

PW.ACC-986 109876

CONSERVATION AND TOURISM DEVELOPMENT PLAN FOR CAPE COAST

A DESIGN & PLANNING WORKSHOP
ORGANISED BY US/ICOMOS
COSPONSORED BY CONSERVATION INTERNATIONAL
& THE GHANA HERITAGE CONSERVATION TRUST

A PROJECT FUNDED BY THE UNITED STATES AGENCY
FOR INTERNATIONAL DEVELOPMENT (USAID)

CONSOLIDATION PHASE
NATURAL RESOURCE CONSERVATION
& HISTORIC PRESERVATION PROJECT
CENTRAL REGION
GHANA

CONSERVATION
AND
TOURISM DEVELOPMENT PLAN
FOR CAPE COAST

TABLE OF CONTENTS

Acknowledgements	4
Foreword	6
I. INTRODUCTION	
Preamble	10
Project Overview	14
The Need for a Conservation and Tourism Development Plan	17
Community Benefits and Responsibilities	21
Architectural and Urban Conservation in Cape Coast's Historic Core	22
Urban Infrastructure Improvements	26
II. PUBLIC REALM	
Introduction	30
Six Streets in Cape Coast	32
Core Area Streets Analysis	43
Environmental Quality	47
Summary Recommendations	52
III. HERITAGE CONSERVATION	
The Cape Coast Standard for Heritage Conservation	56
The Architectural Heritage	57

Community Education	62
Heritage Legislation	64
Economic Incentives	73
Summary Recommendations	76

IV. TOURISM

Introduction	80
Access	81
Services	86
Interpretation	90
Visitor Experience	92
Community Issues	100
Tourism in the Central Region	105
Tourism Development Plan for the Central Region	110
Existing Tourism Attractions	112
Summary Recommendations	116
Maps	117
Illustration Credits	124

ACKNOWLEDGEMENTS

There are so many people to thank for assisting US/ICOMOS in the preparation for the workshop. We are grateful to all, and particular thanks go to:

Doug Comer who donated countless hours of work to design and construct the GIS database for Cape Coast, assisted by his students Sarah Dangelas and Paula Miller, at the University of Maryland;

Michael Tuite worked many hours to design the digital inventory and to prepare the documents for the CD background reader, with the help of Christine Madrid and other New Media Center staff, at the University of Virginia;

Pratt Cassity, for his guidance with pre-charette outreach and planning;

SAMBUS Company Limited: Samuel Aboah and Albert Attoh, who assisted with the GIS training;

Anthony D.C. Hyland, whose many studies and projects have paved the way for this one.

Institutions: Cape Coast Municipal Assembly; Central Region Archives, Cape Coast; National Archives, Accra; Ghana ICOMOS; Ghana Museums and Monuments Board (GMMB); Military Museum, Kumasi; Oguaa Traditional Council

Individuals: Jonathan Allotey Abbosey, Noel Yaw-Affum Abrokwa, Samuel O. Afram, Nkunu Akyea, Benjamin Amisah, Okyeame Ampadu-Agyei, Ben Anane-Nsiah, Osabarimba Kwesi Atta II, Alex Baffoe-Bonnie, Fritz Baffour, Osei-Boateng, Ebenezer Dadzie, Albert S. Dodoo, Sampson Donkoh, Dr. Michel R. Doortmont, Harriet Enniful-Eghan, Sena Gidigasu, Isaac Hayford, Safo-Kantanka, Augustine Koomson, Arko Eric Kwame, Mark McCann, Patrick Nunoo, George Olympio, Emmanuel Owusu, Agyemang-Amprofi Poku, William Sakyi-Bekoe, Michel van den Nieuwenhof, Johannes Vegba, Besa Vormatu-Dzelumadzekpo, Honourable Kojo Yankah (M. P.)

University of Science and Technology, Kwame Nkrumah University, Professors of Architecture: Samuel O. Afram, Dr. Ebenezer Tackie, Gilbert Amegatcher

Participants in the Pre-Charette meeting held at Cape Coast Castle:

Nana Adabi, Chief of the Fishermen/Fishmongers

Madam Nana Akon, Market Women Representative

Hon. J. Ankai-Taylor, Assemblyman, Intsin

Hon. Annan, Assemblyman, Gyegyeano

Mr. Antwi, CCMA Sanitation Committee

Mr. Ekow Asmah, CCMA Representative
Dr. Bentsi-Enchil, Chairman, Cape Coast Development Association
Hon. Eben Biney, Assemblyman, Krootown
Hon. T. H. Danquah, Assemblyman, Kotokuraba-Tsimtsimhwe
Hon. Morgan Eshun, Assemblyman, Kawanopaado
Hon. J. R. Hayford, Assemblyman, Tameresease
Hon. Emmanuel Hope, Assemblyman, London Bridge
Mr. Kofie, CCMA Representative
Hon. Kuranchie-Taylor, Assemblyman, Victoria Park
Mr. Edward Mills, Ghana Library Board, Cape Coast
Supi Minnah, Oguaa Traditional Council
Hon. Isaac Otoo, Assemblyman, Aboom Wells
Hon. Joyce Naana Thompson, Assemblywoman, Anchin/Fawohodzi
Anti Wangar, Market Women Representative
Hon. Armah Wilberforce, Assemblyman, Kadawen
Hon. Kojo Anaisie Yarquah, Assemblyman, Bakaano





FOREWORD

Cape Coast is on the cusp of renewed development. The growth of the suburban areas is ample illustration of this vitality. The World Heritage sites in the town, as well as in neighboring Elmina, are drawing ever greater numbers of tourists. The danger in this situation is that the many historic resources in Cape Coast will not be adequately highlighted and protected, and that the townspeople of Cape Coast will not participate in this favorable economy.

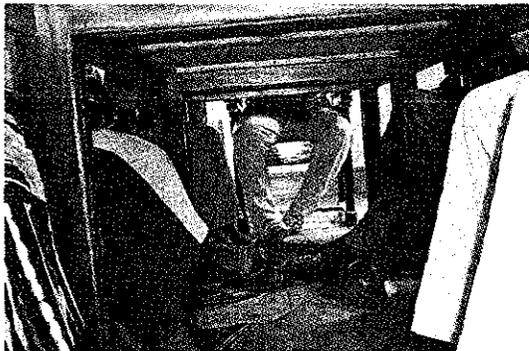
This is the reason for the project that is sponsoring the design workshop. One objective of the Natural Resources Conservation and Historic Preservation Project, Central Region, Ghana, Consolidation Phase, funded by USAID, is to assist the local governmental and traditional authorities to define a plan to control and maintain ownership of their resources and the benefits they generate, both monetary and cultural.



More and more, around the globe, tourism is owned and managed by multinational interests with the capital to develop and manage tourism products and destinations. Local control is becoming a thing of the past in small communities everywhere.

Local authorities who set the scene, who define the rules of business, the parameters of the exploitation of local resources, are few.

In the first phase of this project, several nonprofit, nongovernmental agencies worked to conserve the rich heritage of the Central Region, specifically, the triangle encompassing Cape Coast, Elmina and Kakum National Park. The tourists have come in great numbers, surprisingly not just the heritage tourists of America and the adventure travelers of Europe, but also the people of Ghana, who have been the most numerous to come and visit these sites to rediscover their heritage.



This planning workshop was organized to bring together experts in the fields of heritage conservation to draft a *Conservation and Tourism Development Plan* for Cape Coast. It was a pivotal activity of this USAID project. It was scheduled midway through the project in the hope that a sufficient amount of data was collected in the first year to inform the deliberations, and that a sufficient amount of time would remain in the second year to begin implementation of the ideas and recommendations that follow from this exercise.

All who were invited to participate in this workshop were selected because of their specific background, skills and experience. Many areas of expertise related to preservation and development were represented among the group. Although some participants were in Cape Coast for a very short period of time, US/ICOMOS believes that its position today is not dissimilar

from the situation of many other historic towns; that it is possible, after reviewing the background information, visiting the town, and listening to the community, to distill the broad concepts and guidelines to be followed in the future development of Cape Coast.

Of all the information collected for review by the participants, the most important is the opinions and preferences expressed by members of the community of Cape Coast in the pre-workshop meeting held at Cape Coast Castle in June. During this meeting more than thirty community leaders and opinion leaders gathered for a half-day mapping exercise. At the end of session, participants presented the location of sites which to them held the most significance; the problems facing the people of Cape Coast; and possible solutions to these problems. As a result of this process the defined historic core (see Heritage Conservation) includes more than 99% of all sites highlighted during the exercise. The workshop agenda allowed time for discussion of the results of this meeting, and to further question the municipal and traditional leaders, the business people, the fishermen and the residents of the town.

The workshop participants' recommendations were sought on areas of specific concern:

- Definition of the historic district, and any other noncontiguous sites to be included in it.
- Suggestions about protective legislation
- Suggestions for waterfront development
- Suggestions for greenspace and public park development
- Definition of parking areas, particularly tour bus parking, alighting and boarding areas
- Development of artisan markets
- Wish list of priority tourist services in the town
- Wish list of priority restoration projects in the town

It has been an honor for US/ICOMOS to serve as host and organizer of this workshop and to facilitate the work of this dedicated and exceptional group of heritage conservation professionals. The following document is their offering to the people of Cape Coast, in the hope that it will prove useful in the creation of a fully integrated development plan that highlights the conservation of the cultural heritage in the context of economic development.

US/ICOMOS

Ellen Delage, Director of Programs

Gina Haney, Project Coordinator

Ferdinand Addo, Deputy Project Coordinator

I. INTRODUCTION



CONSERVATION AND TOURISM DEVELOPMENT PLAN FOR CAPE COAST, CENTRAL REGION, GHANA

PREAMBLE

CAPE COAST DESIGN WORKSHOP

- 1.0 We are thankful for the week we have spent in Ghana's Central Region. Cape Coast has welcomed us and we have discovered the wealth of the culture and the hospitality of the residents and their belief in making the future a better one.

This week, it was our privilege to collaborate with community members and the highly trained professionals who are here. We have realistically discussed the views of this community and we value the input from the key decision-makers.

Today, Ghanaians are independent, moving forward from a colonial past. This is the foundation of our mutual understanding and agreements for the future.

- 2.0 The Natural Resource Conservation and Historic Preservation Project has provided a beginning to a process that will continue well into the future. The funding and technical assistance provided by the project has enabled activities that the Cape Coast community will soon need to maintain. There is a new direction that relies on your awareness of the importance of heritage conservation and your engagement in making it a focal point for the development of tourism and of the region. Travelers expect authentic experiences from honest depictions of local customs, historic buildings, and local people. Therefore, a political commitment to heritage conservation is necessary and broad community support is key to its implementation.

- 3.0 The relationship among all the individuals involved in the projects we have seen is one based on partnership, real partners sharing the investment (and communities can contribute labor, if not capital) and the rewards of making heritage conservation a priority. A partnership between institutions implies a contractual relationship. Contracts express the commitment of both parties to implement their spirit and their letter. We have, therefore, each given our word.

Partnerships have been made through projects in Cape Coast, for example, the rehabilitation of Heritage House (formerly Government House) or the implementation of the small building grants programme, with first grants awarded to the Oguaa Traditional Council to help repair Posuban shrines. The way our contracts are imple-



mented in Cape Coast, since they are the first of their kind, is being watched by the international community and will determine the confidence the international community will have to invest in this field in the future.

- 4.0 Why is conservation the object of this partnership? Conservation is an essential activity in all parts of the world. It is a mark of respect for our history and for our ancestors. Through this process, we are in a position to leave to future generations evidence of the past from which they, through the words of their elders, reconstruct the past and build up their own identity. Conservation is therefore, first and foremost about people. This is also shown through your commitment to rehabilitate the basic infrastructure of the conservation areas along with the historical buildings and sites. Clean water, proper standards of sanitation, repaired buildings and the passing of traditions, go hand in hand.
- 5.0 Conservation is finally tourism and tourism will represent a substantial contribution to community development in the future. It promotes international exchange. Therefore, tourism is a) a fair bargain in as much as returns to the communities on capital investments can be ensured and b) a fair system of redistribution of tourism revenues be found which also takes into account the interest of the local communities.
- 6.0 Finally, conservation and the development of tourism are a major way to promote international understanding and exchanges. The younger generation has not missed this point when they regularly seek to exchange addresses with visiting travelers. Further, it develops exchanges among countries and cities, and promotes the discovery of other continents and cultures.

It is in this spirit that we issue our report, that we give our findings and we convey our philosophical basis for heritage conservation in Cape Coast.

The built environment of the historic district accommodates an intricate combination of social and cultural traditions, sites, activities and practices that is unique to Cape Coast. Proposed changes in the physical form and infrastructure of the historic district should not disturb or displace these practices or activities. Heritage conservation concerns should be addressed in equal priority to negative impacts to the natural environment or to public health.

Cape Coast represents layers of history. Each layer is significant. Vernacular resources and traditional activities are as important in the story of Cape Coast as its colonial past of slave trade. Each layer – before Europeans, while colonized and after



Charette participants on Heritage House porch



independence – contains resources that should be recognized and protected. It is not for us – it is for our children and their children.

Participants

Arch. Samuel O. Afram
Department of Architecture
University of Science and Technology
Kumasi

Mr. Nkunu Akyea
Department of Geography and Tourism
University of Cape Coast

Mr. Jerry Belson
Southeast Regional Director
U.S. National Park Service
Atlanta, Georgia

Professor Jeurry Blankson
Department of Geography and Tourism
University of Cape Coast

Mr. Frank M. Busumtwi
Regional Director
Town & Country Planning Department
Cape Coast

Mr. Pratt Cassity
Executive Director, National Alliance of
Preservation Commissions
University of Georgia, Athens

Dr. Douglas C. Comer
US/ICOMOS Cultural Site Analysis
Initiative
Washington, DC

Professor Maurice Cox
University of Virginia
School of Architecture
Charlottesville, Virginia

Mr. Kwesi DeGraft-Hanson
Assistant Professor
School of Environmental Design
University of Georgia, Athens

Mr. Sampson Donkoh
Regional Director
Ghana Tourist Board
Cape Coast

Dr. Michel R. Doortmont
University of Groningen
The Netherlands

Arch. W.P. Nii Teiko Evans-Anfom
Evans Anfom & Associates
Accra



Professor Anthony D.C. Hyland
Department of Architecture, National
University of Science and Technology
Bulawayo, Zimbabwe

Arch. D.S. Kpodo-Tay
Chairman, Ghana/ICOMOS
Accra

Mr. Bruno Lefevre
UNESCO Representative to Ghana
Accra

Ms. Patricia O'Donnell, FASLA
LANDSCAPES
Charlotte, Vermont

Mr. James Parrent
Senior Curator of Archaeology and Regional
Monuments Officer, Northwest/Chobe. Na-
tional Museum of Botswana
Gaborone

Arch. Julius Robert Richter
Architectural Design Partnership
Accra

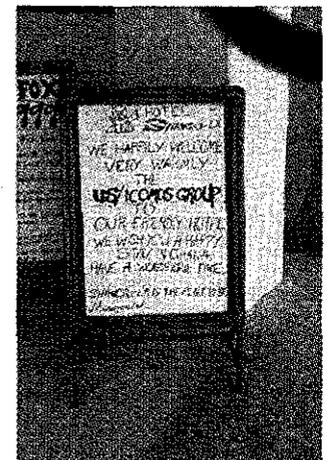
Mr. Hisashi B. Sugaya, AICP
Chairman, ICOMOS International
Committee on Cultural Tourism
San Francisco, California

Mr. Frank Tackie
The Consortium (CIHSD)
Accra

Mr. Michael L. Tuite
Administrator, New Media Center
University of Virginia
Charlottesville, Virginia

Mr. Michael Van den Nieuwenhof
Save Elmina Association
Accra

Professor Nii Adjiri Wellington
Department of Architecture, University of
Science and Technology
Kumasi





Ceremony for the Commissioning of Heritage House



Dr. Frank Young, Head of Mission, USAID Ghana, above, and Gina Haney, below



PROJECT OVERVIEW

US/ICOMOS launched a project in Cape Coast, Ghana, that focuses on the ecology of heritage and the thoughtful management of change. Working with Conservation International, which is undertaking a broad program of natural resource conservation and the overall project management, US/ICOMOS is implementing the historic preservation component of a USAID-funded grant.

