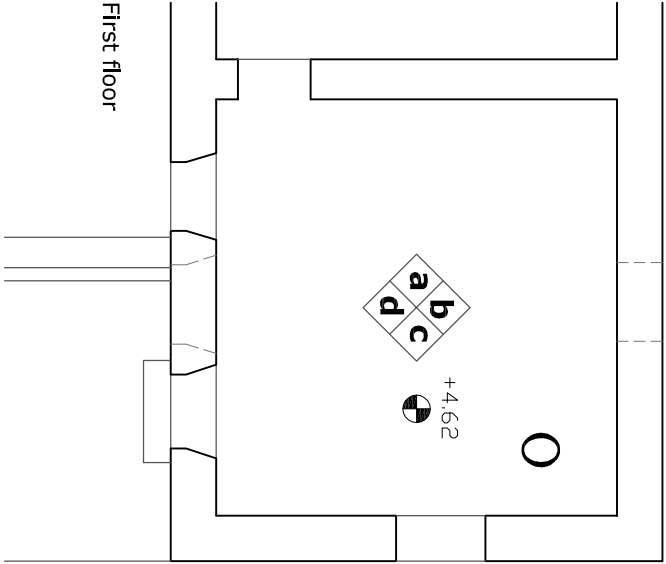
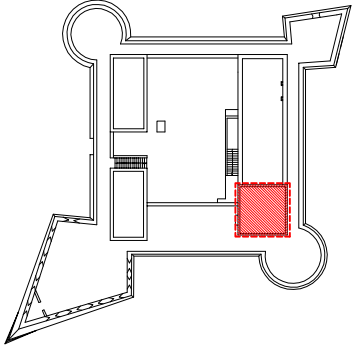
Elevation c

Elevation d

Internal wall surfaces



Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



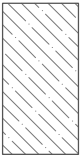
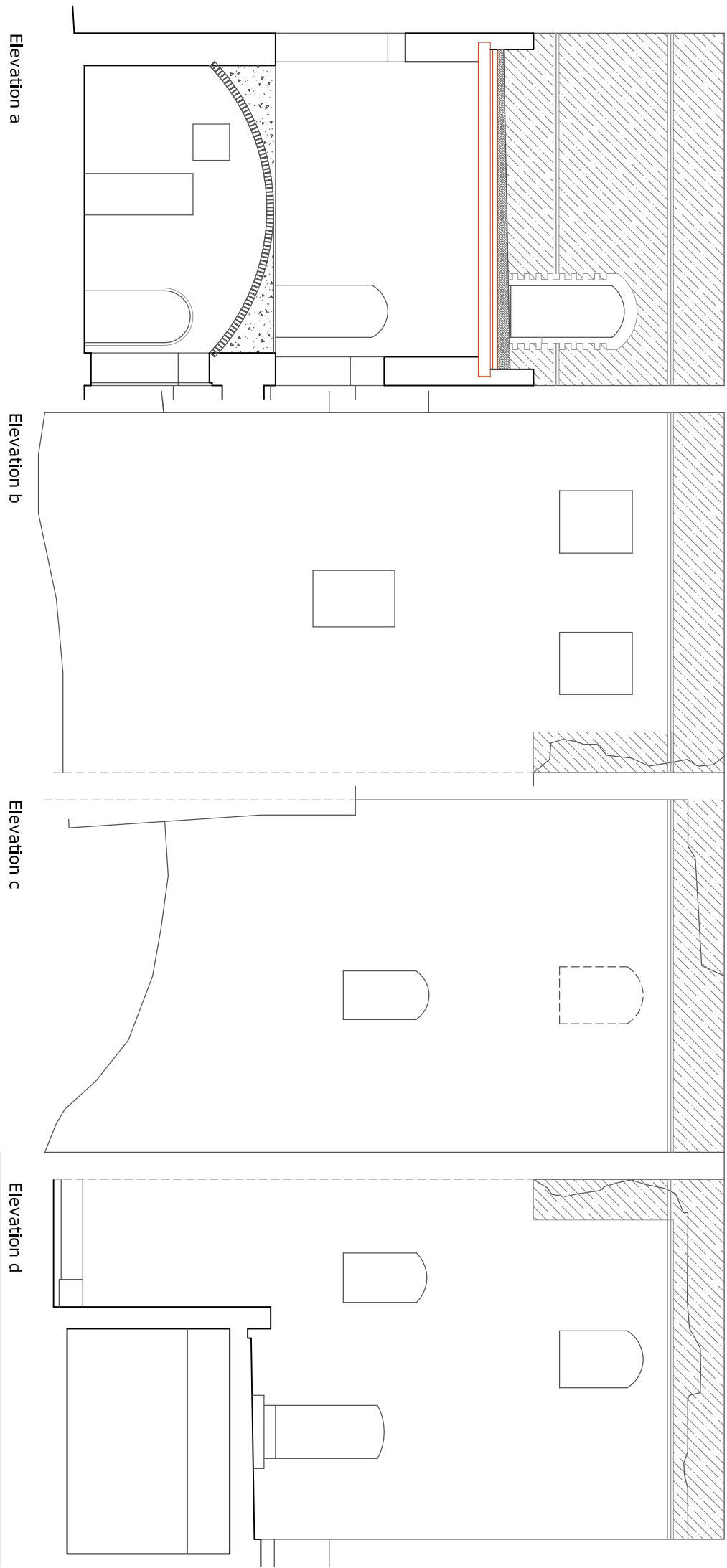
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

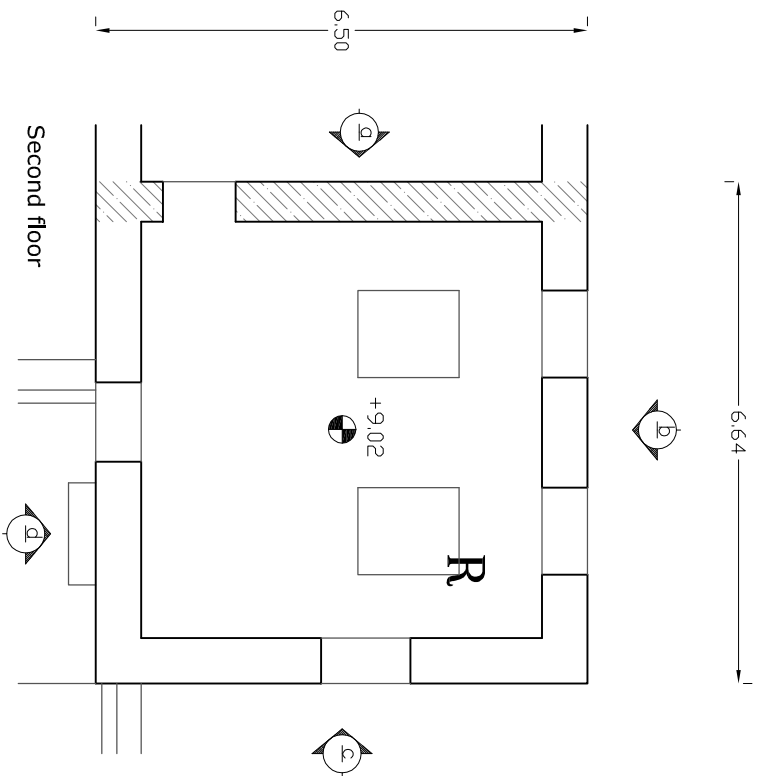
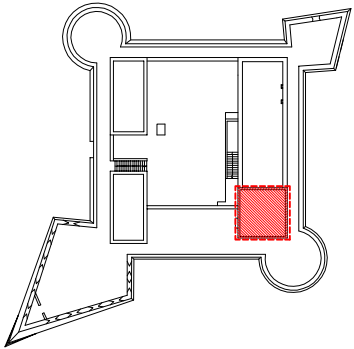
B3.2