This two-year project, the *Consolidation Phase, Natural Resources Conservation and Historic Preservation Project, Central Region, Ghana*, is building on an earlier, larger grant that restored three of the most significant castles and forts (all World Heritage Sites) along the former Gold Coast, established a museum and interpretive programs, created a protected, national rainforest park (Kakum National Park), worked with local communities to develop alternative agricultural and business ventures and developed tourism literature.

A major accomplishment of the first phase was the creation, with a US\$2 million endowment from USAID, of a regional nonprofit, the Ghana Heritage Conservation Trust (GHCT), charged with the long-term conservation, management and development of the cultural and natural resources in the resource-rich triangle of Cape Coast-Elmina-Kakum.

In the consolidation phase, US/ICOMOS turned from the bricks and mortar conservation work at the national monuments to focus on the historic towns that grew around them. The project will develop local preservation activities and community work to try to guide sensitive development, and re-knit the fabric of the community to make it sustainable once more.

Project activities focus on four areas:

PLANNING

- A digital inventory of cultural resources is being created. Project staff is collecting data with the assistance of survey teams of architecture students from the University of Science and Technology, Kumasi, and national service workers. The New Media Center of the University of Virginia is processing the data and creating the inventory database of images and text.
- A Municipal GIS (Geographic Information System) is being constructed for the historic core of Cape Coast under the US/ICOMOS Cultural Site Analysis Initiative. The former Regional Minister, Hon. Kojo Yankah, M.P., has named this the official municipal GIS of Cape Coast, to be used by all local and regional planning authorities. Analyses of the



GIS data will emphasize the importance of cultural resource management in the context of economic and urban development.

- A design workshop was held in August 1999 to bring together international, national and local professionals in architecture, preservation, landscape architecture, urban planning and cultural tourism. Their charge was to analyse the information compiled in the inventory and the GIS, and gathered from the local community, in order to draft a *Conservation and Tourism Development Plan for Cape Coast*. This document is the product of that workshop.

COMMUNITY OUTREACH

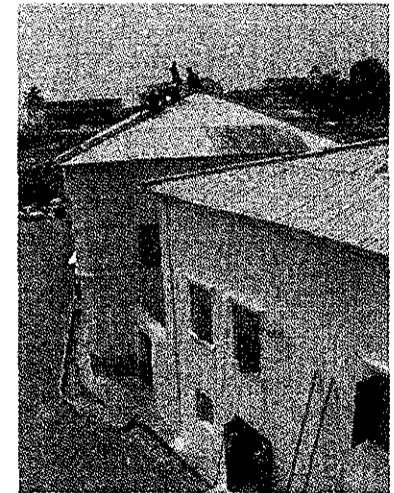
- A legal study of Ghanaian environmental law, cultural and natural, was commissioned of a scholar at the University of Legon. With this background knowledge, the Executive Director of the U.S. National Alliance of Preservation Commissions made presentations in Cape Coast and Accra, to local, regional, national and traditional authorities on the general issues involved in historic district and conservation area legislation. The options for effective local ordinances were outlined and discussed.
- A series of town meetings are being held in the local community to develop awareness of historic preservation, Cape Coast history and opportunities for tourism development.
- With the assistance of Agoro Theatre for Development Programme, concert parties, a local popular artistic expression in music and dance, will be scripted to inform and educate the local community about the goals and objectives of heritage conservation.
- The Municipal Assembly with the Oguaa Traditional Council and in conjunction with neighborhood and religious groups, are organizing clean-up days in the town center.
- A small grants program, in the form of materials only, is being offered to the Oguaa Traditional Council and to owners of significant privately-owned structures in the historic core for maintenance and restoration work.

RESTORATION OF GOVERNMENT HOUSE

- A very visible, public and official endorsement of cultural resource protection is the Regional Administration's support to restore Government House and make it the focal point of tourist services in Cape Coast. One of the most prominent buildings in Cape Coast, it was at different times the former seat of the British Governor, a hospital and a private residence. It was re-commissioned as Heritage House and the Ato Austin Memorial Garden and will house the offices of the Ghana Heritage Conservation Trust (GHCT), a satellite office of the Ghana Tourist Board, a restaurant, handicrafts concessions and space for local events and exhibitions.



Building selected for homeowner grant program, before, above, and after restoration work, right.



Roof repairs are begun on second site, right.

Sign announcing program and its sponsors, below.





INTERPRETATION AND EDUCATION

- An exhibition on the Heritage House restoration was mounted for the opening of restoration work; it has evolved with the project and will become a permanent exhibit.
- With the Ghana Tourist Board (GTB) and Conservation International (CI) a tour-guide training program was begun in spring 1999. Local residents, primary school teachers and others had the opportunity to be trained as tour guides. The new nonprofit National Tour Guide Association is cooperating, and at the same time developing standards and accreditation guidelines.
- With information obtained from the inventory of historic sites, the GIS data of physical features and historical research, walking tour itineraries are being developed for Cape Coast and the sister town of Elmina. These tours will be led by community tour guides.
- A program to support local artists and artisans will be developed in the second year to develop signage and markers for tour itineraries and historic sites in Cape Coast.



THE NEED FOR A CONSERVATION AND DEVELOPMENT PLAN

One of the main objectives of the workshop is to develop recommendations that may help in the creation of an official conservation and tourism development plan for Cape Coast. The lack of an integrated conservation and development plan for the Cape Coast area, that enjoys the support of the local community, can be dangerous in a time when tourism is expected to grow rapidly. A solid policy on town planning in connection with tourism is very much needed. The conservation of the various monumental townscapes in the historic town of Cape Coast should play an important role in the comprehensive plan. Some aspects of such a plan are addressed in this design workshop report.

Cape Coast Municipality, described as the tourism heartbeat of Ghana, has no approved broad, overarching physical plan to guide its growth, conservation and development. Physical developments have largely followed lines of communication or around the areas of traditional economic activities. This has resulted in a physical form characterized by the following:

- A sprawling residential layout with its attendant problems
- Proliferation of substandard structures
- Inadequacy of utility services in many houses
- Insufficient vehicular and pedestrian access to many houses
- Unsanitary surroundings, ineffective drainage system and unplanned refuse disposal dumps
- Vehicular/pedestrian conflicts
- Conflicting urban land uses
- Insufficient legislation to promote growth, control development and provide for heritage conservation

Despite the above problems, Cape Coast Municipality has many development potentials, some of which are:

- Its role as an educational center for Ghana
- The presence of many tourist attractions including historical monuments and buildings, forts and castles, hotels, beach resorts, an efficient telephone network, electricity, water and international highways

All of these factors amongst others are essential to regional development and allow the municipality to serve as an engine of growth.

Sustainable development for Cape Coast would help elevate the living standards of the people in the township and the country as a whole.



It is against this background that emerges the need to prepare a comprehensive plan for Cape Coast in order to tap the full potential of its unique resources and to guide physical development.

Such a plan must be an integrated plan, that would harmonize all sectorial plans of the various agencies like tourism, water, education, electricity, transportation, economic activities, social development, etc.

The plan must be flexible, open-ended, and must be able to withstand the changing landscape of the socio-political situation of the country.

It is expected that the Town and Country Planning Department at Cape Coast, which is an authorized Government agency which prepares such integrated plans, would be well resourced with the necessary equipment (vehicles, computers) and other logistics to finish such a plan as rapidly as possible.

GIS AS A PLANNING TOOL

Charette recommendations are based in part on information derived from a geographical information system (GIS) that is being constructed for the Natural Resources Conservation and Historic Preservation Project, Central Region, Ghana. The GIS contains layers of information about both natural and cultural attributes of the Cape Coast landscape. These include:

- Environmental parameters like topography and hydrology
- Infrastructure, such as roads, water, sewer, and electrical lines
- Historic and archaeological sites and districts
- Traditional use areas, such as shrines, fish smoking and net mending areas, and traditional locations for vending activities

Once the locations and attributes of natural and cultural features are incorporated into the GIS it can be used in a great number of ways. Among these are:

- Planning and prioritizing infrastructure improvement
- Selecting the most favorable locations for site development
- Identifying cultural and natural resources threatened by natural processes such as erosion, and human activities such as road construction
- Identifying areas of conflicting and incompatible use
- Planning tour routes



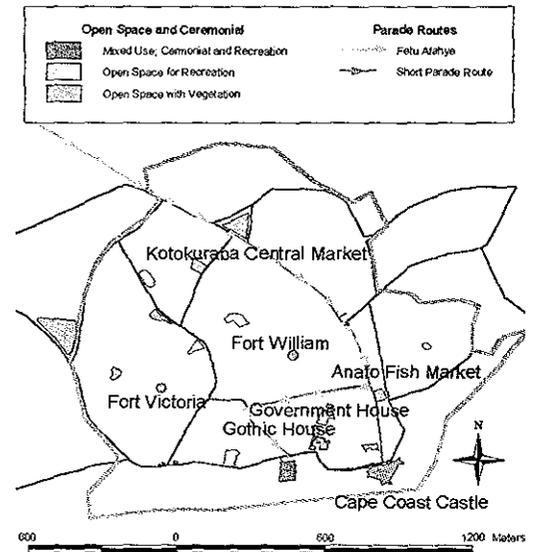
- Identifying best locations for signs and other informational devices to be used by tourists and local residents
- Recognizing optimal locations for handicraft production and marketing areas

GIS construction is being accomplished as a part of the US/ICOMOS Cultural Site Analysis Initiative. This initiative has greatly benefited from the generous support of the Earth Science Research Institute (ESRI) Corporation. In particular, thanks are due to Sambus, Inc., the ESRI distributor for the West Africa region, and its owner, Samuel Aboah. Special thanks are also due to Charles Convis, the head of the ESRI Conservation program. Through the efforts of these people, training was provided in November of 1998 to members of the project team residing in Cape Coast. Both the Ghana Heritage Conservation Trust (GHCT) and US/ICOMOS were represented.

Data from a variety of sources has been incorporated into the Cape Coast GIS. These include declassified intelligence satellite photographs, black and white aerial stereo pairs, color aerial photographs obtained by Conservation International in 1998, digital maps of Cape Coast obtained from the Survey Department of Ghana that were produced from black and white aerial stereo pairs. Data was taken also from an inventory of historic sites and districts, as well as of traditional use areas (see above). Two reports produced by The Consortium, in Accra, in 1993 (with funding from the World Bank) and 1994 (funding from the United Nations Development Program) also provided extremely useful attribute information that greatly enriched the GIS. A more complete description of the GIS can be found on the ESRI Corporation web site www.esri.com by following the hyperlinks to the 1999 ESRI User Conference, then searching for the paper presented by Douglas C. Comer, the director of the US/ICOMOS Cultural Site Analysis Initiative.

This GIS will hopefully serve as the core of a GIS database that will be used in the management and conservation of cultural sites throughout the Central Region. It has already been adopted as the municipal GIS for Cape Coast, and plans are being discussed to provide for the hardware, software, training and technical support that will be needed to utilize it fully. Currently the Town and Country Planning Department of Cape Coast is without computers. Developing the capacity in the Central Region to maintain, enrich, and use the GIS will greatly empower the local population to maintain the unique character of their landscape and to preserve the natural and cultural resources therein.

Parade Routes





THE INVENTORY OF CULTURAL RESOURCES

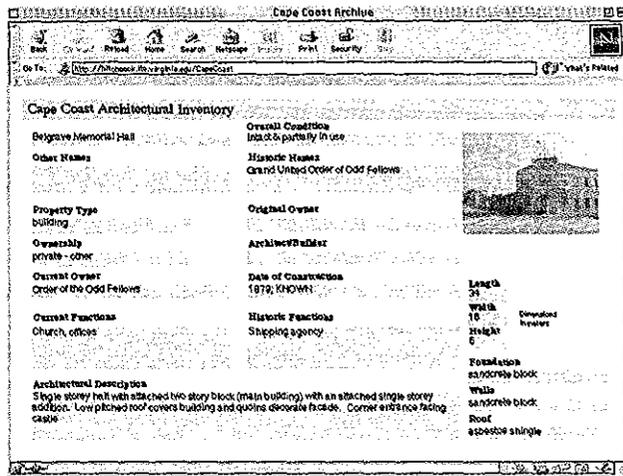
A digital inventory of cultural resources is one data set that will ultimately be integrated into the GIS, but it is also a critical planning and research tool on its own. Based on earlier studies by Professor A.D.C. Hyland (*The Conservation of Ghana's Architectural Heritage: Report to the Chairman and Members of the National Commission on Culture, on the Identification of Ghana's Historic Buildings and Sites, and their Protection Through Legislation and Statutory Provision for the Listing of Historic Buildings and Sites and the Designation of Conservation Areas*, June 1995), the inventory seeks to document all the culturally significant structures, sites and associated objects within a defined area in the historic centre of Cape Coast. The inventory will include buildings, groups of buildings, sites (parks, open spaces and cemeteries) and other structures, as well as cultural landscapes that lie within its perimeter. The inventory will include secular and religious resources, from the pre-colonial, colonial and post-colonial eras.

The documentation will consist of data forms, digital images, and other documents that may be available such as historical photographs, measured drawings, written research and transcriptions of oral histories.

The task of constructing the inventory is, as in the case of the GIS, enormous and never-ending. There is a wealth of information to find and to include in the inventory, and data must continually be verified and up-dated. The work of building the inventory was begun in winter 1998-1999, with the cooperation of the faculty and students of the University of Science and Technology, Kumasi. Two hundred and fifty structures were surveyed, and measured drawings were produced for 25 structures.

The development of the inventory database is possible thanks to the contribution of technical assistance from the New Media Center, University of Virginia, managed by Michael Tuite. The Center will process all data collected and organize it into an integrated, web-based viewable and consultable form.

Although the inventory will eventually be handed over to the appropriate Ghanaian authorities, the New Media Center will continue to manage and add to the inventory and to host the database as long as their technical assistance is needed.



Screen image of the digital Inventory of Cultural Resources

COMMUNITY BENEFITS AND RESPONSIBILITIES

A hard and early lesson in life is the realization that benefits and privileges go hand in hand. The primary goal of the Natural Resources Conservation and Historic Preservation Project is not to establish a historic district in Cape Coast and conserve the structures within it; but rather to assist the members of the community to identify the means and the resources to undertake these projects themselves.

Tourism development appears to offer enormous potential benefits to Cape Coast, but it is essential to keep in mind that the first and most important reason to undertake both infrastructure improvements and heritage conservation activities is for the benefit of the citizens of Cape Coast. A vital community, that values its heritage while providing for the economic well-being of its citizens, is a community that attracts tourism. What is good for Cape Coast, is good for tourism.

On the other hand, no matter how many buildings are restored, and open spaces rehabilitated, no matter how much financial assistance is offered to Cape Coast by government and donor agencies, this alone will not insure the success of tourism initiatives.

If the people of Cape Coast improve and develop their community, if they preserve their cultural heritage, if they are activists in their community, the benefits of tourism will be greater and longer lasting. A healthy community is one that is concerned with the spiritual and cultural lives of its citizens, and assumes the responsibility for the common good.

This document produced by the Cape Coast Design Workshop outlines many ways, at a small-scale community level, that citizens can participate in the tourism industry. Cooperation with the neighboring community of Elmina and the managers of Kakum National Park is also essential to the success of tourism in Cape Coast.

The *Conservation and Tourism Development Plan* outlines what needs to be accomplished by Assembly members, local and regional government agencies and traditional authorities. Individuals and institutions must work together to promote the interests of the citizens of Cape Coast and to reconcile and coordinate their efforts. There is strength in numbers, and where resources are scarce, everyone's efforts must count.



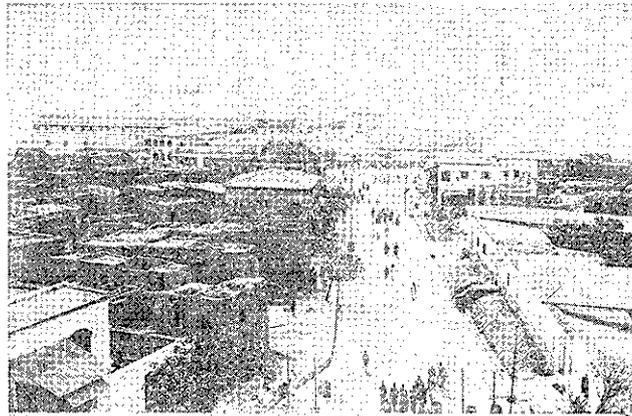
Community pre-charette, June 1999





ARCHITECTURAL AND URBAN CONSERVATION OF CAPE COAST'S HISTORIC CENTER – GENERAL CONTEXT

Of all the cities and towns of Ghana, Cape Coast – capital of the Gold Coast colony until 1877 – has the most extensive surviving historic core of pre-1900 building, and the greatest potential for revitalization and economic regeneration through repair, rehabilitation, and where necessary, reconstruction, of the existing building stock. A visual survey carried out in 1991, in association with the Urban Conservation Study commissioned by CEDECOM [Central Region Development Commission] from the Department of Architecture of UST, Kumasi, identified about 750 no longer habitable rooms in the existing housing stock in the historic core, contained within Beulah Lane, Aboom Road, Aboom Wells, Kotokuraba Road, Ashanti Road, Sam Road, and the coastline between the Town Hall and Amanful Methodist Church.



Castle precinct, 1890

Cape Coast is an ancient and historic town, and its role in Ghana's history a long and honorable one, despite its still evident associations with the slave trade. Although a dependency of the Fante State of Fetu in the 16th century, the market of Oguaa was flourishing when William Towerson, the English navigator, visited 'Don John's town' in 1555, and when Paul de Marees documented it in 1600. Future generations of Ghanaian school children ought to be able to study the roots of their country's development as a modern nation by visiting its historic sites, and places associated with key figures in Ghanaian history. For many years, the Castle has served as an educational resource, a role being significantly extended and enhanced under the present Natural Resource Conservation and Historic Preservation Project, funded by USAID, as part of the Central Region Integrated Development Program. But the town that has grown up over the past three years outside the walls of the Castle has hardly begun to be exploited as an educational resource.

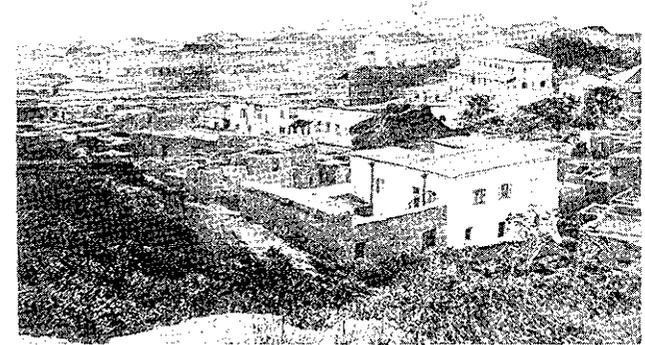
Still less has the historic core of the town been explored as an economic resource, despite its potential for economic regeneration as a major tourist venue – comparable with Mombasa in Kenya, Goa in India, Cartagena in Colombia – providing hotels, guest houses, restaurants, bars, museums, shops, craft workshops, artists' studios, and a whole range of cultural, commercial and recreational facilities. Individual historic buildings, groups of buildings, public and private open spaces within and around groups of buildings, are capable of adaptation for one or another of the above uses. In time, we may expect growing demand for accommodation in Cape Coast to provide the incentive and the resources for the rehabilitation and the adaptive re-use of older buildings and for the reconstruction or replacement of those that have fallen into ruin. In the meantime, measures need to be taken to protect the older housing stock from further deterioration or unnecessary demolition.



In the late 1950's and early 1960's, a large area to the north and north west of the Castle was cleared for central area re-development. Many old houses were demolished: only Christ Church, the oldest Anglican church building in Ghana, survived. The new Post Office, High Court and Ghana Commercial Bank buildings now occupy the greater part of the cleared land. Only the area immediately to the North of the Castle has to date remained undeveloped. It can be argued that the facilities provided in the new buildings needed to be in the town centre, that the scale and complexity of their operations could not be accommodated in the buildings that formerly occupied the land, and that the new purpose-designed buildings were necessary for the efficient functioning of those facilities. Such an argument is reasonable, perhaps incontrovertible: certainly such arguments prevailed in most cities in the 1960's. But in hindsight, we may question whether such wholesale demolition was really necessary. Brae-side House, one of the more handsome 19th-century houses of Cape Coast, splendidly situated overlooking Victoria Park, was demolished to make way for the new Post Office. A building of such quality ought to have been protected by being 'listed' as a historic building.

Further inland, what was for over 100 years Cape Coast's most handsome commercial building, Swanzy Mills, occupied a prominent site on Jackson Street. A substantial three-storey building in stone, it was built in 1840 by Elizabeth Jackson, daughter of the mulatto trader James Dawson, and wife of an English trader James Jackson, as the principal Jackson family residence and trading depot. After her death, James Jackson married her sister Catherine, widow of Frank Swanzy. (The four people named were all key figures in the economic development of the Gold Coast Colony in the 19th century: the house was a striking reminder of a formative period in Ghana's economic history.) Eventually passing into hands of the United Africa Company, the building was sold by that company as surplus to requirements in 1971, and shortly afterwards demolished by its new owner, to clear the site for redevelopment by the banal commercial block of offices that currently occupies it. Such demolition should never have been permitted but the local administration was powerless to prevent it, there being no legislation in force to protect the building. Fortunately the building had been surveyed and documented by the Department of Architecture of UST Kumasi, in 1969, and the published documentation survives as an educational resource.

Fortunately, not all-recent interventions in the building stock of the historic core of Cape Coast have had malign consequences. Two positive interventions which have indisputably added value to and enhanced the physical environment of the town have been the recent restoration and rehabilitation of the historic Owusu Ansah House the former St. Mary's Convent building, on Royal Lane by the Roman Catholic Archdiocese, owners of the property for lease as offices from which to administer the USAID-funded Natural Resource Conservation and Historic Preservation Project; and the more recent restoration and rehabilitation of Government House, completed earlier this year, for occupation by the Ghana Heritage Conserva-



View of Cape Coast from Light House Hill, 1890, with traditional construction techniques visible in left foreground



The former St. Mary's Convent, restored as offices for the Natural Resource Conservation and Historic Preservation Project of USAID



tion Trust and to serve as a flagship for the Urban Conservation Program administered by US/ ICOMOS. Both projects demonstrate the benefits of the policy of architectural conservation that is implicit in the government's support for and participation in the programme. Government House was recommissioned as Heritage House, signifying its new role.

A sample visual survey of the historic core of Cape Coast, all that was possible in the limited time available, identified between forty and fifty buildings and sites of historical importance, architectural quality or cultural significance, that ought to be protected by 'listing'; the total within the municipal boundaries would probably be double the above figure. The list is incomplete. It includes churches, e.g. Christ Church Anglican Cathedral, Wesley Methodist Church, St. Francis Roman Catholic Cathedral; public buildings, e.g. Heritage House, Gothic House (PWD District Offices) etc.; private houses, e.g. Fortgate House (former home of the lawyer Kobina Sekyi), Owusu Ansah House (former St. Mary's Convent); graveyards and cemeteries; monuments and memorials; Posuban shrines; and several groups of buildings (e.g. in the Idan/Ntsin area, and on the North and East sides of Dawson Hill) within potential conservation areas.

One such conservation area is the area immediately to the south of Heritage House embracing the former garden of Government House, restored as the Ato Austin Memorial Garden, and defined by Chapel Square and Chapel Street to the East, the houses lining Garden Street to the West, and Victoria Park to the South. The urban conservation working group recommend that priority be given under the current phase of the project to the conservation and rehabilitation of this area, because of its key position on the visitors route between Cape Coast Castle and Heritage House. Not all the buildings within the defined area are historic. The present Anglican Mission House, an undistinguished late 20th-century building which replaced the earlier 19th-century Mission House; the Municipal Library, a Modern Movement building designed by Cubitt, Scott and Partners, dating from the early 1960's, a handsome building in its own right, but incongruously projecting into the garden of Heritage House; and Topp Yard, a modern cinema house that perpetuates the memory and occupies part of the site of the former historic trading establishment, Topp's Yard, are three modern buildings that occupy part of the 'conservation area'. But the buildings lining Garden Street form a homogeneous group of 19th and 20th-century buildings that serve as a foil to Heritage House and its garden, and contain at least three buildings of historic and architectural value, one of which is the Kofi Hill House (the first colonial Police Station in Cape Coast).

Between Topp Yard and Victoria Park is one of the major architectural treasures of Cape Coast, largely concealed under half a century of neglect, Gothic House. This handsome house, in state ownership for well over a hundred years, was built by the mulatto trader, James Dawson, as his main residence and trading establishment around 1815. The building is

currently occupied by the Public Works Department and various other government departments and non-governmental organizations (NGO's).

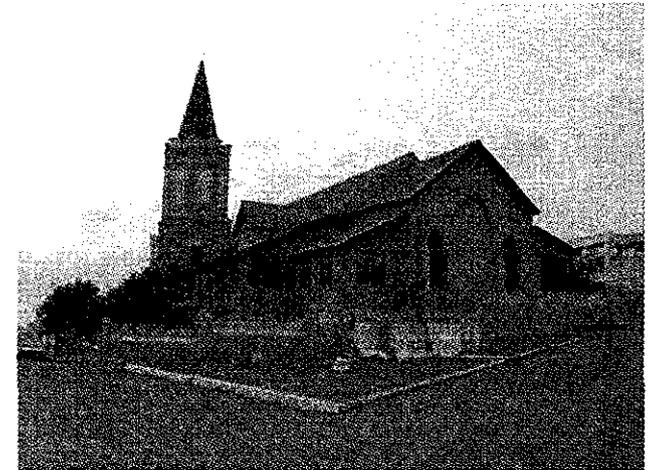
Gothic House, so named for its Gothic Revival architectural features, deserves a more fitting role. The quality of the architectural design of the original building, with its handsome entrance gateway and monumental flight of steps leading to the gazebo-like entrance pavilion overlooking Victoria Park, the extent of its site (approx. 0.5 hectares) and the extensive accommodation it contains, gives the house the potential, and the opportunity, for conservation, restoration and re-development as a major revenue-earning heritage and tourism resource. Ideas canvassed so far include an official residence for the Omanhen of Oguaa (the traditional chief of Cape Coast) and a 30-bedroom heritage-style hotel.

The working group advocates that studies be initiated under the present phase of the project, for the implementation of the conservation and rehabilitation of the above 'conservation area' as a pilot urban conservation project, and for the restoration and adaptive conversion of Gothic House to an appropriate new use.

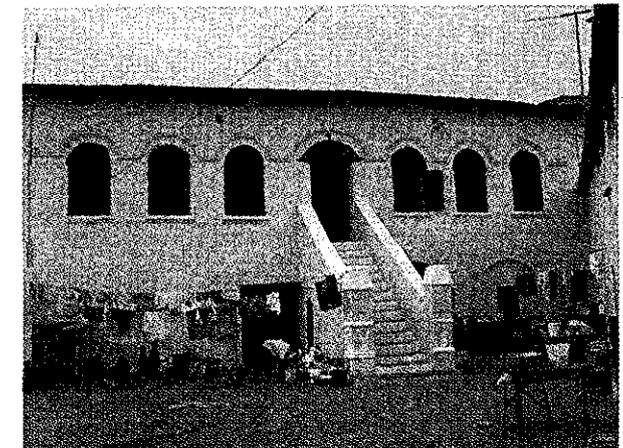
At the same time, a thorough programme of survey and documentation of all the properties, and private and public open spaces within the historic district should be put in hand, with a view to scheduling all historically, architecturally, culturally or environmentally important sites, as part of the proposed historic district protection legislation process.

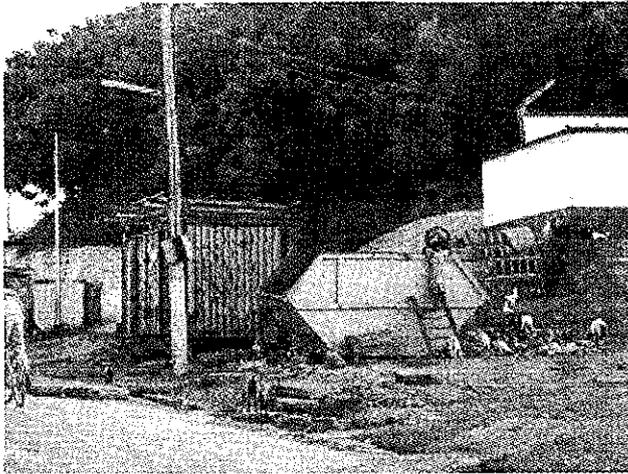
Design and construction guidelines need to be drawn up, to ensure that all protective interventions and development or change-of-use proposals are designed and executed in a manner that acknowledges and respects the traditional and historic architecture of Cape Coast, and that is not alien, incongruous or intrusive to the historic fabric of the city.

An outline five year plan for the urban conservation of the historic district is found on p.78.