Scale: 1:100

Date:02/2019



Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B3.3

Scale: 1:100

Date:02/2019

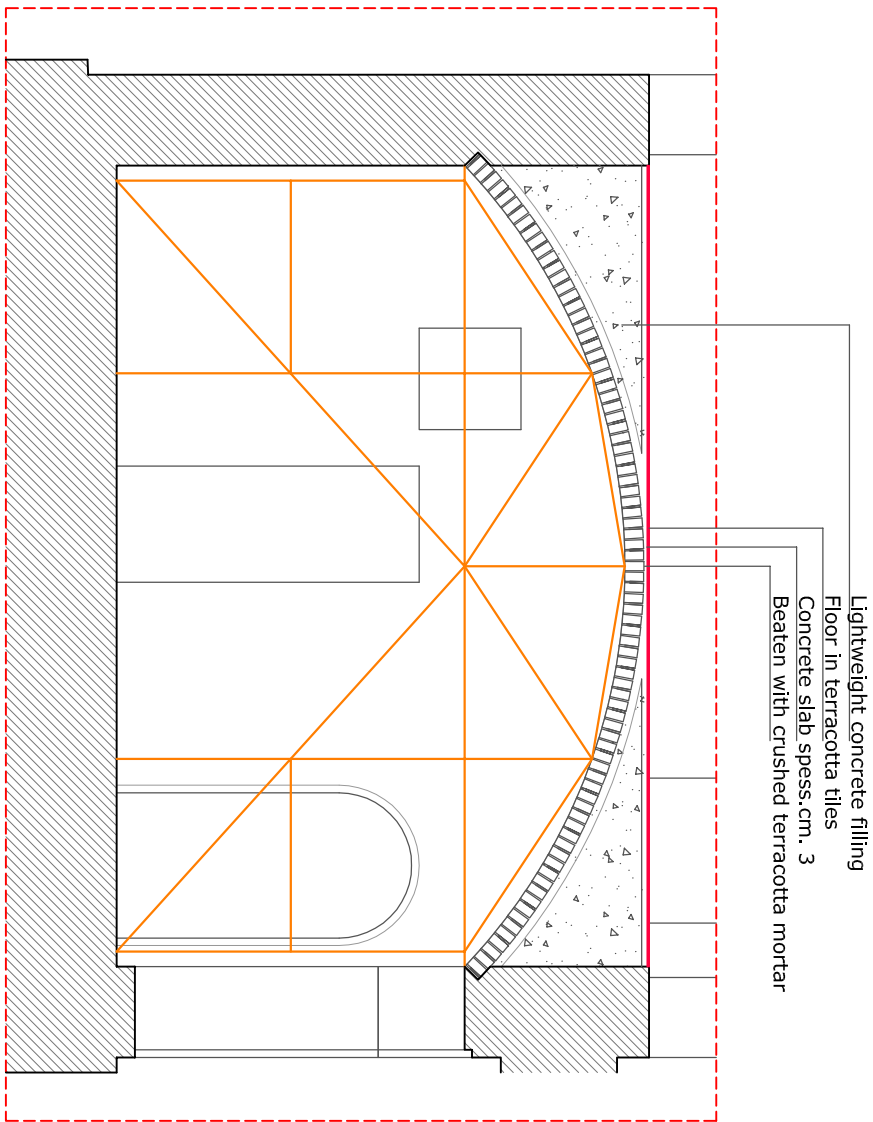
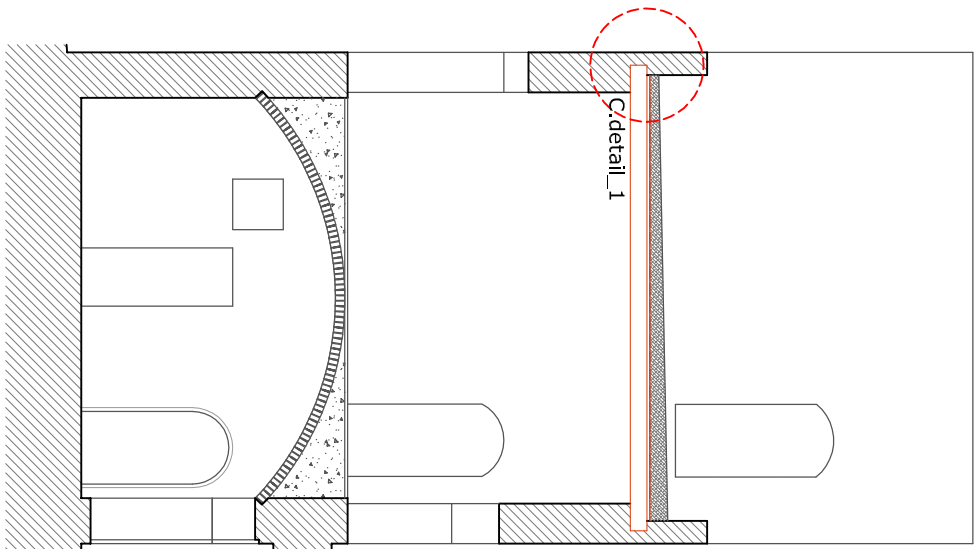
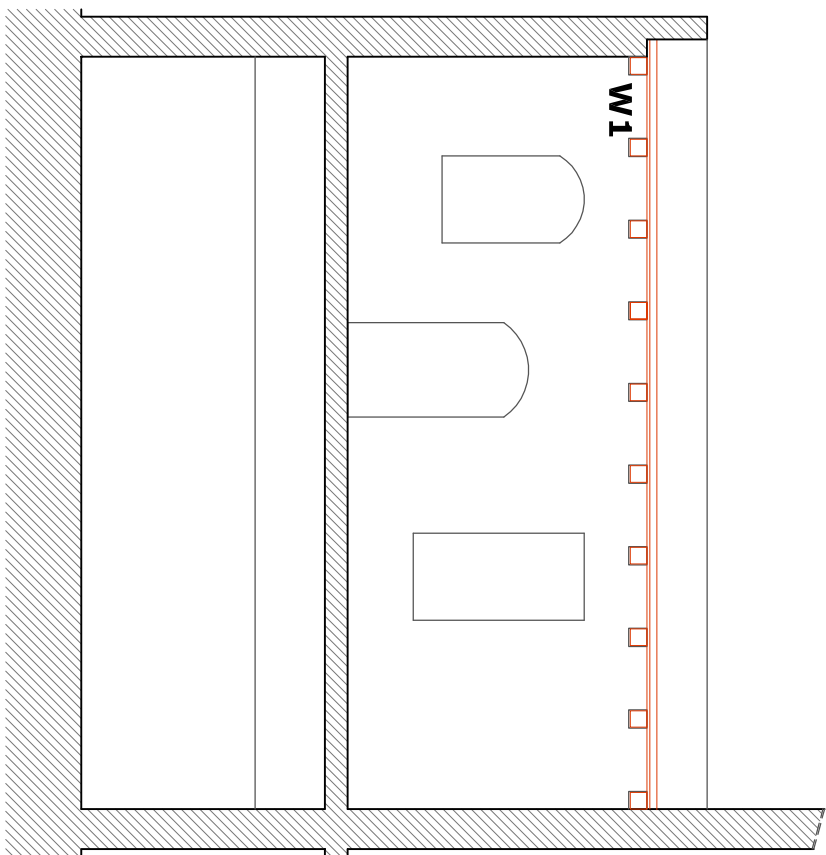


Diagram of ribs for barrel vault reconstruction.

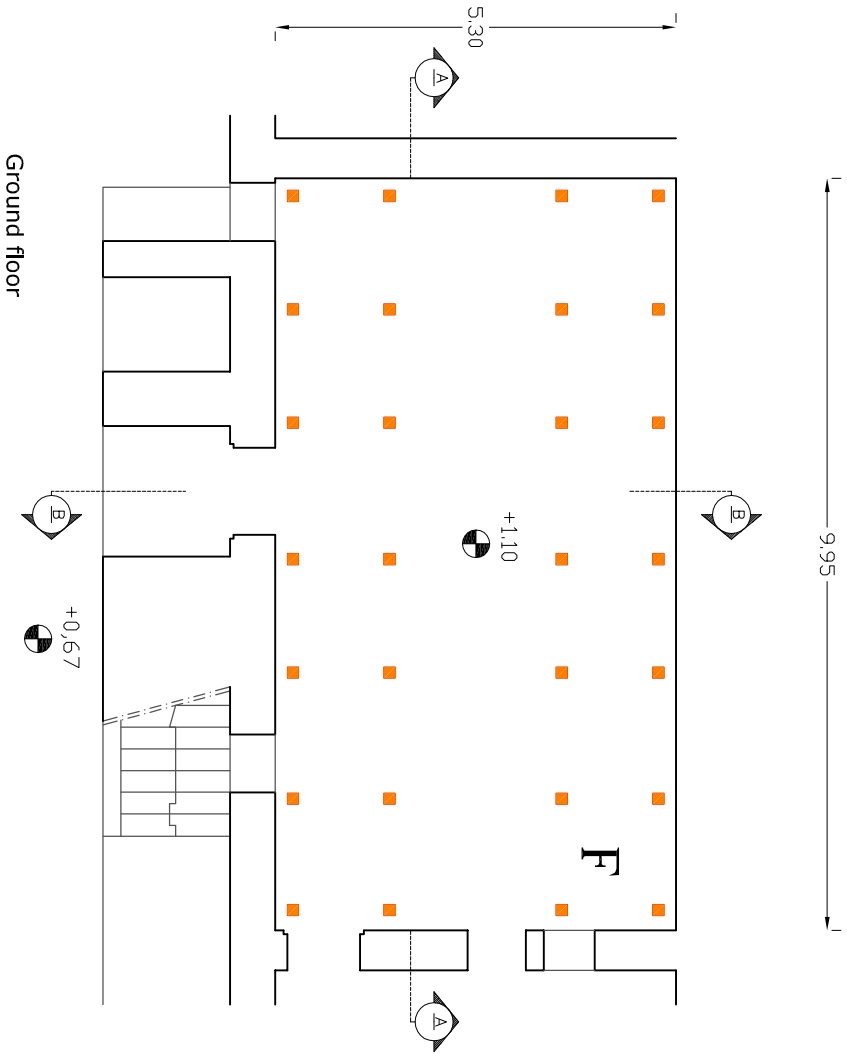
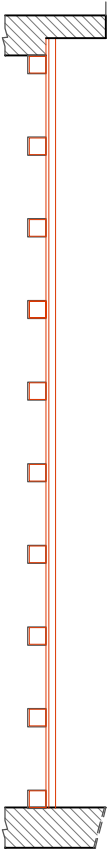