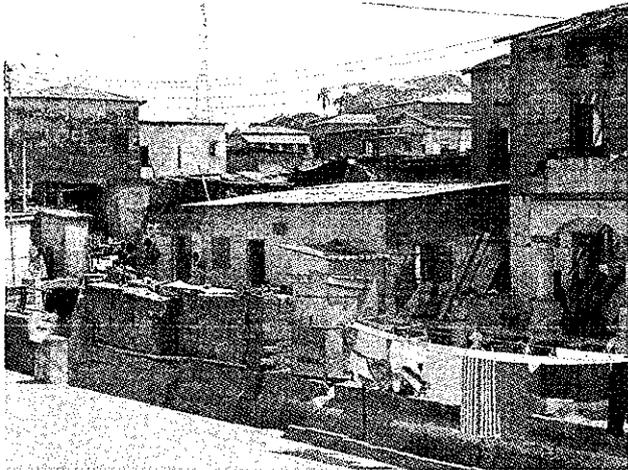


Christ Church Anglican Cathedral, above, and Kofi Hill House, below





Solid waste collection point, Ashanti Road, above;
Insufficient sanitary and laundry facilities, Russell Street,
below.



URBAN INFRASTRUCTURE IMPROVEMENTS

In assessing conditions in Cape Coast, the workshop participants came to the conclusion that certain recommendations concerning urban infrastructure improvements needed to be addressed because of their impact on quality of life for the local residents and on heritage conservation projects in the historic town.

SOLID WASTE

It is recommended that house to house solid waste collection and management be adopted; it is also appropriate to have a number of refuse depots located within the study area. The siting of these depots should take into consideration indicators such as accessibility. It will be appropriate for each house to have standard storage receptacles.

It is also necessary to locate sites to be used as final disposal site for solid waste. The selection of these sites should be done with the appropriate agencies such as Town & Country Planning Department, Environmental Protection Agency and Ministry of Health.

Since 1997, the NGO "GROWTH" has successfully developed and operated a house to house collection system on a pilot 2000 households in Accra which may serve as a basis to modernize the existing method of solid waste collection.

SEWERAGE

Adequate provision for storm water drainage should be made when detailed road designs are being prepared. The possibility of providing a central sewerage treatment plant or a group/individual septic tanks should be examined. The most economical, efficient and suitable system should be implemented.

WATER DISTRIBUTION

Surface and underground water tank construction must be considered since most of the built-up areas cannot easily be connected to the water mains. High grounds could be acquired for Ghana Water Company Limited (GWCL) to construct booster stations to improve the water supply system.

PUBLIC TOILETS

Many houses do not have bathroom facilities and therefore people, especially children, bath in the open street. This results in poor disposal of the waste water. The pressure on the public toilets would be considerably reduced if Municipal Assembly members actively encourage private houses to take advantage of the Assembly package for helping all households to either



construct KVIP or water closet toilets. The few public toilets could then be reserved for occasional local use and for visitors and be maintained to acceptable standards.

DRAINAGE

The drainage system needs to be improved through repairs of some parts of the system, reconstruction and modernization, to ensure effective service. New road developments should systematically include the construction of modern drainage facilities.

Unauthorised structures must be removed from water courses to allow storm and waste water to move freely. All waste water from various houses must be channelled to the main drainage system of the town. Public drains must be cleaned daily by the community to avoid blockage/choking.

ROADS AND FOOTPATHS

The road network should be designed in such a way to achieve accessibility and also to enhance an appreciable level of interaction between various modes of transport. Some areas should be designated to take care of "extraneous" and "through" traffic. Other streets should be designated as pedestrian malls where only pedestrians and bicycles would be allowed. Unauthorised kiosks and other street furniture should be removed from the streets to make way for pedestrian pavements.

AIR QUALITY

Passive open spaces must be created within the built-up areas with adequate trees and shrubs planting. This would improve the air circulation and quality.

STREET LIGHTS

Street and security lights should be located at strategic locations in the study area to encourage visitors to use the streets at night. Owners of various houses should also be encouraged to put security lights in front of their homes.

Trash receptacle donated by the Cape Coast Development Association



II. PUBLIC REALM

PREVIOUS PAGE BLANK



INTRODUCTION

One of the most treasured elements of the human community is the fact that we create shared spaces. The spaces in which we operate belong to all of us. Even individual properties become a part of the collective heritage.

The cultural traditions, activities and practices of the historic Cape Coast community are experienced by emerging oneself in its many streets, squares and open spaces. We define these places as the public realm -- those sites that are shared by everyone and are able to give physical expression to the collective heritage of its citizens. The goal of conservation is to preserve and enhance the cultural heritage for the enjoyment, appreciation and edification of the community. This implies an investment in the public realm.

The belief that all citizens have a right to ease of movement and accessibility to public places best conveys our intentions in using the term, right-of-way. The public realm in historic Cape Coast will be described using the terms vehicular and pedestrian right-of-way. It also refers to the spacial enclosure created by the building wall of the street and the collective responsibility of a community for maintenance.

We seek to locate the resident and visitor within a complex network of public open spaces at three different levels of experience: the coast, the historic district core and a selection of significant existing streets. Each scale of experience is significant to one's perception of public culture in Cape Coast and has suffered from environmental degradation and private encroachment. We will outline the existing state of public spaces and describe the social as well as physical issues which arise due to their neglect.

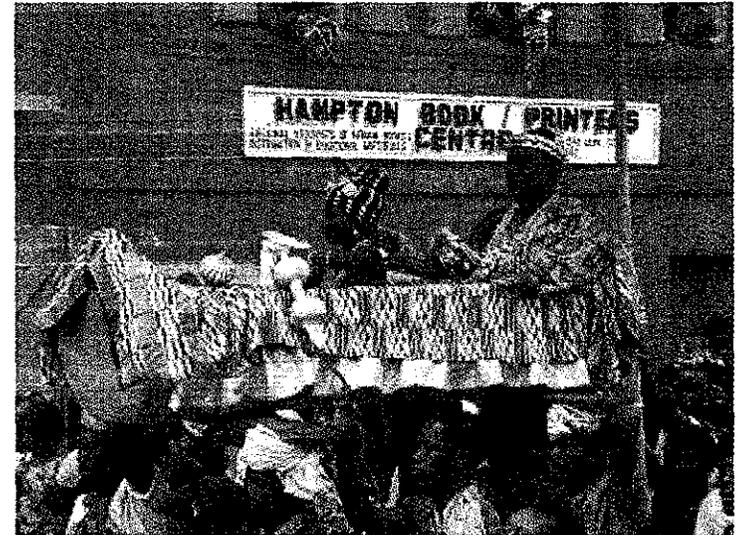
The first section will describe six streets: the two entrances east and west of the historic core which have not suffered from over-development and present opportunities for long-term conservation; and four streets in the historic core which serve as centers or spines of their neighborhoods and were selected for revitalization.

A summary of core area streets examines a selection of significant streets that branch out from the Cape Coast Castle precinct and have been surveyed to confirm their unique contribution to the urban fabric. The shape and scale of these streets are compared to the regulatory widths of contemporary streets.

XXXXXXXXXXXXXXXXXXXX



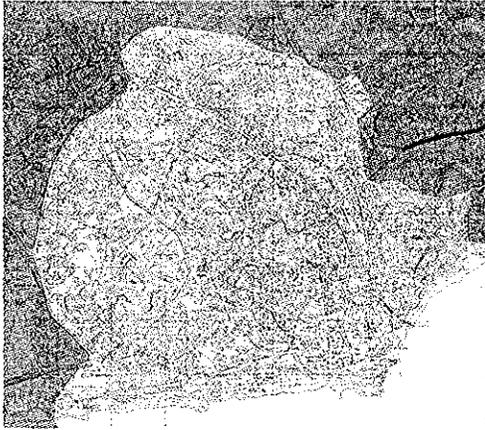
The third section looks at the system of parks and open spaces which have been severely compromised over the years. We conclude by offering specific observations for the incremental restoration of the public realm in the form of short-term, medium-term and long-term recommendations.





SIX STREETS IN CAPE COAST

1. EAST ENTRANCE: AGGREY MEMORIAL TO SAVOY HOTEL



East Entrance to Cape Coast, Aggrey Memorial to Savoy Hotel



Existing Conditions:

New development/Access: Development along this entrance is unregulated and contributes to poor access to and from the road.

Erosion: This development, along with a lack of vegetative cover, contributes to erosion. Steep slopes limit development of the hills.

Public Right-of-Way: There is no pedestrian right-of-way along this road, with the exception of a footpath on the eastern side.

Traffic Circulation: Vehicular access to residential areas off this road is limited. There is high speed traffic.

Road Surface: Roads are finished with double surface dressing; they may need to be repaved in 5-10 years. Just beyond the round-about the road narrows, bends and climbs steeply. The road is generally in good shape.

Drainage: There is a lack of storm drainage.

View Corridor: There are good views of the hills and of the town from the hilltops. Moving away from the Savoy Hotel along Aggrey Memorial the viewscape changes from an urban landscape to a suburban area.

Issues:

- Erosion of terrain
- Limits to physical development
- High speed traffic
- Absence of traffic signs
- Lack of regulation and development controls
- Lack of proper drainage
- Pedestrian safety



Recommendations:

- Establish and enforce zoning regulations
- Create of a shaded pedestrian/bicycle path from Aggrey Junction to Petrol Roundabout
- Create of secondary roads
- Cover open drains
- Establish green space at Savoy Hotel and near the intersection of Ashanti and Tantri Roads
- Upgrade roadbeds

2. WEST ENTRANCE: WEST GATE OF THE UNIVERSITY OF CAPE COAST TO BAKAANO BRIDGE

Existing conditions:

Public Right-of-Way: There is no formal pedestrian walkway, but a pathway under the coconut trees on the landward side (and in the street, at the old hospital section) is used by schoolchildren and inhabitants of several settlement areas. Bakaano Bridge, stretching across Fosu Lagoon, has heavy pedestrian activity. The current upgrading of the bridge has no provisions for sidewalks, although the old bridge had sidewalks.

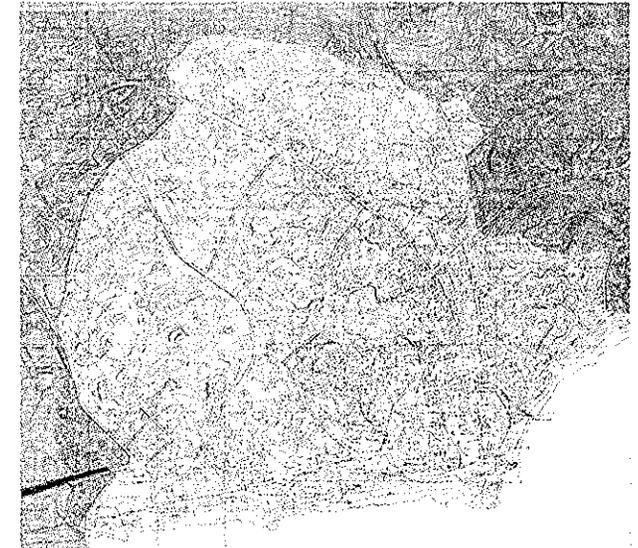
Environmental Degradation: On the western edge of the Fosu Lagoon, hospitality facilities are being developed. The lagoon mouth is frequently silted-up; this is periodically de-silted to allow evacuation of urban garbage accumulated in the lagoon. However, since the realignment of the bridge, siltation movement along the shore is disturbed.

Road Surface: The Old Elmina Road is currently being widened and upgraded with double surface dressing.

Drainage: Drains built along the new road (landward side) are being constructed as open culverts.

View Corridor: The scenic view corridor is healthy; the sea side is undisturbed with a screen of coconut trees and some underbrush. There is minimal fishing activity in this area. The landward side is characterized by 3 sections: new residential development (Ola Estates housing) with no sidewalks; coconut avenue from Ola Training College to the old hospital, with an informal pedestrian walkway; and the old hospital to the bridge, with an existing walkway, but no coconut trees.

West entrance to Cape Coast, West Gate of the University to Bakaano Bridge





Proposed promenade, Elmina Road

Sanitation: Beaches are comparatively clean because nearby development has sanitary facilities and there are some beach toilets.

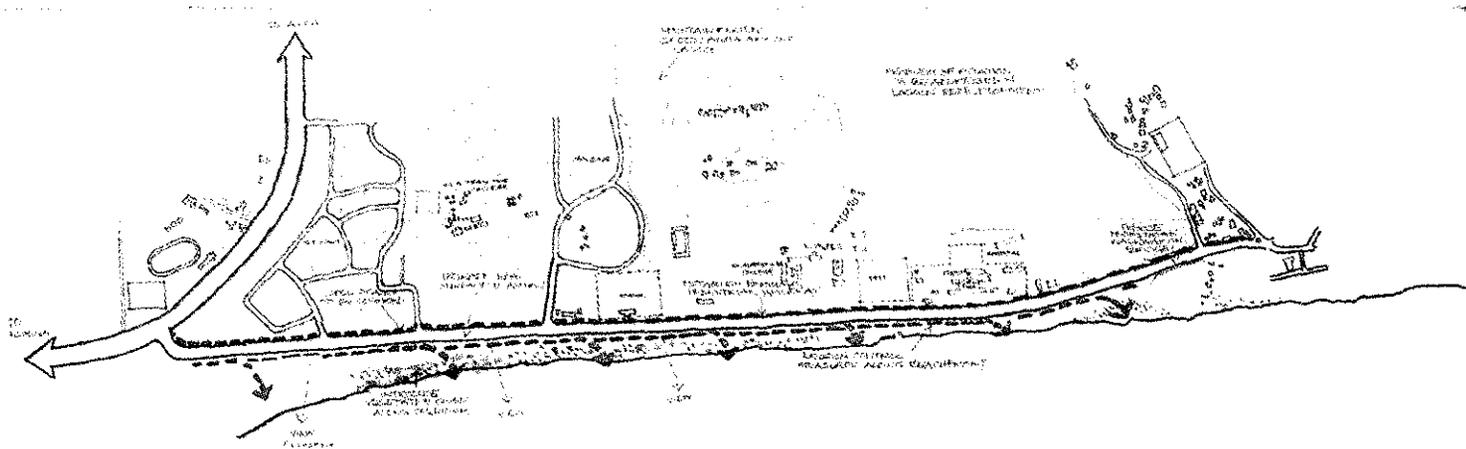
Vegetation: Coconut trees are threatened by the Cape Saint Paul wilt disease. There is poor beachfront vegetation.

Access: Beach access is public but not structured. The beach front is changing with starvation and deposition of sand varying the beach/water interface; monitoring of the situation is necessary.

Issues:

- Interrupted accessibility of pedestrians
- No designated pedestrian right-of-way
- Pedestrian safety on bridge
- Siltation of lagoon resulting from bridge disalignment
- Appropriate road surface in view of anticipated traffic
- Public safety and health hazard with open culverts
- Protection of viewshed
- Lack of appropriate vegetative cover on beach
- Threatened loss of coconut trees
- Pedestrian beach access and promenade

Proposed West Gate corridor





Recommendations:

- Provide continuous pedestrian access from the West Gate of Cape Coast University to Bakaano Bridge
- Extend the avenue of coconut or other appropriate trees the length of the corridor as a formally established pedestrian right-of-way
- Accommodate pedestrians on the bridge with clearly designated walkway defined by a barrier
- Siltation must be addressed in comprehensive plan for Fosu Lagoon redevelopment.
- Establishment of a greenbelt around Fosu Lagoon is recommended.
- Upgrade road surface to asphalt.
- Close open culverts after verifying flow and release of waste water.
- Establish beach front development controls on sea-side to prevent physical and visual encroachments.
- Establish and maintain appropriate ground cover for the length of the corridor.
- Replant improved disease-resistant species of coconut trees.
- Establish pattern of structured pedestrian access points to beach.
- Establish appropriate beach toilet facilities.