Section B-B

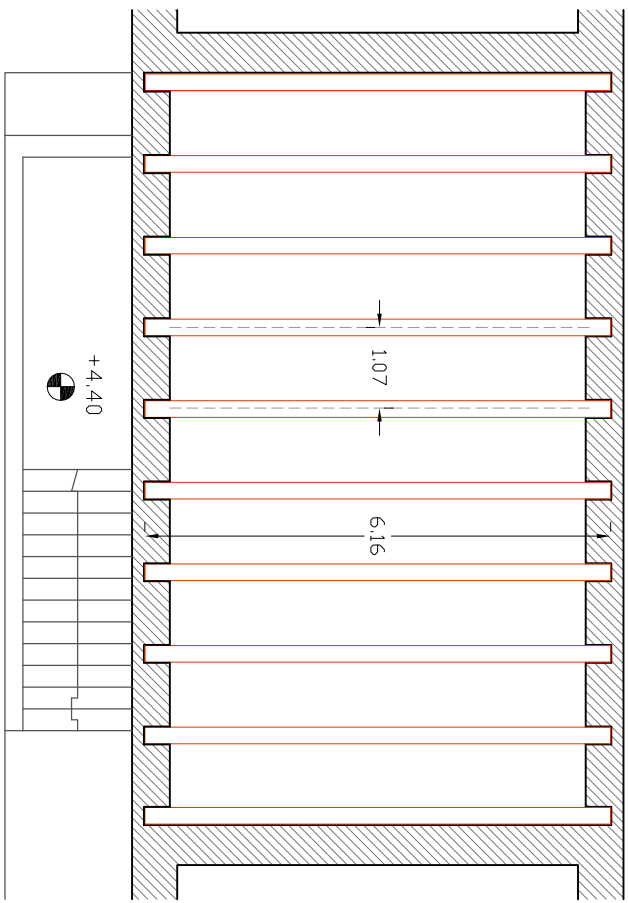
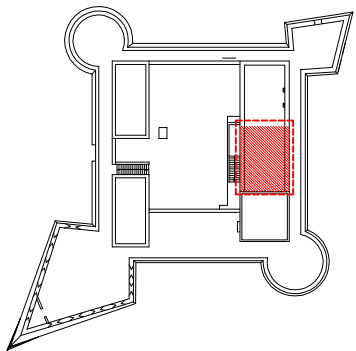


Section A-A

W1



Ground floor



Wooden floor carpentry, beams n. 10, section cm. 21x28, lenght ln. 6.16, center distance cm. 107.

N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



Ghana Fort Amsterdam ONLUS

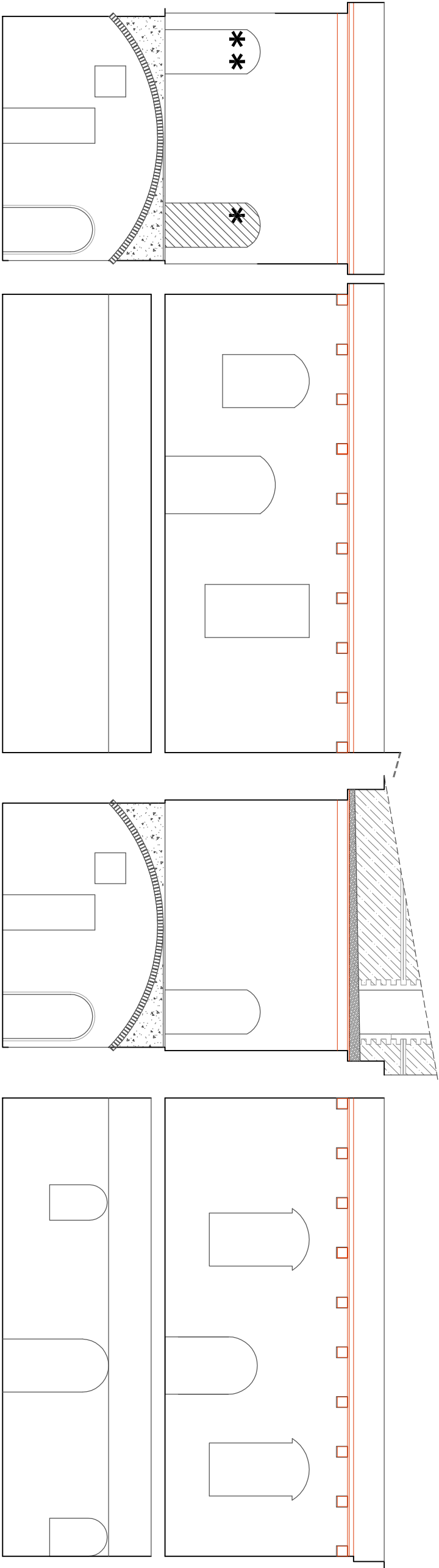
CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B4.1

Scale: 1:100

Scale: 1:50

Date:02/2019



Elevation a

Elevation b

Elevation c

Elevation d

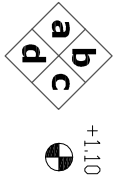
Internal wall surfaces

*-Existing door tamponade.

** -Creation of new door

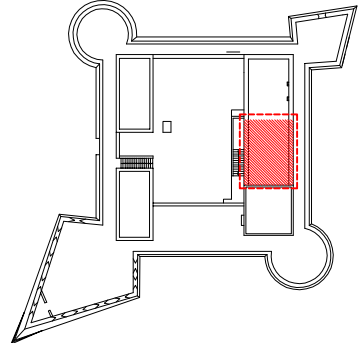
9.95

5.30



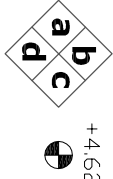
+1.10

F



Ground floor

+0,67

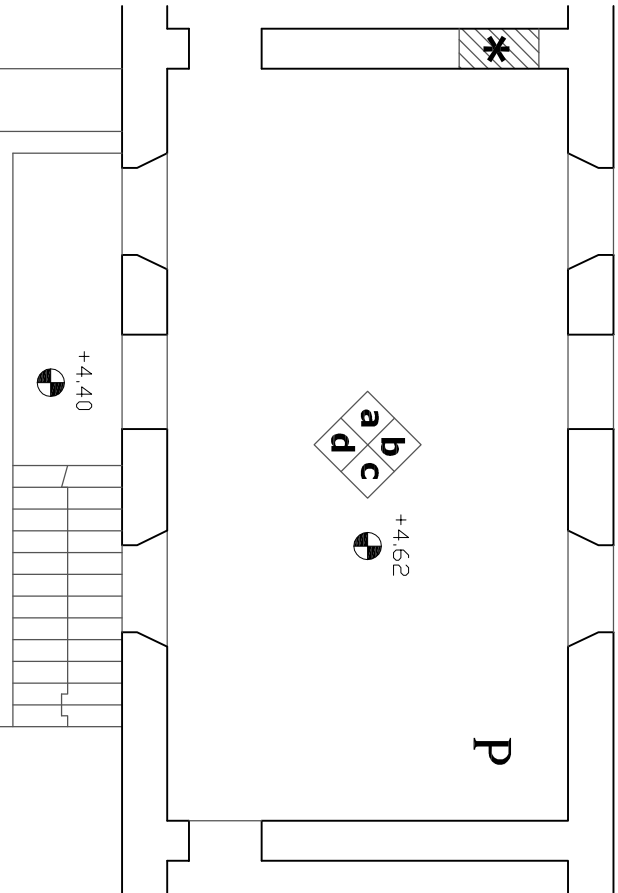


+4.62

P

First floor

+4.40



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



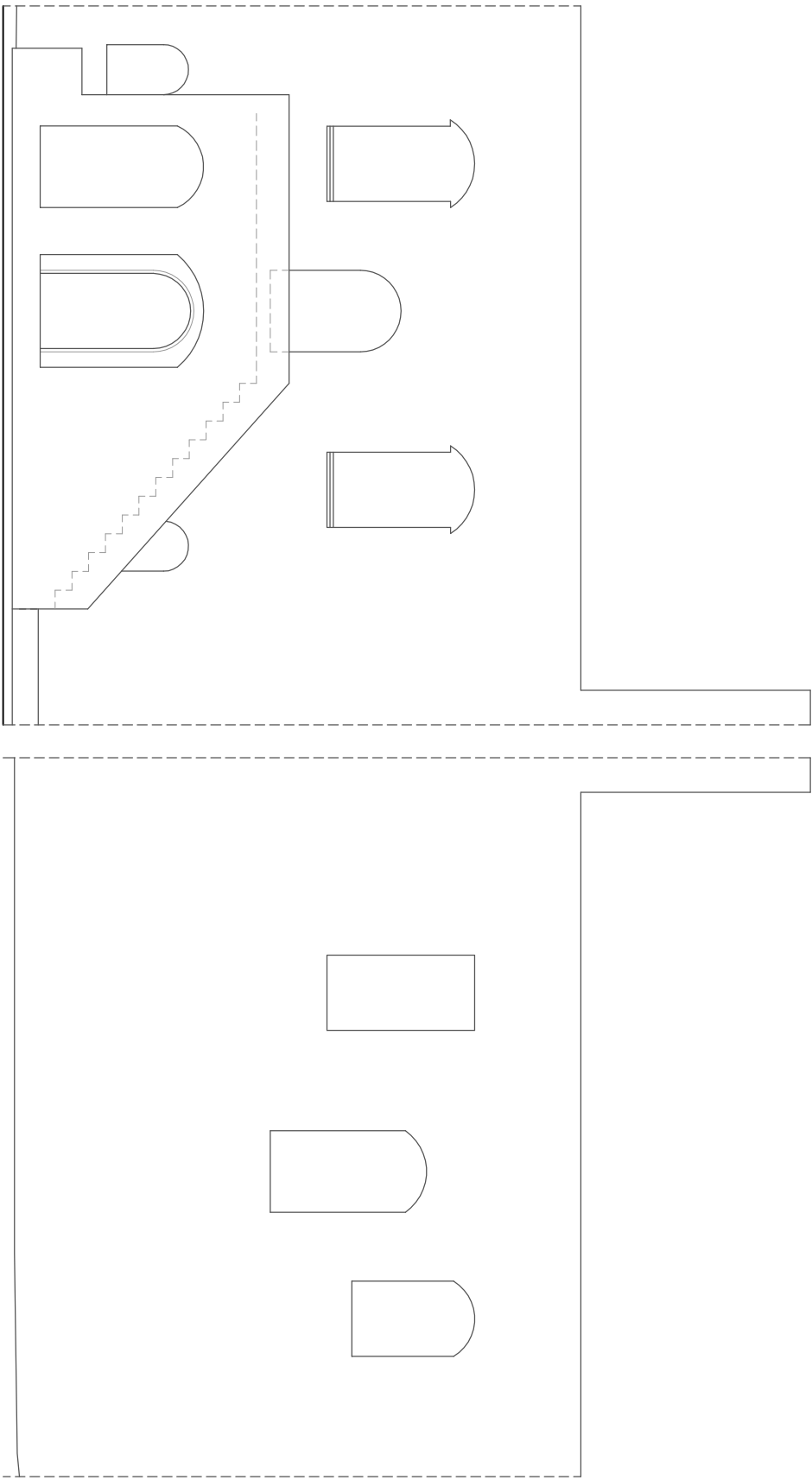
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B4.2

Scale: 1:100

Date:02/2019



Elevation a

Elevation b

9.95



P

+4.62

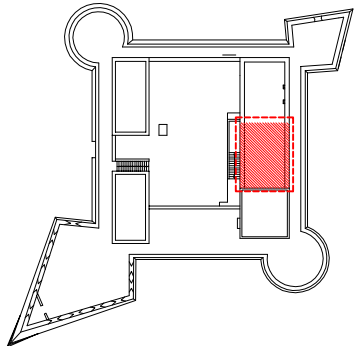
5.30

1

+4.40



First floor



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



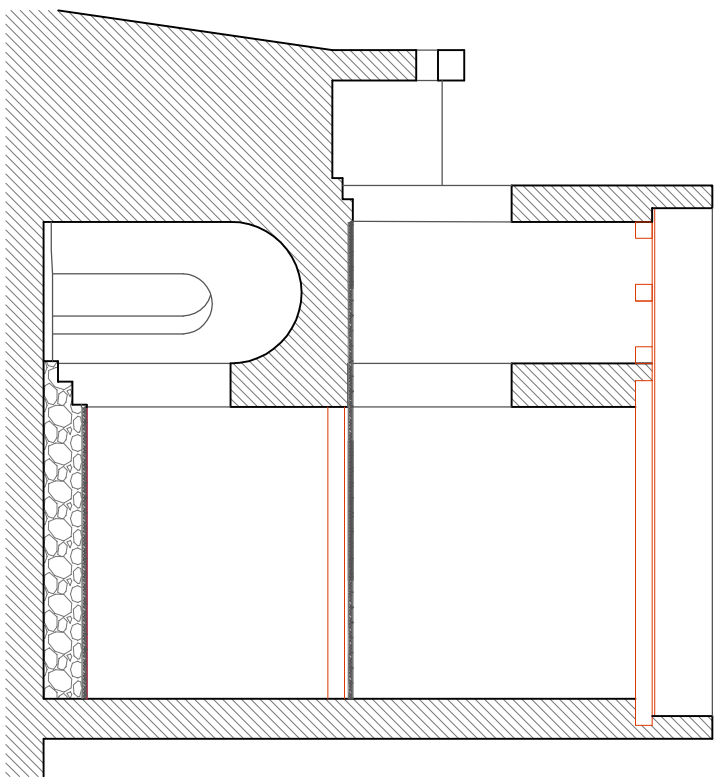
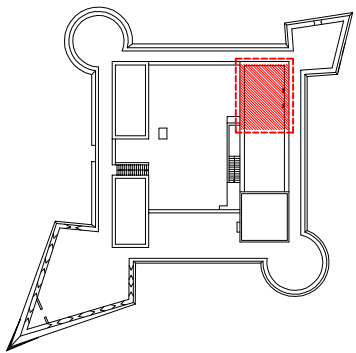
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