3. TOWN HALL AREA: TOWN HALL, INTERSECTION OF BAKAANO STREET AND BEULAH LANE, AND STRETCH OF OLD ELMINA ROAD NEAR PITTMAN'S SCHOOL

Existing conditions:

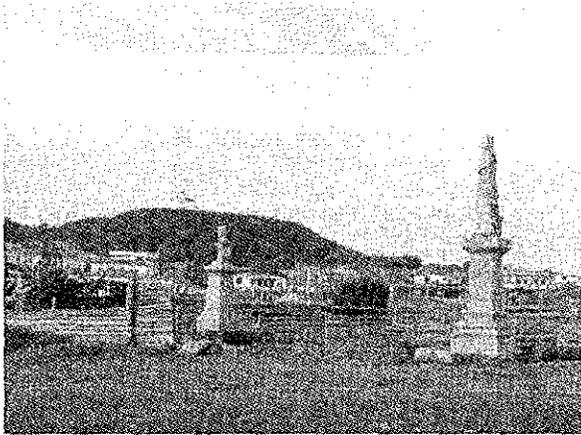
Vehicular Movement: There are conflicts at the Bakaano Street/Beulah Lane junction because of the one-way traffic movement there. The problem is compounded by the lack of signage and increasing, higher speed traffic along these roads. The absence of a formal taxi/bus waiting area, with vehicles stopping to pick up passengers enroute to and from Elmina, creates some confusion at the roundabout near Town Hall.

There is a slight narrowing of the road beyond the Bakaano Street/Beulah Lane junction. Bakaano Road is in fair condition while Old Elmina Road, running beside Pittman's School, is in poor condition.

Drainage: The concrete open storm water drain running through this area and adjacent to Beulah Lane is unsanitary. The drain is rarely cleaned and rubbish is left to collect, often contributing to the overflow of the drain.

Town Hall Area





Cape Coast historic burial ground

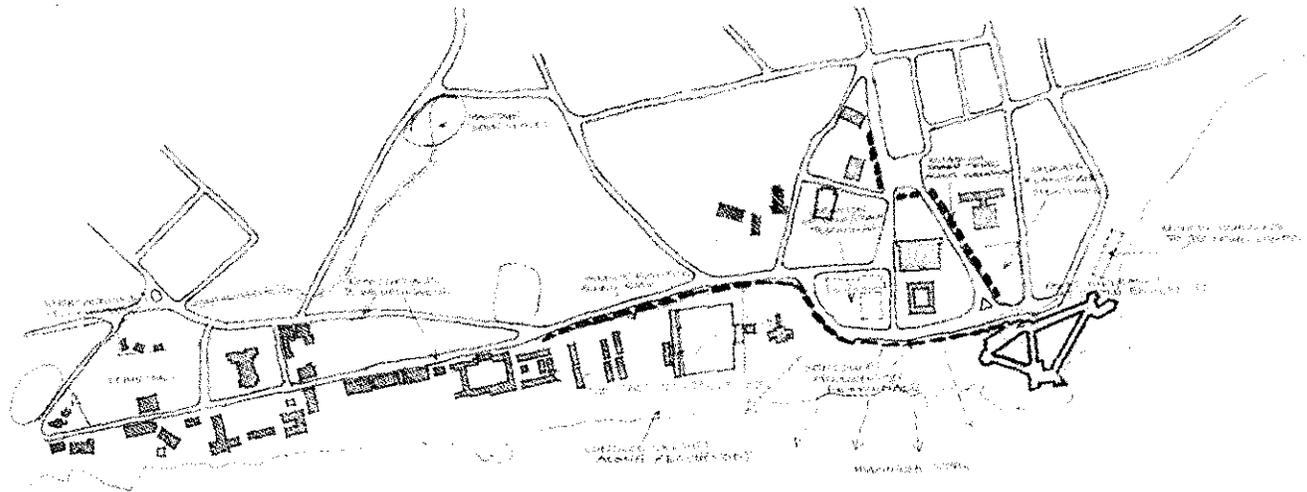
Vendors: There is a proliferation of kiosks and small-scale vendors along Bakaano Street and Beulah Lane. These vendors contribute to the congestion along these roads by forcing pedestrian traffic into the streets. There are few sidewalks in this area of town.

Open Space: Open spaces include the fenced area around Town Hall (now used for drumming and dancing), the Old Elmina Road cemetery (impacted), and a temporary (kiosk) market area on Bakaano. One notable green open space is located at the corner of Beulah and Royal Lanes. This fenced area is an area where the locals meet and play drafts. A thin ribbon of vegetated open space is located along the beach front. There is open space, covered with kiosks, at the corner of Beulah Lane and Bakaano Road.

Historic Cemetery: The Old Elmina Road cemetery, the only remaining burial ground in the historic core, is undefined, poorly maintained and impacted by encroachment. A public urinal has been placed inside the cemetery. One of the headstones is being used as a step into the urinal.

Erosion: The western edge of this area is heavily eroded due to mining of sand and the absence of groundcover.

Light industry: The cemetery is impacted by a fitting shop/saw mill/sandcrete block factory on the western edge.



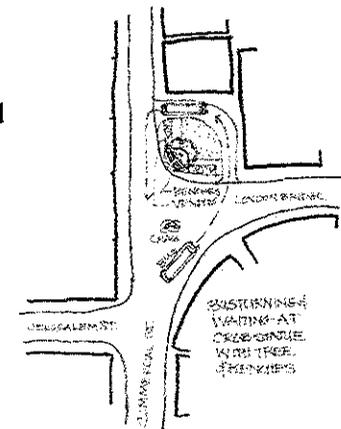


Issues:

- Poor condition of Beulah Lane, Bakaano and Old Elmina Roads and poor traffic circulation
- Lack of a public right-of-way
- Lack of definition and protection of open space
- Severe erosion
- Open drainage ditches
- Trash dump and light industry incompatible with surrounding land use

Recommendations:

- All roads to be improved and upgraded
- Cover and desilt all drains
- Restrict vendor area
- Upgrade areas behind Elf Station near Town Hall and in front of cemetery
- Upgrade southern part of Beulah Lane, Royal Lane and Aboom Wells Road (especially the area in front of the Sammo Guest House) into open green space
- Define and renovate the Old Elmina Road cemetery opposite Pittman's School
- Install trash bins in appropriate places
- Establish erosion controls
- Integrate lagoon development as a part of the larger planning effort
- Relocate of light industry away from the cemetery
- Establish sidewalks and crosswalks for pedestrians



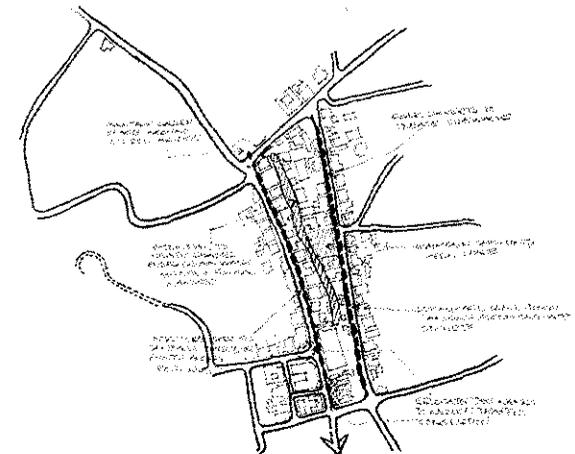
Oguaa Traditional Area (Crab) Statue, near London Bridge

4. COMMERCIAL STREET: FROM ANAAFO MARKET TO LONDON BRIDGE

Existing conditions:

Vendor encroachment: Pineapple sellers and other food vendors sell along Commercial Street in front of the old Kingsway. Vendor encroachment increases as you move north towards Kotukuraba. Vendor encroachment includes casual vendors carrying foods. Shopkeepers along the street have displayed their wares at the edge of the street or on gutters and others have turned their verandahs into selling points. Vendors with kiosks and extended store vending areas extend to the street as well.

Sanitation: Both open and covered gutters exist along Commercial Street. Trash is gathered and piled into the street for collection. Trash containers are not found on this street but rather on Intsin Street (parallel to Commercial Street).





Vendor encroachment and heavy traffic congestion, Commercial Street



Thursday's market as it is today, above; sketch showing covered drainage ditches and clear, central pedestrian way, below



Pull-offs: There are no pull-offs for vehicular traffic along Commercial Street. Traffic is often stopped or diverted due to trucks loading and unloading merchandise. Congestion is severe. Parked cars block the street and stop circulation.

Open space: Open space exists along Castle Street (before Commercial) and at the Oguaa (Crab) statue. Houses are very near the road so there is little room for front yards. Space is limited for street front development.

Shade: Historically there were shade trees along the street. Today, shade is provided by awnings extended over the sidewalk or the edge of the street.

Issues:

- Multiple obstructions to the right-of-way
- Uncovered gutters are a safety and health hazard
- Regular trash collection is needed.
- No safe places to unload merchandise or to alight from cars
- Lack of open space for relaxation
- No protection from the sun
- Sudden and unauthorized parking

Recommendations:

- Permanent and temporary obstructions of all kinds should be removed, including kiosks and store extensions, and unauthorized awnings and verandahs used as shop space. Specifically all sellers who have spilled over from the market should be made to return to the market or another location.
- Uncovered gutters, the entire length of Commercial Street, should be covered. This area can then be used as sidewalks.
- Collection points should be clearly identified and trash should be collected on a regular schedule.
- Since Commercial Street is one-way, temporary parking to unload or pick-up merchandise on one side only may be allowed. Long-term or permanent parking should be strictly prohibited.
- The area immediately across the street from the Oguaa (Crab) statue could be developed into a small relaxation stop. London Bridge is presently being used as a rest point. The facilities there could be improved for it to perform this important role better. Another rest stop could be developed at the Kingsway or UAC verandahs.
- The police motor traffic unit and the city guards must enforce traffic regulations and prevent unauthorized parking in the area.



5. KOTOKURABA MARKET AREA

Existing conditions:

Generally a congested area, the landscape around the Kotokuraba Market contains a variety of problematic existing conditions. They center around the following areas and issues:

Market and market extension: The Kotokuraba Market area and the adjacent expanded market area (north along Governor Rowe Road) contain both kiosks and other temporary vending areas as well as shed-covered market stalls – all of which are important to the social and cultural heritage of the town. This congestion and over-spill contributes to the congestion in this area.

Public right-of-way: The public right-of-way along the streets and lanes of this area is choked by a variety of kiosks, extended shops and other vendors. As a result there is no clear sidewalk or public right-of-way. Pedestrians are often forced to walk in and around these institutions or in the street. The roadbed has deteriorated from passing and parked lorries.

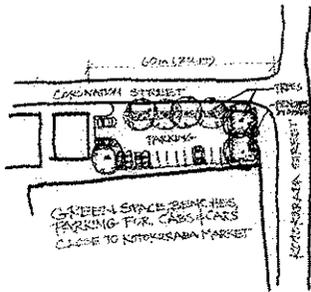
Traffic Circulation: Traffic heading towards Commercial Street leads to heavy congestion along Kotokuraba Road. Police officers are often stationed on this road to direct traffic. This transit congestion is caused primarily by commercial vehicles, taxis (a taxi stand is located at the corner of Johnston Road and Kotokuraba), tro-tros, bicycles and pedestrian traffic. Heavily traveled streets around the market are two-way.

Zongo Area: The Cape Coast Zongo, an important cultural area adjacent to the Cape Coast Municipal Assembly buildings and along Johnston Road to Kotokuraba, is a densely settled residential area for Muslim families. Most houses are substandard and lack toilet facilities. There is no direct access from Johnston Road into the Zongo by street. Houses are constructed 5-10 feet from the road. Kiosks stand adjacent to the road. There is significant pedestrian traffic along Johnston Road around the Zongo.

Sanitation/Drainage: Sanitation in and around the market area is fair due to the frequency and maintenance of drains. Open gutters, adjacent to the roads, are found throughout this area. It seems that market women and associated vendors, as a result of their location and occupation, are forced to clean and maintain some standard of sanitation and proper drainage of this area. However, stormwater drainage from the new road construction on the hill adjacent to Governor Rowe's Road is poor and causes overflow of stormwater in and around the market. As a result the new bypass around the market is greatly eroded. [Note: At the time of publication, new gutters were under construction in this area.]



Kotokuraba Market Area



Proposal for green space at the corner of Coronation and Kotokuraba Streets

Open space/Vegetation: The hill on which the new road connecting Governor Rowe's Road and Kotokuraba Road is located is open and void of vegetation. The hill on which the municipal offices are located is also partially open and sparsely vegetated. Recreational open space exists around the municipal buildings near the Zongo.

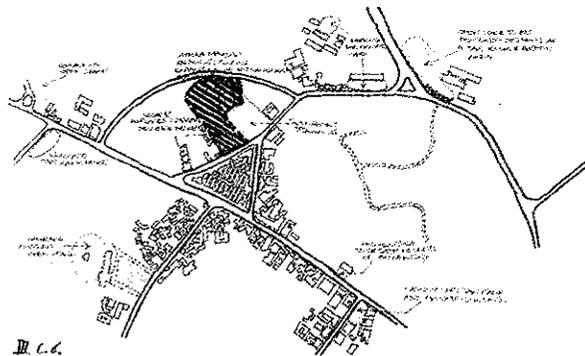
Secondary Connections: Secondary connections such as the one leading to the A.M.E. Church off Kotokuraba Road are mainly unpaved and frequented by vehicular and pedestrian traffic. A number of footpaths lead off of the Kotokuraba Road and into residential areas.

Issues:

- Congestion of Zongo area
- Transit traffic congestion
- Unrestricted vending areas
- Loss of public right-of-way
- Lack of storm drains around market and along new bypass road
- Lack of definition of open space
- Lack of definition of secondary connections

Recommendations:

- Decongest Zongo area by creating access from Johnston Road
- Relocating kiosks that obstruct both pedestrian view and movement
- Discourage the addition of more structures
- Provide more sanitary sites and facilities, ensuring that they are regularly maintained
- Increase and clear all pathways and pedestrian walkways by covering all open culverts (as has been done along Minow Road)
- ensuring that available walkways and culverts to be covered are not encroached by itinerant hawkers, semi-permanent squatters or shop owners looking for a place to expand
- Extend Kotokuraba Market northwards towards the old fire station and slaughter house when fire station is demolished and the slaughter house relocated. Hawkers in the corner of Kotokuraba and Minow Roads could move into the expanded market or other markets at the periphery.
- Relocate taxi ranks and stations as follows: Abura taxis to corner of Aboom Wells and Kotokuraba Roads; Elmina rank to lorry station north of Kotokuraba Market; Lorry station to be located between Electricity Corporation and Parks and Gardens; Anafo bound taxis to corner of Kotokuraba Road and Coronation Street.