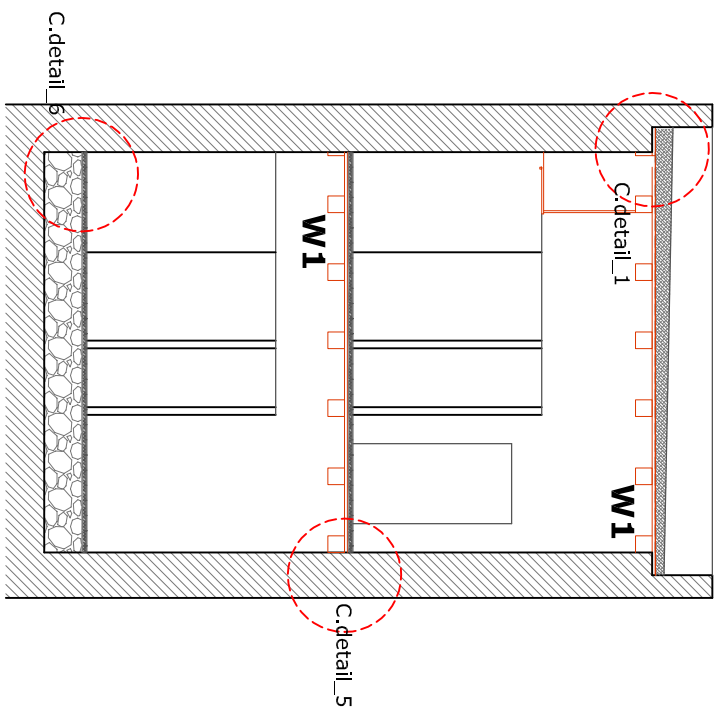
B4.3

Scale: 1:100

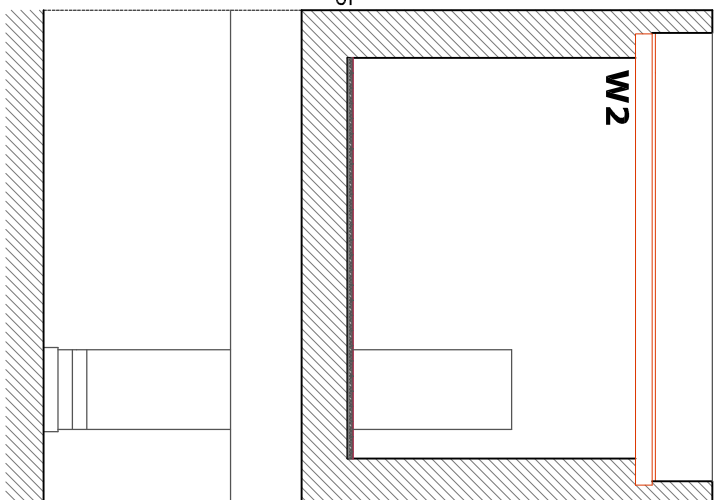
Date:02/2019



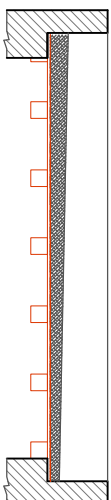
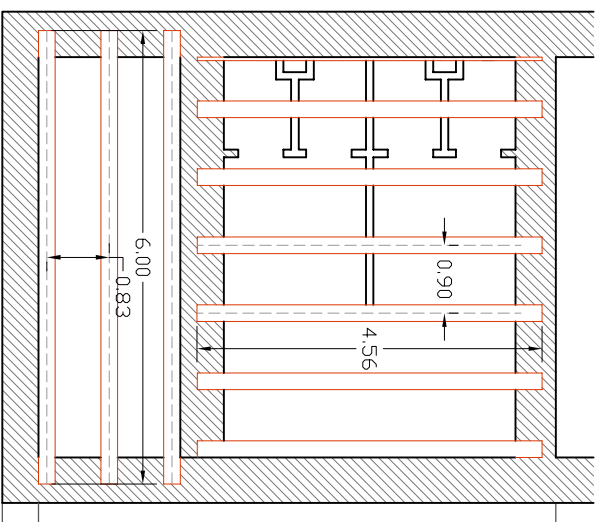
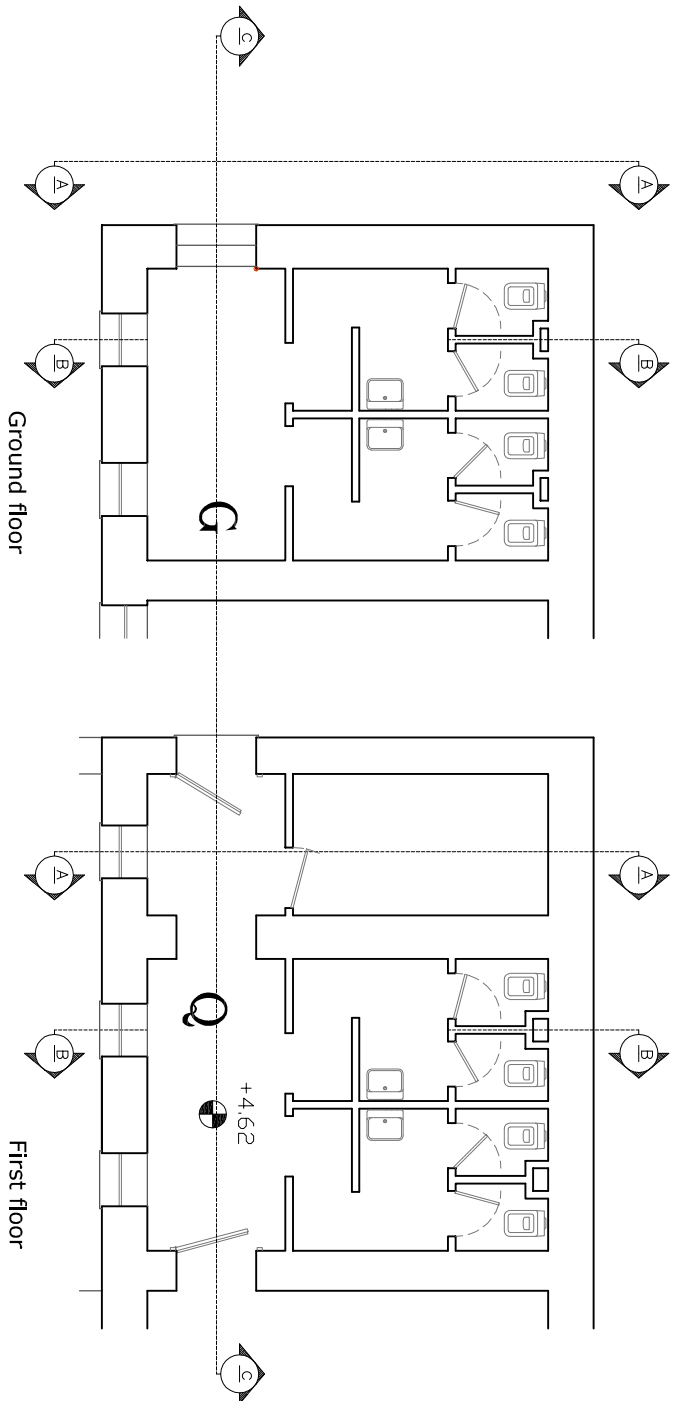
Section C-C



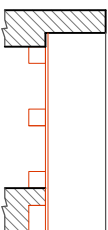
Section B-B



Section A-A



W1-Wooden floor carpentry, beams n. 6, section cm. 22x22 + n.1 cm. 5x22, length lm. 4.56, center distance cm. 90.



W2-Wooden floor carpentry, beams n. 3, section cm. 22x22, length lm. 6.00, center distance cm. 105.

N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



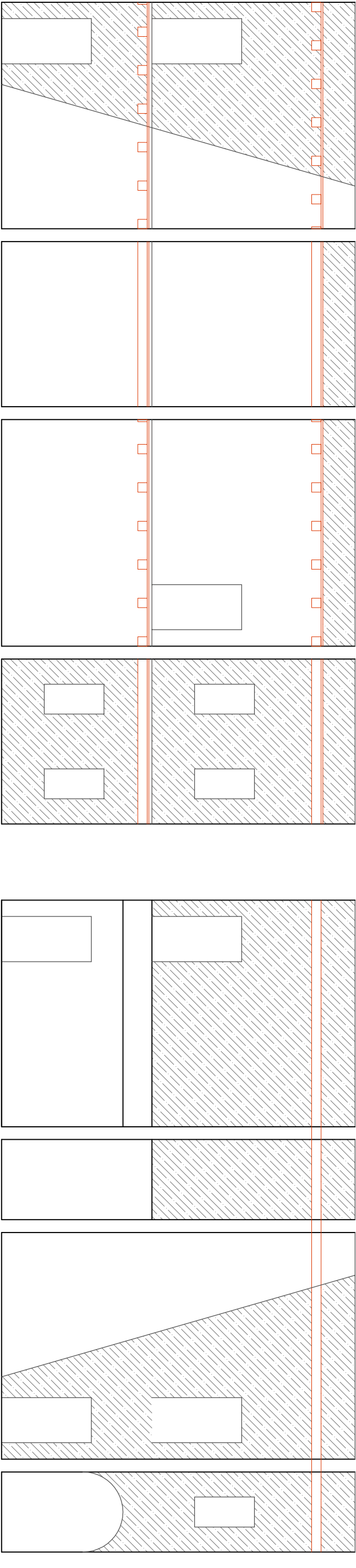
Ghana Fort Amsterdam ONLUS

CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B5.1

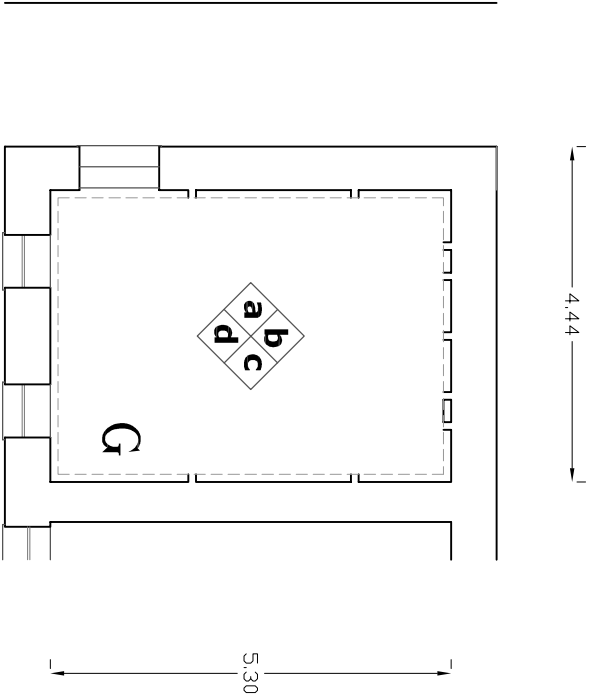
Scale: 1:100

Date:02/2019

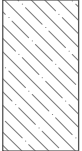


Elevation a Elevation b Elevation c Elevation d Elevation e Elevation f Elevation g Elevation h

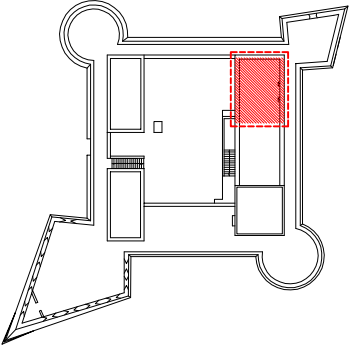
Internal wall surfaces



Ground floor

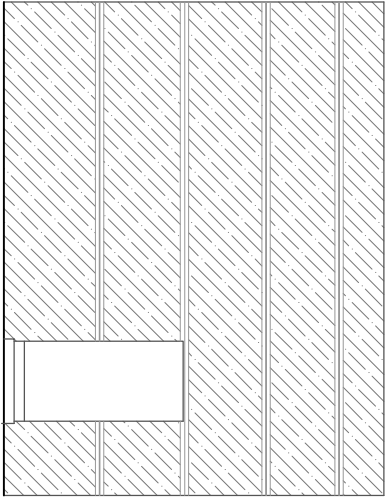


Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.