B. C. C.



- Private vehicles using the Market area could park at improved spaces in front of Ewing Nursing Flat and Ewing Clinic car parks.
- Cover culverts along the entire length of Governor Rowe Road to create pedestrian pathway on that corridor.
- Develop open space at the entrance to Mfantisipim School in front of and behind CCMA building into community leisure points.
- Create more secondary connections along all routes in the area to take some of the pedestrian traffic away from the main arteries.

6. CASTLE PRECINCT AND WATERFRONT TO CHAPEL SQUARE

Existing conditions:

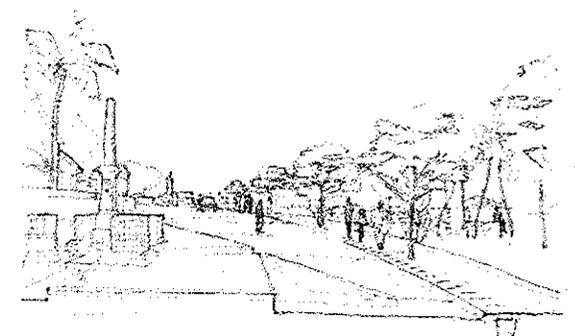
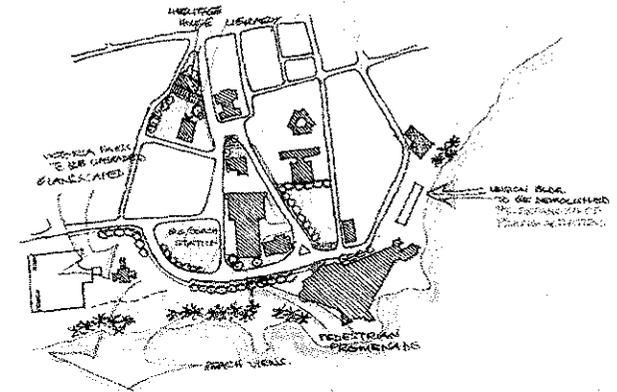
Castle Precinct: The Castle and its surrounding areas are of great importance in the development of the town and many activities are found there. The approach roads are in fairly good condition and currently cars and tour buses park directly in front of the Castle. A more suitable site within walking distance needs to be located.

Beachfront/Open Space: The beach front area is dominated by fishing activity, with canoes being landed very close to the Castle, and fishing nets being mended in the open space in front of the Castle. There is the possibility to develop and upgrade the area from the Castle to Victoria Park along the waterfront and introduce tourist-related services and facilities in an environmentally conscious manner.

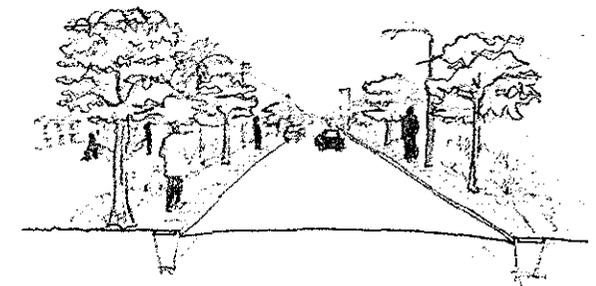
Sanitation/Drainage: The actual beach environment is quite unsanitary, as people use it as a place of convenience. Toilet facilities and drainage are insufficient.

Vehicular and pedestrian traffic: Traffic is relatively light as there is no major commercial activity. There are, however, a few handicraft stalls in front of the Castle and the business center on one side of the Chapel Square. The Square mainly functions as a drop off point for infrequent buses and taxis. There exists a strong link between the Castle and Chapel Square and many buildings of historic significance are located in the vicinity. This route could be important in the proposed walking tours.

Vegetation/Shade: There is very little vegetative cover or shade and this situation will need to be addressed.



Sketches showing the road from Cape Coast Castle to Chapel Square and the waterfront promenade lined with trees and bordered by pedestrian walks





Issues:

- Parking of large tour buses/coaches not organized
- Beachfront east of castle congested
- Unsanitary beach is a health hazard and a deterrent to tourism
- Lack of any organized tourist related economic activity to complement the Castle
- Bare ground accelerates erosion

Recommendations:

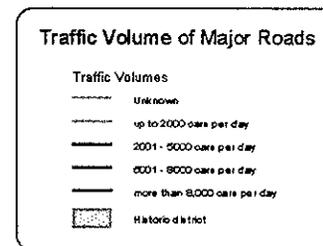
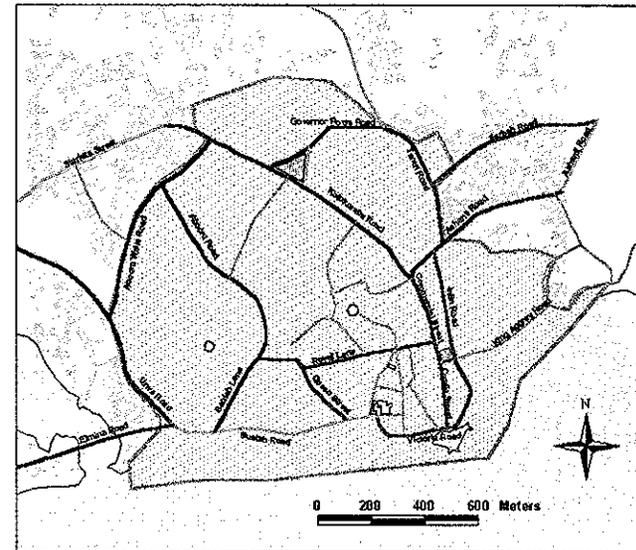
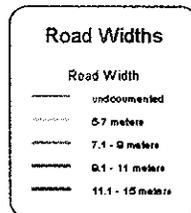
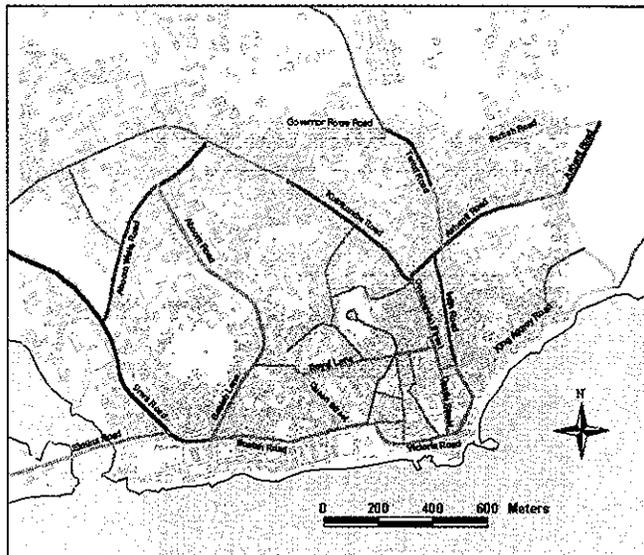
- Demolish Old Post Office Building and convert to bus/coach terminal
- Legion Building to be pulled down to create more room for fishermen
- Toilet facilities to be provided at suitable locations
- Open space to be upgraded and landscaped without changing its current use
- Establish small line of tourist shops and services on west side of Castle with view of beachfront
- Possible location of a crafts village in the neighborhood of Heritage House



SUMMARY OF CAPE COAST CORE AREA STREETS

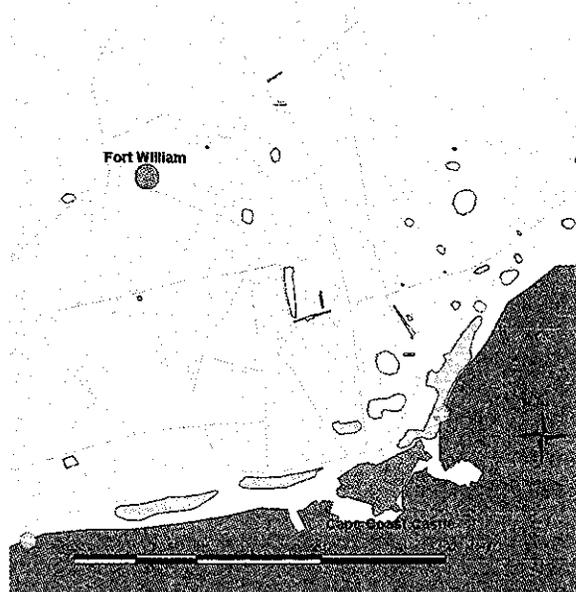
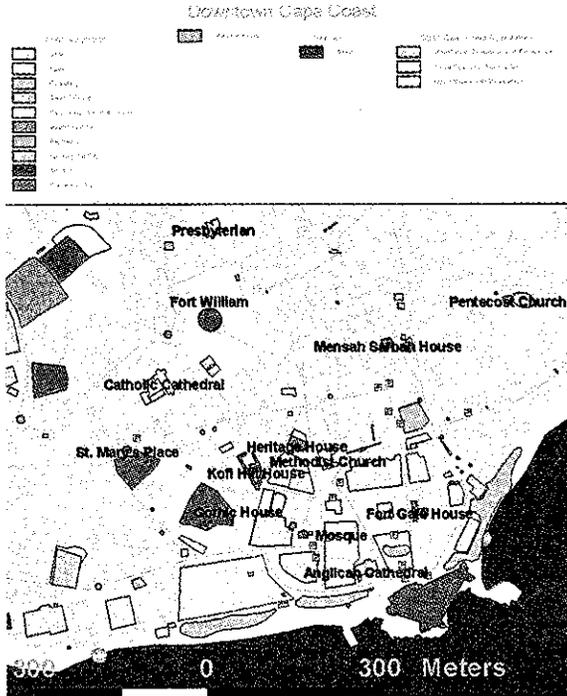
1. Existing streets

a. Variable widths and level of service.

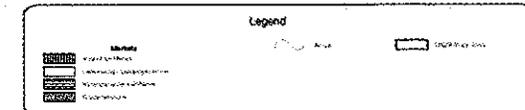
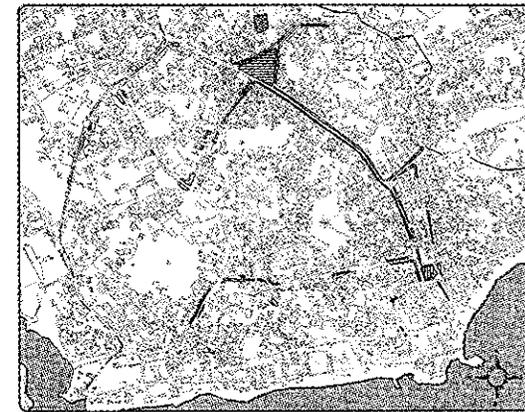




b. Variable adjacent land uses, principal commercial and residential, some civil/municipal uses, relatively few industrial properties



Location of Markets and Commercial Areas
Cape Coast, Ghana

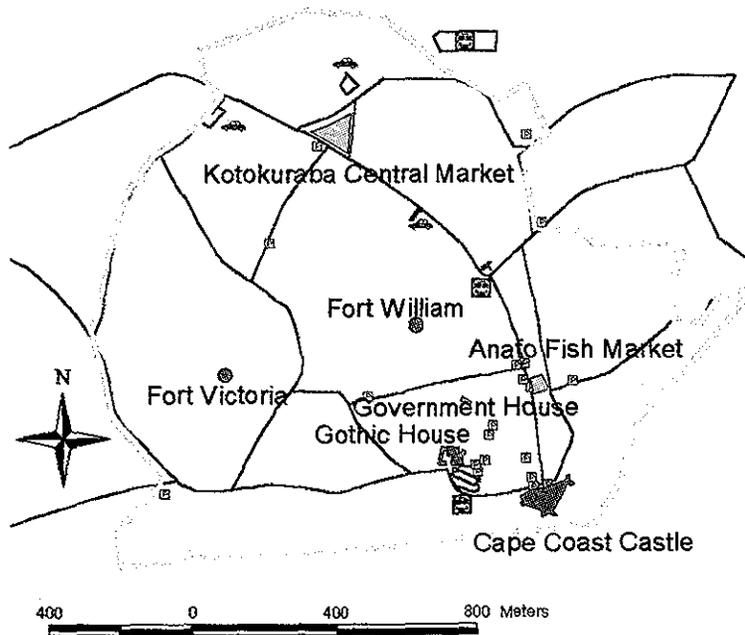




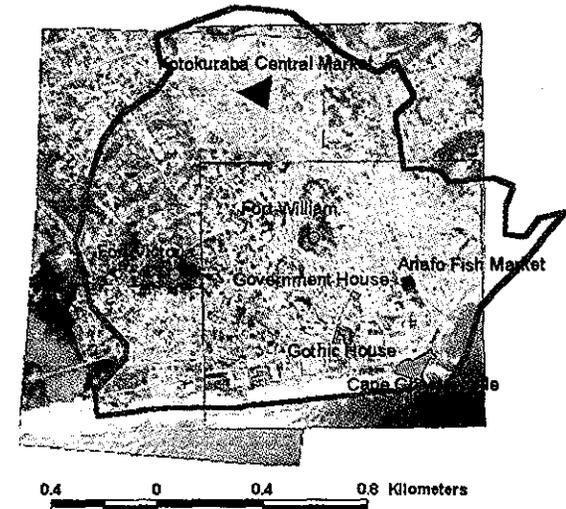
c. Vehicular Movement & Parking, private car, parking, taxi, bus

Proposed Bus and Cab Park and Wait Areas

Existing Car Parking Areas	Proposed Public Transportation Parking Areas	Key Roads by Width
	Bus	0.9
	Cab	0.9 - 6.9
		6.9 - 8.2
		8.2 - 10.2
		10.2 - 14.4



Aerial Photo Mosaic of Cape Coast Historic Core



- Historic Core
- Historic Structures
- Markets





2. Road Reservations-Ghana Planning Standards: classifications for streets based on right-of-way width

- Primary Distribution - 200 feet (60.96 meters)
- District Distribution - 120 feet (36.58 meters)
- Local Distribution - 100 feet (30.48 meters)
- Principal Access Road - 70 to 80 feet (21.34 to 24.38 meters)
- Secondary Access Road - 50 to 60 feet (15.24 to 18.29 meters)
- Foot Path- 20 feet (6.10 meters)

This is to be compared with actual dimensions collected in the field for a selection of Cape Coast streets:

Street Name	Type	Road Width	Building to Building Dimension
King Street, across from the Methodist Church	Principal Access	40 feet	53 feet
King Street, near the Castle	Principal Access	30 feet	35 feet
Road in front of the Castle	Local Distribution	60 feet	60 feet 4 inches
Victoria Road	Principal Access Road	41 feet	52 feet
Garden Street	Secondary Access Road	12 feet	25 feet
Victoria Road	Principal Access Road	24 feet	40 feet
Jackson Street	Local Distribution	30 feet	50 feet
Commercial Street	Local Distribution	30 feet	50 feet
Kotokuraba Road	Local Distribution	33 feet	52 feet
Aboom Road	Local Distribution	30 feet	50 feet



ENVIRONMENTAL QUALITY

The quality of the environment in the Cape Coast Municipality is now very poor. Uncontrolled and uninformed development and use has resulted in the absence of ground cover and trees. This has not always been the case and the view of Government House from Lighthouse Hill in 1860 clearly shows an abundance of vegetation (see p.23, top).