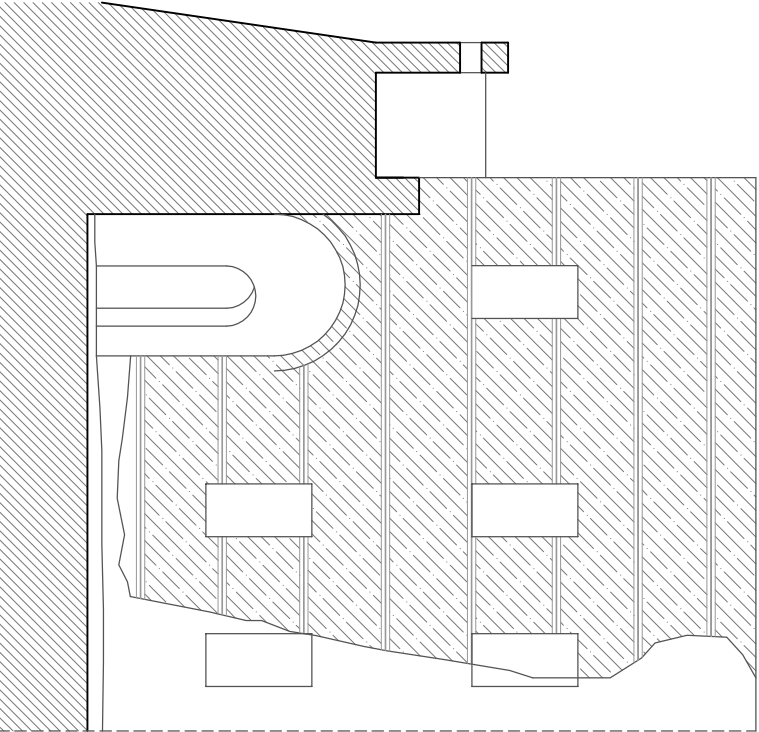


First floor

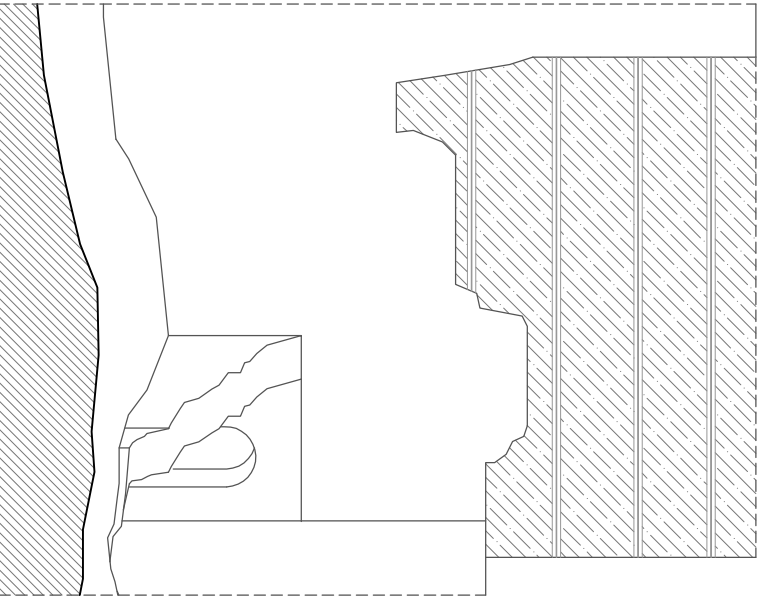
N.B. - Each measurement must first be checked before carried out on site.



Elevation c

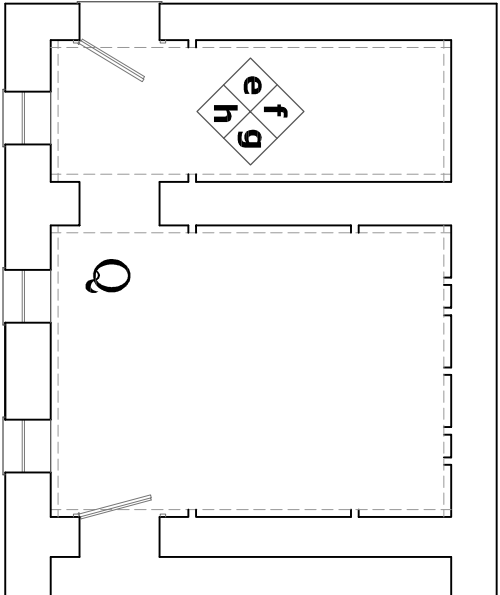


Elevation a



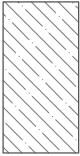
Elevation b

1.87 3.86

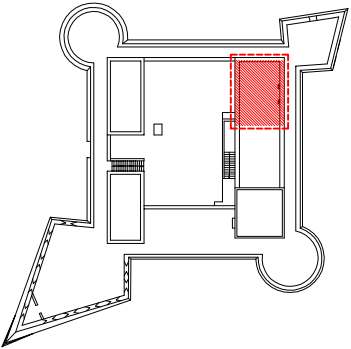


First floor

5.30



Vertical walls to be rebuilt.
Restoration of mixed masonry
consisting of stones and bricks
bound with mortar made of
lime, cement and sand.



N.B. - Each measurement must first be checked before carried out on site.



GHANA MUSEUMS & MONUMENTS BOARD

PROJECT: Fort Amsterdam Restoration for the activation of tourism in Ghana



Ghana Fort Amsterdam ONLUS

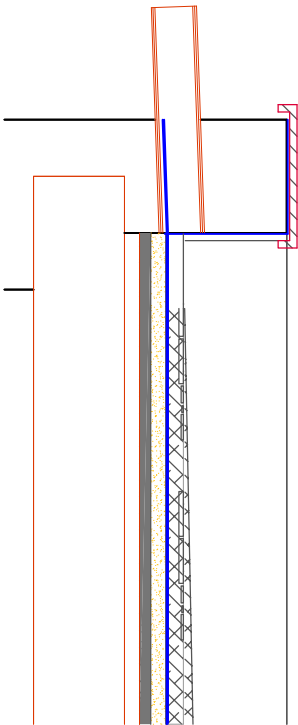
CLARICE ARCHITETTI ASSOCIATI
FIORETTI GRASSI VENTURA

B5.3

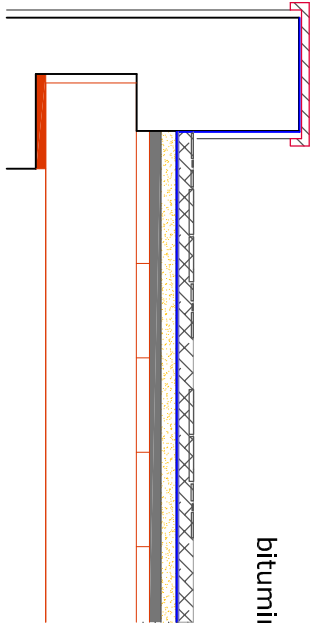
Scale: 1:100

Date:02/2019

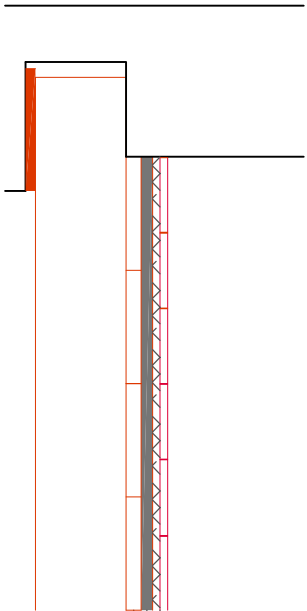
CONSTRUCTIVE DETAIL



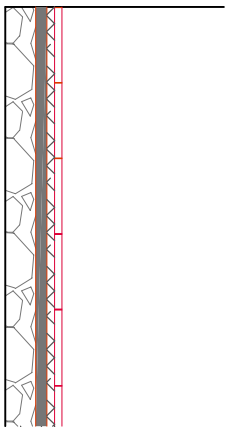
C.detail_1



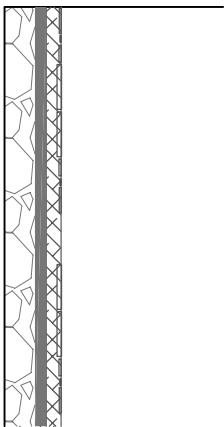
C.detail_1



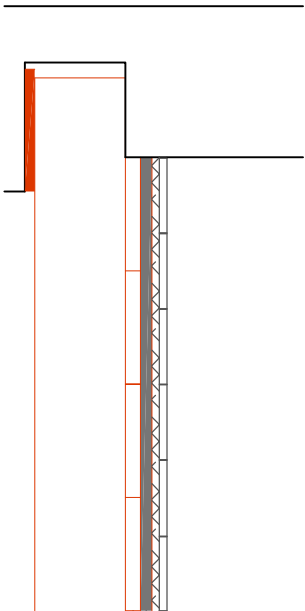
C.detail_2



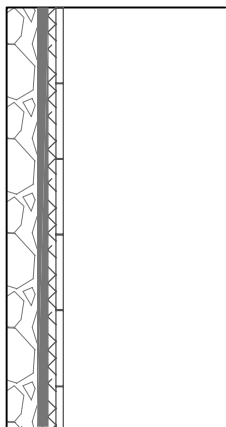
C.detail_3



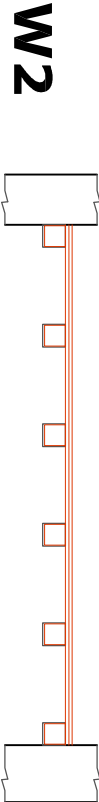
C.detail_4



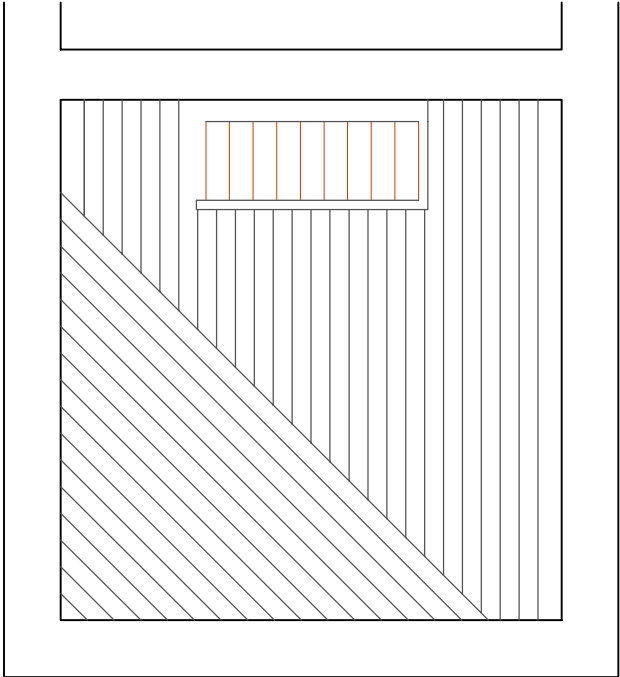
C.detail_5



C.detail_6



C.detail_7



C.detail_8

10.9.

Technical dossier (with architectural drawings) of the Restoration Project of Fort Amsterdam

Contracting Authority: European Commission

PROMOTING LOCAL ECONOMIC DEVELOPMENT IN GHANA

Annex A.1 – Concept note

[Budget line(s): <number(s)>] or
[<...>th European Development Fund]

Reference:

EuropeAid/159018/DD/ACT/Multi

Deadline for submission of concept notes:

27/04/2018 at 18:00 (Brussels date and time)

(in order to convert to local time click [here](#))

[Number & title of lot]	Lot 1 – CSOs as Lead Applicant
Title of the action:	REACTING – REstoration of fort Amsterdam for the Activation of Tourism IN Ghana
Name of the lead applicant	Ghana Fort Amsterdam Onlus

Dossier No	
(for official use only)	

1.1. Description of the action

1.1.1. Fill in the table below:

Objectives of the action	<p>Overall Objective: to activate a local sustainable development process and contribute to job creation and expansion of economic activities in an environmentally sustainable manner at the local level involving actively CSOs and LAs.</p> <p>Specific objectives: 1) to support the development of sustainable tourism in the costal area of Ghana, through the rehabilitation of Fort Amsterdam and the creation of a vocational training centre on tourism and an available locations for selling local products and services inside the Fort.</p> <p>2)to provide capacity building and job opportunities especially to youth and women, on tourism, constructions and handicraft sectors;</p> <p>3) to promote a multi-stakeholders collaboration, among local and national authorities, civil society organizations and private sectors operators.</p>
Target group(s)	<ul style="list-style-type: none"> - Local workers, artisans and engineers trained/employed in the restoration the restoration of Fort Amsterdam; - Youth and women involved in training/courses on tourism business and related services and on handicraft and dairy production (50% are women); - Small/medium scale local economic actors (artisans, farmers, fisherman, etc.); - Representatives and officers of Local authorities; - Local, national and international tour operator.
Final beneficiaries	<p>The main final beneficiary is Abandze local community that includes around 6500 people. Indirect beneficiaries: the whole population of the costal area of Greater Accra, Central and Western Regions (around 100.000 persons in total)</p>
Estimated results	<ul style="list-style-type: none"> - Fort Amsterdam restored and returned to local community and tourists; - 50 workers trained in construction; - 60 your young people and women trained in tourism business and related activities; - 50 women and young trained on handicraft and safe dairy production; - One cooperative set up for the management of touristic services and commercial activities linked to the Fort; - Revenues of tourism sector operators of the area increased of at least 10%; - Abandze local community involved in activation of guest houses and other sustainable tourism related services/activities - Local Authorities capacities in valorisation of local resources and in the promotion of sustainable tourism strengthened (16 LAs). - Network of local, national and international tour operators activated
Main activities	<ol style="list-style-type: none"> 1. Restoration of Fort Amsterdam through the use of traditional building technics involving master artisans and community members through the <i>learning by doing</i> methodology; 2. Equipping the restored Fort to undertake tourism and vocational activities (exhibition rooms, bar and restaurant, market place for handicraft production, training rooms); 3. Activation of a tourism vocational training centre inside the Fort, targeting in particular youth and women. 4. Networking of tourism sector operators and promotion of the itinerary of Ghana Forts, creating links with European sustainable tour operators. 5. LAs capacity building on the valorisation of natural and cultural heritage. 6. Activities with local communities groups to involve them in the management and animation of the Fort (training on handicrafts and safe dairy products for women/youth, establishment of a cooperative) 0. Crosscutting activities (Management, Coordination, communication...)

1.1.2. Description of the action: cover all the 5 points in the instructions:

Background. The project starts from the long presence of Ghana Fort Amsterdam Onlus (GFAO) in the Central Region of Ghana and from the excellent relations with Local Authorities and Associations. Over the years GFAO built 14 schools with more than 1000 students in the districts close to the Fort Amsterdam -that gives the name to the association- and has been officially recognised by the Republic of Ghana on March 11th, 2011. The association aims, with the restoration of the Fort, to save a monument proof of one of the saddest pages in the history of humanity and to do justice to the populations by creating a tourism school in the same Fort, that can contribute to the development of the local economy and give work to young people and to women on the coast. In the same Fort a past of pain and a future of hope.

Objectives of the action: the overall objective is to contribute to local sustainable development and job creation focusing in particular on the development of sustainable tourism, with an active involvement of community groups, CSOs, LAs and all relevant institutions. The specific objectives of the action are: 1) to support the development of sustainable tourism in the costal area of Ghana, through the rehabilitation of Fort Amsterdam, where a vocational training centre on tourism and locations for selling local products and services will be set up; 2) to provide capacity building and job opportunities especially to youth and women, on tourism, constructions and handicraft sectors; 3) to promote a multi-stakeholders collaboration, among local and national authorities, civil society organizations and private sectors operators.

Key stakeholders Groups. All main stakeholders have been involved in the conception of this project proposal and all of them showed a very positive attitude and an high interest in the project. The **Ghana Museums and Monuments board (GMMB)**, the National Institution responsible for the preservation of Ghana's cultural heritage and in particular for the preservation of Fort Amsterdam, will be an associate entity in the action. The **Mfantseman Municipal District**, co-applicant in this action, is one of the 17 districts in the Central Region located along the Atlantic coastline of the Central Region of Ghana, where the Fort is located. The inhabitants are mainly employed through fishing, farming or trading. The development of tourism would be a great contribution to the local development of the population of this area, which is rich in natural and cultural heritage. For this reason the Municipality strongly support the realization of this project idea. **UNESCO Ghana** will be as well associated in this action, as a very important stakeholder for the success of the project, considering the strategic role of this organization for the preservation and promotion of cultural heritage. **Ghana Education Service**, that cooperates since years with GFAO, will be as well associated and will support the establishment of the tourism school inside the Fort. The **Vocational Training and Rehabilitation Centre (VTRC)** will be an important partner to accompany the restoration of the Fort and the "learning by doing" process that will allow many youth to work and learn during the restoration process. Finally the participation as co-applicant of the **Abandze Development and Welfare Association**, who cooperates as well since long time with GFAO, will be crucial to allow an active involvement of local community, in particular women groups and youth. Furthermore, having on board as co-applicant **ViaggieMiraggi**, an Italian non-profit social cooperative for Sustainable Tourism with large experience, will give a strong added value for setting-up and promoting a new itinerary of sustainable tourism in Ghana focusing on Fort Amsterdam as core-centre. The Ministries of Tourism will be informed and involved.

Main Activities and Work-packages): 1) Restoration of Fort Amsterdam through the use of traditional building technics involving master artisans and community members using the restoration process in the same time as a great training and job opportunity for local workers (learning by doing); 2) Equipping the restored Fort to undertake tourism and vocational activities for (exhibition rooms, bar and restaurant, market place for handicraft production, training rooms); 3) Activation of a tourism vocational training centre on tourism inside the Fort, targeting in particular youth, women and LAs representatives; 4) Networking of local tourism sector operators and promotion of the itinerary of Ghanaian Forts, creating links with National and International tour operators in sustainable tourism. 5) LAs capacity building on the valorisation of natural and cultural heritage; 6) Activities with local communities groups to involve them in the management and animation of the Fort (training on handicrafts and safe dairy products for women/youth, establishment of a cooperative); 7) Crosscutting activities (Management, Coordination, monitoring, communication).

Timeframe of the action:total length: 48 months. **WP 1)** 2nd > 15th month - **WP 2)** 16th > 22th month - **WP 3)** 25th > 48th month - **WP 4)** 25th > 48th - **WP 5)** 25th > 48th; **WP6)** 20 th > 40 th – **WP 0)** 1st > 48th months

1.2. Relevance of the action (max 3 pages)

1.2.1. Relevance to the objectives/sectors/themes/specific priorities of the call for proposals

The action proposed is fully coherent with the **priorities and objectives defined in the call for proposals** since its overall objective is to activate a local sustainable development process, through job creation and expansion of economic activities in particular with reference to tourism sector. Furthermore, as below explained, GFAO has an important history of collaboration with the local authorities, in particular with Mfantseman Municipal District, that since many years collaborated with GFAO for the construction and activation of several schools and other services for local community. Relevance. This project proposal is very focused on the main topic of the call for proposals that is the promotion of local economic development in Ghana. The valorisation of the rich natural and cultural heritage of the coastal area is considered strategic to activate a local development process focused on sustainable tourism. Regarding the geographic priorities defined in the call, the action will have a relevant impact in the whole coastal regions of Ghana, namely the Western, Greater Accra and Central Region, starting from the restoration and valorisation of Fort Amsterdam (located in Central Region) and networking with all the 19 Forts situated along the coast. Regarding the specific requirements stated in the guidelines for applicants, as above explained, the action will be realised by promoting a multi-stakeholder alliance between private and public operators and is totally aimed at creating job opportunities for women and youth and “spaces” of collaboration between public and private sectors operators. With reference to the type of action to be realised, please note that this proposal has been shared and concerted by CSOs, LAs and other stakeholders engaged in creating training and employment opportunities and to increase incomes for beneficiary communities in an environmentally sustainable manner, by valorising the local resources (notably natural and cultural heritage) and by activating development process that in the medium-long term will improve the living conditions of beneficiary communities. Furthermore, regarding the type of activities proposed, the restoration of the Fort, the vocational training and the activation of all tourism related services will generate decent employment and income opportunities for the whole community, notably for youth and women.