Without any protection, the soil is laid bare and eroded by the wind and water action. Valuable nutrients are leached from it, making it difficult to sustain plant growth. With the removal of hillside greenery, the rate of runoff is increased considerably and large amounts of material are deposited on the roads after heavy rains, blocking the already inadequate storm drains. Erosion on a smaller scale occurs in the residential areas where wastewater from human activity is discharged directly onto the ground. Preventive measures must be taken and the populace educated on environmental issues for the situation to improve.

Ways to involve the community could include:

- Tree planting exercises (reforestation)
- Planting and maintaining a suitable ground cover to hold the soil in place
- Terracing the hillside
- Rebuilding the gullies

EXISTING OPEN SPACES

Apart from specifically designated places like Victoria Park and school playing fields all other open spaces are incidental.

They do not therefore have simple use but serve the community in a variety of ways:

- Meeting places
- Children's play areas
- Informal markets

and the use varies also with the time of day.

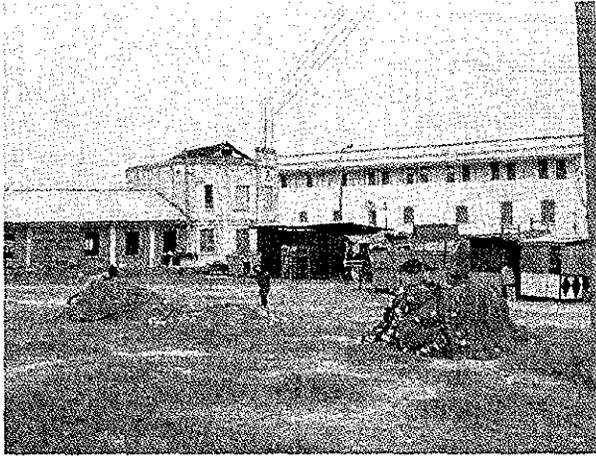
They are predominantly dry, dusty, have bare patches where the combination of land degradation and heavy human traffic precludes the growth of any vegetation.

Apart from meeting a social function, these spaces provide opportunities to create little islands of greenery for rest and relaxation in the densely built-up area of the town center.



Commercial Street in 1890, above; Commercial Street today, below





Open space in front of Castle

Ownership of these is usually in private hands; and CCMA would need to come to some arrangement with the families prior to acquisition.

PARKS & OPEN SPACES

Most open spaces occur as incidental spaces, or as compounds and fore courts of churches and schools. They are usually a short distance from the main public accessways. Most open spaces are covered with dirt; larger spaces usually serve as community playing fields and smaller ones as community gathering areas. Smaller open spaces which usually are neighborhood meeting places are most frequently enclosed by buildings on two or more sides.

Recommendations:

- identify spaces as points for relaxation, upgrading the physical surfaces, introducing some vegetative cover and providing basic sanitary services.

WATERFRONT & BEACH

Waterfront and beach areas offer good potential for positive experiences for tourists, as well as ongoing traditional uses. For example, the fishing activities that happen near the castle may be of particular interest to tourists. Erosion and deposition along the beach characterize the existing coastline. The visual character of the coastline is very desirable. In some areas the foreground structures or landscape are deteriorated. There are no places to sit and little shade.

The main issues affecting these areas are caused by the eroded coastline and unsanitary conditions from human excreta on the beach. The issues to be addressed include arresting erosion and keeping the beaches clean and sanitary.

Recommendations:

- Improve the pedestrian promenade and sitting spaces from the castle in both directions.
- The former shipping building to the east of the Castle should be studied for removal so that traditional fishing activities can expand in this area. Due to the change in boat sizes and the difficulty of beaching larger boats, there is some local interest in developing a breakwater and dock. Experience elsewhere indicates that breakwater structures alter coastline form. The needs should be studied and a solution formulated that does not affect the stability of the coastline, the Castle and nearby beach.



VICTORIA PARK

Victoria Park is a large grassless open space, which is the most important meeting place for the people of Cape Coast. It is the site for durbars and other ceremonial functions. It also serves as a recreational space, mainly for football games. The park offers a good view of the ocean beach to the south, the castle to the east and the townscape to the north. Adjacent to Victoria Park on the east is the Youth Center, which is surrounded by the grassed area with the statue of Queen Victoria, a prominent feature in the park. There are also some public toilet facilities and a Posuban shrine located in this park.

Recommendations:

- Examine the potential for development of a landscaped park, with provision for recreational areas.

CAPE COAST CASTLE OPEN SPACE

There are two open spaces immediately adjacent to the Cape Coast Castle which can be found to the north and west of it.

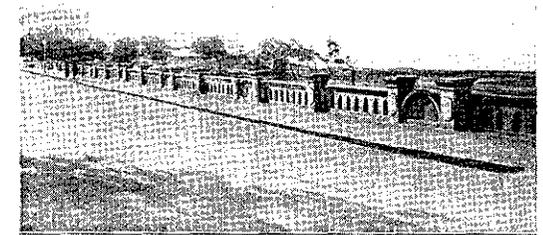
The open space to the north is a large grassed area that presently has a number of souvenir and artisans craft shops. It also serves as parking space for tour buses.

Further north of this space is an area, regularly used for net mending by the fisher folk.

The space to the left of the Castle is an area of relatively less activity. It has some amount of vegetative cover. A pedestrian walkway to the north of this space defines the northern boundary. This space is usually used as a rest area by the fisher folk and other local residents, largely because of the shady conditions and quiet atmosphere. There is a Posuban shrine located in this space.

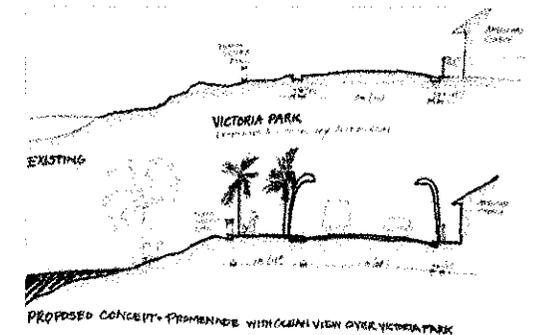
Recommendations:

- Develop this space into a corridor to link the Castle to Victoria Park. This corridor should be provided with tourist amenities such as refreshment kiosks, on the north side of the street. The walkway could be developed into a promenade/boardwalk with rest areas.
- Development of these tourist facilities must be sensitive to the traditional-use activities which currently take place in the space.

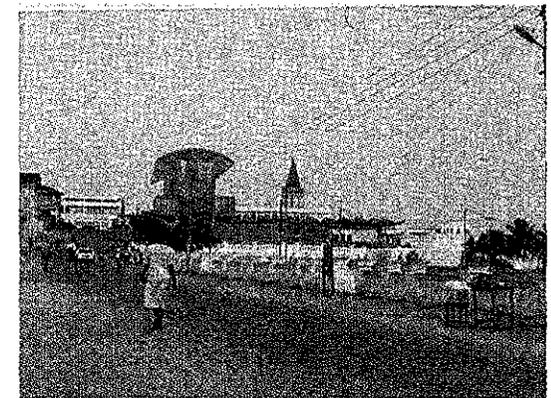


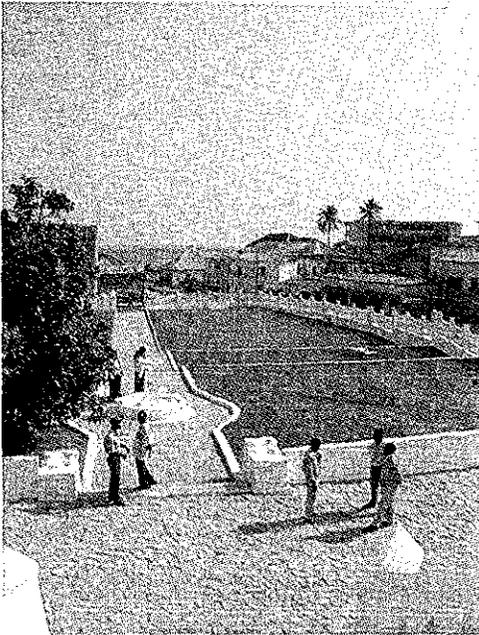
CAPE COAST—MARKET STREET, SHOWING VICTORIA PARK WALL.

Historical photo of Victoria Park, c. 1920



Proposal for tree-lined promenade along Victoria Park





Ato Austin Memorial Garden

ATO AUSTIN MEMORIAL GARDEN, HERITAGE HOUSE

The newly-planted garden at Heritage House is completely fenced and the use of the space is, therefore, controlled. It is expected that the space will be used for social and community functions such as theatre performances, receptions, etc. Its use should serve as a model for similar open spaces.

ROUNDBABOUTS, Y-JUNCTIONS & INTERSECTIONS

A number of these are dotted all over the historic core. A feature common to them is their poor level of maintenance. They are either overgrown with weeds or grass, or covered with dirt. They are also not clearly marked.

Recommendations:

- In addition to their traffic control functions, these should be used as points of orientation, landmarks and important features in the urban landscape.

PLAY SPACES

These are largely grassless terrains occurring frequently as incidental spaces. They serve as a focus of community recreational activities. They are also a key element in the overall development of youth.

Recommendations:

- Existing play spaces, as much as possible, must be maintained and where necessary the requisite amenities provided to make them safer to use.

GATHERING SPACES NEAR CHURCHES & PUBLIC BUILDINGS

These serve multiple functions; that is, their uses change with time. They serve as spill-over space for church and ceremonial functions at one time, and at other times will be either funeral grounds or playing fields for the residents of the neighborhood.

Recommendations:

- As with play areas, these spaces serve an important community function and should be maintained.



HILL DEFINED BY CORONATION STREET, J.P.BROWN STREET & JOHNSTON ROAD

This hill is denuded and threatened by erosion and is difficult to access.

Recommendations:

- Protect hill from erosion by adopting basic afforestation measures. Sand mining should be stopped. The tops and sides should not be used as a refuse disposal point.



Un-checked erosion along the new by-pass road



Gutters filled with weeds and refuse require regularly cleaning.

Serious erosion is undermining this mature tree and will cause its loss.



PUBLIC REALM RECOMMENDATIONS

NINE MONTHS

1. Public Education Programs for:
 - CCMA, Public School Children and Teachers, Tour Guides, Traditional Council, The Media, Social and Religious Groups, etc.
2. Enforcement of Building Development Controls
 - Compliance with established regulations
 - Zoning and Building By-laws
3. Identification of Sites for Relocation Purposes
 - Taxi Ranks
 - Kiosks
 - Venders
 - Transit Stops
4. Plan for Open Drain Covering
 - Comprehensive Strategy for Drain Covering
 - Elmina and Aggrey Road Pedestrian Pathways
5. Initiate Tree Planting Program with Ceremonial Tree
 - Along Elmina Road Pedestrian Pathway; along Commercial Street; at Oguaa (Crab) statue
 - On steep exposed slopes
6. Place Wayfinding Signs in Historic Core: Traffic Signage, Historic Sites, & Pedestrian

TWO YEARS

1. Initiate Program to Enlarge & Cover Open Drains at:
 - Thursdays Market
 - Governor Rowe Road
2. Planting of Shade Tree, Coconut & Ground Covers in Core; Continuation of Tree Planting Program
3. Rehabilitate Victoria Park; Increase Planting
4. Undertake Beachfront Improvements; Appropriate Accommodations for Fishermen, General Public
5. Acquire Identified Open Spaces For Transit Center (Tour Buses, Taxis, Public Services)

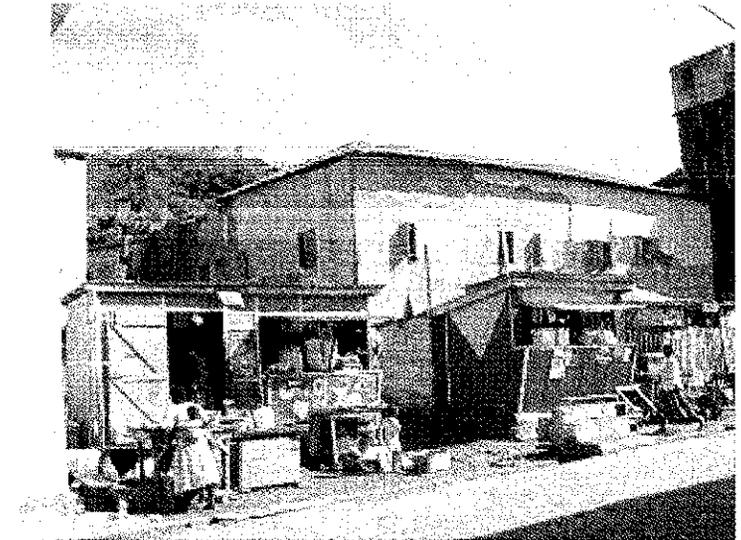


6. Undertake Control Demonstration Projects
7. Construct Pedestrian Promenade; Public Access to Beach

FIVE YEARS

1. Establish Maintenance of Open Spaces
2. Finalize the Fosu Lagoon Redevelopment Plan
3. Upgrade Selected Street Surfaces
4. Continue Tree Planting Program
5. Continue Erosion Control Projects
6. Continue to Enlarge & Cover Open Drains

Uncovered gutters made access to kiosks difficult and sometimes dangerous.



III. HERITAGE CONSERVATION

PREVIOUS PAGE BLANK



THE CAPE COAST STANDARD FOR HERITAGE CONSERVATION

Heritage Conservation is a process of identification, recordation, analysis and protection of historic and cultural resources. The protection of one's environment, both built and natural, is of the greatest importance. Conservation of heritage resources brings about wiser decisions concerning development and one's personal and collective quality of life. Authenticity is paramount in conservation efforts and the authentic representation of Cape Coast's history should be everyone's goal. This section addresses existing conditions, future directions and potential opportunities represented in the historic town center of Cape Coast.

The built environment of the historic district of Cape Coast accommodates an intricate combination of social and cultural traditions, sites, activities and practices that is unique to Cape Coast. Proposed changes in the physical form and infrastructure of the historic district should not disturb or displace these practices or activities. Those that negatively impact the historic or natural environment or public health conditions should be examined carefully.

Cape Coast represents layers of history. Each layer is significant. Vernacular buildings and traditional activities are as important in the story of Cape Coast as its colonial past of slave trade. Each layer prior to the European arrival, during colonization and after independence contains resources that should be recognized and protected. Only after justification should alteration be considered.

The relationship of new experiences for cultural, heritage and ecotourists to the physical improvements made in Cape Coast should be driven by local cultural experiences, not the expectations of non-local persons. The existing cultural patterns of Cape Coast are historic resources worthy of protection in and of themselves.

Heritage conservation involves authenticity. The authentic lessons in Cape Coast, as represented in the physical environment, should be explained as part of visitor orientation.



Government House, 1890

HERITAGE CONSERVATION



THE ARCHITECTURAL HERITAGE

The historic district of Cape Coast represents and accommodates the cultural heritage of Cape Coast in all its manifestations, and enables its long and honorable history to be encountered and interpreted.