All the activities proposed, namely the restoration of the Fort and the activation of related services, will be realised through an innovative and entrepreneurial approaches and techniques. The restoration of the Fort is namely an intervention of “area regeneration” but, once restored, the Fort will become a vibrant core place where develop vocational training and other tourism-related activities, such as manufacturing, traditional handicrafts. The whole local community will benefit from the improvement of the attractive capacity of the area, that will lead to the creation of decent employment and income generating opportunities for community groups, especially youth, women, through the cooperation between civil society organisations and local authorities.

The methodologies applied will be: 1) *learning by doing methodology* during the restoration of the fort for carpenters, masons, electricians and other construction-related professions; 2) the traditional construction techniques will be recovered valorised and transferred; 3) an exchange of experiences and best practices with European operators and experts in valorisation of local resources will be realised.

The main Expected results are briefly described in the table above (section 1).

1.2.2. Relevance to the particular needs and constraints of the target country/countries, region(s) and/or relevant sectors (including synergy with other EU initiatives and avoidance of duplication)

Pre-project situation. According to the *Tourism Market Trends Report in Ghana* published by The Ghana Statistical service in 2017, Tourism sector has the potential to play an important role in economic development and employment growth, by stimulating the demand for better infrastructures, local products, accommodation. According with a World Bank report of 2013, Ghana has the highest tourism performance Sub-Saharan African countries. The last trend analysis on the tourism market in Ghana produced in 2006, found that about 584,000 international tourists visited the country in 2004 and that generated US\$694m in international tourist receipts (GSS 2006). Ghana's Tourism Sector is one of the fastest growing sectors in the country. In 2016, it was the fourth highest income for Ghana. In 2016 tourism sector employed about 125,000 people directly and a further 313,000 indirectly. Tourist arrivals continue to increase in Ghana, hitting 1.2 million in 2016. An

important portion of tourists coming to Ghana is represented by North American and European people with African origins, who come to search their roots and know more about the history of their ancestors and their deportation as slaves. For this reasons, the Ghanaian Forts are a very attractive destination with a great potential of development. Ghana's Tourism Policy states that the type of tourism to be promoted shall be non-mass and shall focus on that which shall respect and conserve the natural, cultural, historical, ecological and environmental heritage. With low barriers to entry, a wide employment multiplier-effect, the availability of jobs at all levels and flexible working hours, tourism provides employment and income generation for women, young people and vulnerable groups. Many initiatives are in place to promote wage employment, self-employment and programmes aimed at disadvantaged groups. High aggregate employment and incomes are expected from the sector in the next future because of its labour-intensive characteristics. The latter aspect offers the economy the potential for absorbing the growing surplus labour in the system. The projected trends for the next future provide some hope for the labour market and poverty reduction, especially in the destination areas.

Analysis of problems. Notwithstanding the above, tourism sector was and currently remains under-funded and only partially recognised by the highest policy establishments over the years. The growth of the tourism industry in Ghana can only be sustained with adequate and quality professionals. However, there is a shortfall in the supply of trained, skilled and efficient workforce to deliver quality service, thus posing serious challenges to the future growth and competitiveness of the sector. There is a huge gap between both the quality and quantity of human resource requirements of the tourism industry. It is therefore important that the human resource capital of the tourism industry in Ghana is given the needed attention to provide highly qualified professionals to match the demand and supply needs of the industry, whilst providing quality service to tourists, improving productivity, reducing poverty and increasing employment. The tourism industry in Ghana is reputed for low remuneration and poor working conditions. These factors do not encourage the attraction and retention of staff with requisite capacity needed for the sustainable development of the industry. From the foregoing there is a need to awareness raising in both the public and private sectors to understand the importance of tourism and the benefits that can be derived from it. Without proper policies, strategies and controls in place, working in the tourism sector can be arduous and exploitative. The industry has been experiencing poor quality service delivery which is detrimental to achieving the full economic and social potential of the tourism industry.

One important obstacle to the development of tourism in the region, in addition to the lack of professional skills and awareness, is the lack of resources for the recovery and valorisation of historical and cultural heritage. With this view, the restoration of Fort Amsterdam (at the core of this project idea) and its use a vibrant centre both for training and commercial activities and in the same time as a tourism destination itself, will give a relevant contribution to the re-launch of the sector.

Significant plans undertaken. The action will involve in each phase the main institutional stakeholders, especially public and private actors active in the promotion of tourism sector in Ghana and is linked to the existing legislation of Ghana and to the National Tourism Development Plan (2013-2027) of the Ministry of Tourism, that has been prepared with financial and technical support from UNDP, UNECA and UNWTO with the aim of positioning tourism in the national development agenda, as well as achieving the core objectives of the Ghana Shared Growth and Development Agenda (GSGDA) and the Millennium Development Goals (MDGs). The action is also related to the UNWTO Sustainable Tourism – Eliminating Poverty Initiative (STE-P) that promotes poverty alleviation through the provision of assistance to sustainable development projects, as it is focused on encouraging sustainable tourism in terms of social, economic and ecological activities that specifically alleviate poverty, deliver development and create jobs, especially for youth and women.

1.2.3. Describe and define the target groups and final beneficiaries, their needs and constraints, and state how the action will address these needs

Target Groups. The restoration of Fort Amsterdam is the first actual step leading to the implementation of the training and economic activities there located.

The restoration will offer the occasion to employ local workers, artisans and engineers and to provide them training on the job. In this sense the first target group met by the project is represented by the personnel of local construction companies, encompassing workers, technical building surveyors, engineers and administrative

personnel of such companies. The estimated number is 50. The construction related employees need to improve their skills especially in health and safety at work, restoration of historical sites, utilisation of specific materials and techniques business management. The training will be operated by local and EU construction senior experts and it will be maximized the practical approach (learning by doing).

The restored buildings of the Fort will host a vocational training centre on tourism and locations where local operator will sell products and services to tourists.

The attendees to tourism training are estimated in 30 per year (once the centre is activated), from 14 to 18 years old.

As better explained in 1.2.2, the tourism services in the area need to be improved in quality and in standards and diversification of the tourism offer, especially to adopt sustainable approach and the valorisation of the local cultural heritage, both material and immaterial. At the same time the trainees will have more chances to get qualified employment in an important sector for local GDP represented by the tourism.

The participation of European experts/actors in the definition/implementation of the training will be incentivised.

Local economic operators (women groups, artisans, small farmers, etc.) will be also supported, trained and guided in the establishment of their business addressing the tourists visiting the area, increasing their skills in management, designing of products and services and relations with customers. It is expected to directly involve at least 50 operators and further 180 indirectly.

Tourism trainees and economic operators will have at least 50% of female representation. Tourism trainees will be identified on-site thanks to the direct involvement of local partners and stakeholders involved, taking into consideration the initial skills, their motivations and entrance trials.

LAs representatives and officers will be involved in the organization of the activities around the Fort and in particular they will be the target of specific training on the valorisation of natural and cultural heritage. A strict cooperation among LAs, CSOs and private actors working in tourism sector will be promoted.

Beneficiaries. Further than the target groups above listed, the main beneficiaries include also a potential user basin of 6.500 inhabitants of the Abandze Municipality and more than 100.000 inhabitants living in the 15 municipalities around the area of the project. The main advantage is represented by an increase of the request and selling of products and services for tourists, that can trigger further economic initiatives in chain with the core activities of the project, such as the production and supply of local products (food, arts, handicrafts, services, tours and guided visits). The project will particularly encourage the collaboration of their target groups with the surrounding economic operators, thanks the creation of a brand that will identify the project related activities.

1.2.4. Particular added-value elements

The main added value elements of this proposal are the following: **1) Consolidation and extension of the private/public partnership.** An element of success for the action will be the establishment of a cooperation network among the LAs, the tourism vocational training centre in the Fort, CSOs and tourism operators active in the area. **2) Innovation.** The multitasking operation held on Fort Amsterdam (its restoration and adaptation to the purposes of project – vocational training centre and tourism business location) is innovative on the territory and it could represent a best practice, suitable to be transferred and capitalised also towards the other territories on the region; **3) Equal opportunities** (youth and women focus). The participation to project activities (namely training and business support and guidance) will be ensured at least 50% to women and particular focus will be devoted to young; **4) Environmental sustainability.** All the project activities will be implemented in compliance with the principles of the environmental sustainability: the modalities through the which the Fort Amsterdam will be restored and adapted to project activities, the contents of the learning by doing of its restoration, the training on tourism will be oriented towards sustainable principles and conservation of natural and cultural heritage; **5) Preservation and valorisation of material and immaterial cultural heritage.** The Fort Amsterdam represents an important piece of the history of the Region and the whole Ghana. Its restoration and the revitalization of economic activities on the site is the main pillar where the whole project is based; **6) Bottom-up approach.** The involvement of CSOs, economic stakeholder and LAs in co-planning the activities will ensure their effectiveness as well as their actual relevance with the specific needs of the targets and, in broad sense, to the necessitates of the whole territories of the project.