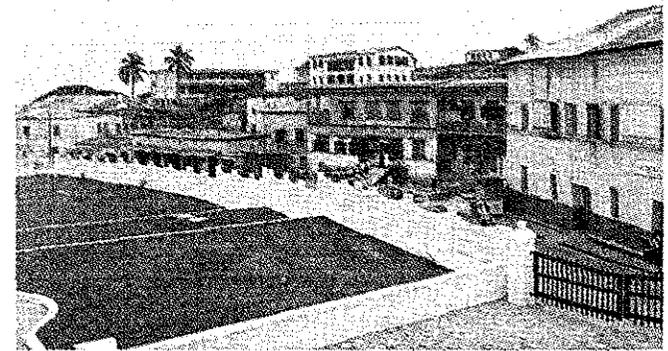
The architectural heritage is rich and diverse, ranging from the national monuments—Cape Coast and Elmina Castles and the forts—that are World Heritage properties, to substantial private houses, civic and religious buildings, extensive neighborhoods of traditional vernacular housing and structures, such as Posuban shrines, that embody the cultural traditions of the citizens and public open spaces, large and small, that are treasured and well used. Together with the distinctive morphology of Cape Coast, of densely packed buildings on the slopes of, around, and between the many low, steep sided hills (at least a dozen hills in the historic district alone) it gives the city its unique character.

The heritage is well documented, and the task of further surveying and documenting is continuing. A start has been made on researching its architectural history. The Geographic Information System (GIS) series of maps and the Cape Coast cultural resources inventory initiated by US/ICOMOS records this documentation, and forms an invaluable resource for those who are responsible for the conservation of the architectural heritage and for the continuing development of the historic district and municipality.

THE PRESENT CONDITION

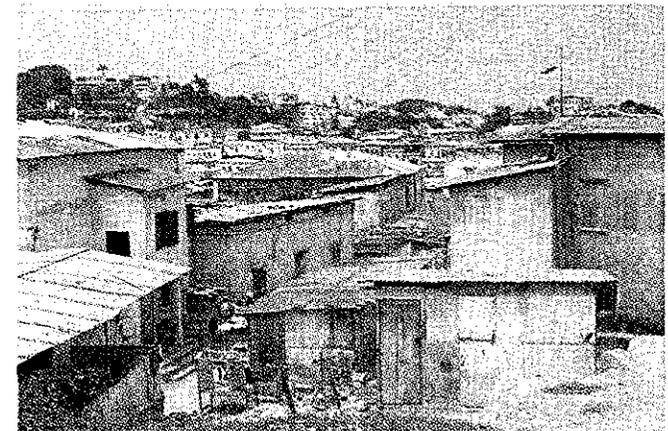
The present conditions of the buildings and open spaces that constitute the built environment of the historic district, does give cause for concern. The economic development of the town has not kept pace with demographic expansion during the past fifty years, with the result that most of the buildings and public open spaces have not been properly maintained, allowing overcrowding and lack of maintenance to place intolerable pressures on the fabric of the older buildings. The level of redevelopment of the downtown area has been limited by the lack of economic development, and this has to some extent protected the historic environment. The dilapidated condition of much of the property also reflects the lack of economic development.

A few key buildings are well maintained and in good structural order. The Castle is a model of effective intervention to restore a dilapidated and underused public building to its former pre-eminence in the town. Structurally sound and water tight, and in good decorative order, the building provides the local community and visitors with a range of cultural, educational and social amenities. On a smaller scale, St. Mary's Lodge on Royal Lane, and Heritage House (formerly Government House) have benefited from similar intervention. Most of the



Garden Street

Congested residential area of historic core





Much of the demolition in the historic centre of town is caused by neglect and lack of maintenance



churches in the historic district, the banks and major commercial buildings are also well maintained in good order, as are a few, very few, of the private houses.

Dawson Hill and Ntsin/Idan area are two large densely populated areas of vernacular housing, predominantly built of coursed monolithic earth or sundried brick construction. Between them, they contribute a great deal to the image of Cape Coast that residents and visitors alike retain in their memory. But their locations on sloping ground with inadequate foundations, and general lack of maintenance, makes them extremely vulnerable to strong winds and heavy rain, both of which are characteristic of the Cape Coast climate. Most parts of the historic district contain derelict, and abandoned buildings, many of them prominently visible on the hills of the city.

Apart from the national monuments in state ownership, which are under the care of the Monuments Division of the Ghana Museums and Monuments Board (GMMB), there is currently no statutory protection of the architectural heritage of Cape Coast.

The Town and Country Planning Department is responsible, at the regional level, for the preparation of structure plans for development at regional and district levels and for the development control process. The district plan for Cape Coast does contain several small conservation areas in the historic district but lacks specific directions for further protection.

The Cape Coast Municipal Assembly (CCMA) is responsible for the issuing of development and building permits and the monitoring of the building process, as well as for the provision and maintenance of the physical infrastructure of drainage and sanitation. They are also responsible for the maintenance and cleaning of roads, public open spaces, and for garbage collection.

The CCMA is also empowered to institute local legislation to protect and to define conservation areas, to control development in those areas and to administer the control process, however, it has not yet done so.

THREATS

The built environment of the historic district is continually under threat. Environmental degradation by erosion of sloping land, and undermining of foundations by heavy rain, damage to roofs and windows, by wind, heavy wear and tear on walls and ground surfaces from pedestrians and vehicles, and by insect and vegetation attack, is a continuing hazard to the fragile earth buildings that constitute the bulk of the building stock.

Economic development may lead to the conversion of old buildings to inappropriate new uses and the introduction of building services and equipment that may reduce the structural integrity and stability of walls and upper floors. Also proposals may be made for the demolition or extension of historic buildings, or their replacement by intrusive new buildings alien in character and materials.

The complexities of property ownership resulting from the traditional Akan system of matrilineal inheritance, especially with regard to residential buildings, inhibits decision making about repair, maintenance, alteration or disposal of buildings, and discourages investment in existing buildings.

Absence of monitoring and control of building activity by the CCMA may lead to construction taking place where it should have been prohibited (e.g. the construction of a commercial facility on top of Fort Victoria, a national monument).

OPPORTUNITIES

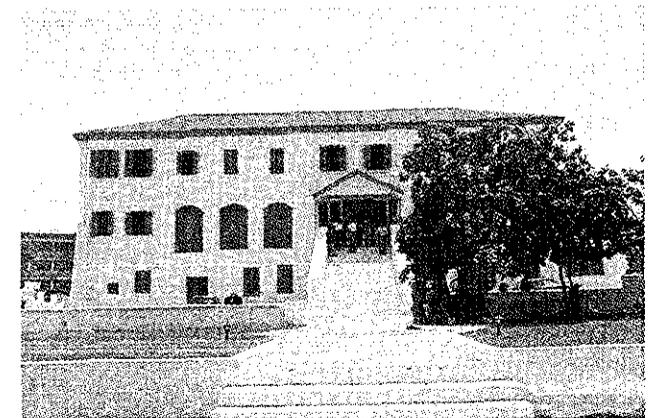
Under-used buildings in public ownership may be acquired for restoration and adaptation to appropriate new uses to demonstrate the potential of architectural conservation programs for bringing old buildings back to life, and to regenerate the local economy. For example, Gothic House, overlooking Victoria Park, formerly district headquarters for several government departments, could become, according to different proposals, a new palace for the Omanhen or a 30-bedroom heritage guest house.

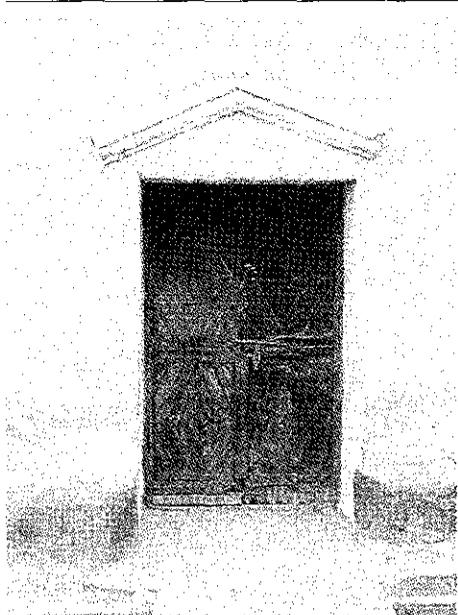
The history of several other buildings, especially family houses, and their associations with important personalities in Ghanaian history (e.g. St. Mary's Lodge, the Cape Coast home of Prince Owusu Ansah) can be published and interpreted for visitors. Monuments and memorial tablets in the historic churches can become fascinating objects of interest to visitors, especially to Europeans and Americans of Ghanaian descent, and to Ghanaians resident overseas. Research into the architectural history of the older buildings should be pursued systematically.

Owners of properties adjacent to buildings recently restored and put in good order, may be encouraged to repair, improve or redecorate their own properties, and so extend the benefits of conservation to whole groups of buildings (e.g. the line of old houses including the historic Kofi Hill House, along Garden Street, overlooking the Ato Austin Memorial Garden). The urban landscape will then be transformed by the conservation of contiguous groups of buildings.



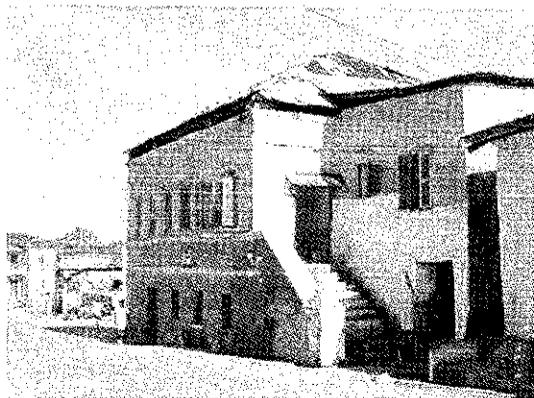
Government House in 1998, before restoration: Heritage House in summer 1999 after conclusion of restoration





A well-maintained doorway in the historic core

An example of a typical Cape Coast residence, basically sound, but in need of restoration



The building activities generated by such a program will lead to the acquisition and application of specialist artisan and construction skills in masonry, carpentry/joining, metal work, etc. and the consequent regeneration of the local economy.

Overseas investors (e.g. Ghanaians resident overseas, African-Americans, Caribbean and European-Africans) will be encouraged to invest in the growing tourism economy of Cape Coast. Such investment, and the revenues derived from the increasing number of in-country tourists and overseas visitors attracted by Ghana's cultural heritage, will bring increasing economic benefits to Cape Coast.

RECOMMENDATIONS

In 1995, proposals were submitted to the Government of Ghana (Hyland: *The Conservation of the Ghana's Architectural Heritage*) for the protection of the built heritage through legislation and statutory provision for the listing of historic buildings and sites and the designation of conservation areas.

These proposals called for the identification by the Government for architectural and urban conservation as a priority for national development, requiring institutional support, specialist training, technical assistance and funding for major projects (Hyland 1995:27). These proposals still hold good. The concept of historic preservation is still new in Ghana, and without the full visible support and commitment of the central Government and a sustained program of public education and consultation, local programs of historic preservation are unlikely to win the confidence of the local community.

Heritage legislation should be put in place by CCMA to protect the historic districts and promote its conservation. Proposals for such legislation are set out below.

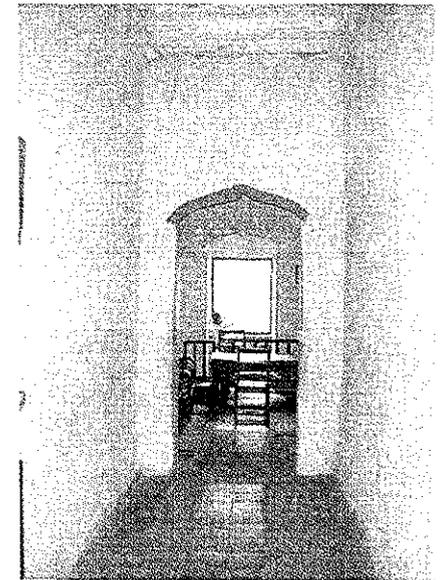
An agency should be established to promote the rehabilitation and repair of old buildings, as a service to homeowners. Proposals for such an agency are set out below. There should be the establishment of a Building Conservation Craft-Skills Training Center, to train masons, carpenters/joiners, metalworkers, etc., in building conservation.

Recommendations regarding survey activities for heritage resource preservation:

1. Survey all buildings at the reconnaissance level within the proposed historic district.
2. Develop a systematic program of research into architectural history of selected key buildings in historical districts: architectural research in British colonial and church archives will be necessary.



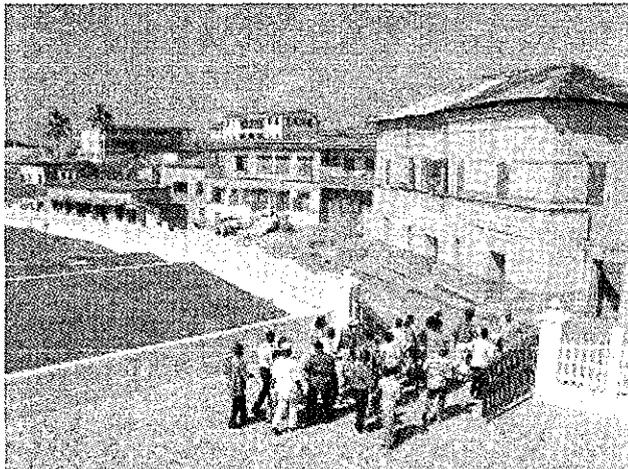
3. An intensive level survey should be undertaken on those buildings that are 50 years or older or of significant local importance.
4. The storage and use of the inventory (and its ongoing update) should be a co-operative venture of the GMMB, the University of Cape Coast, Kwame Nkrumah University of Science and Technology, GHCT, Ministry of Culture, UNDP/Town and Country Planning.
5. Survey interior blocks of historic core.
6. Commence Phase II: detailed/intensive level to include review for accuracy.
7. Storage and use of the inventory and periodic updates should be done at one location (University of Virginia, for now) and shared with participating partners using WWW technology. Care should be taken with multiple locations to make sure all information is updated and distributed promptly.
8. Training programs in schools for preservation-based traditional building skills should be developed with the Tour Guides Association of Ghana (TOGAG), the Department of Geography and Tourism of the University of Cape Coast, with the technical advisory services of the Department of Architecture, UST Kumasi.



Interior of Cape Coast residence



Community meeting in Cape Coast Zongo



Walking tour of community tour guides

COMMUNITY EDUCATION

One cannot underscore strongly enough the role of community education in the protection of historic resources. No preservation effort can be successful unless the residents, decision makers, elected officials, merchants and visitors understand the role that historic resource identification and protection can play in telling the story of a community.

Currently there are very successful activities beginning in Cape Coast regarding education. The desires of the sanitation officer and the program to begin to change the public image regarding solid waste and sewerage should complement the equally important message about the conservation of Cape Coast community character.

The following should serve as points of departure for future education efforts:

1. The recent production of the community development theatre "concert party" by the CIL-TAD/AGORO Theatre Company is a superb way to influence large numbers of people in an extremely innovative fashion. This initiative is the kind of education opportunity that should continue for years to come.

In addition to the AGORO technique, other options like travelling puppet shows and humorous programs and productions in the schools and in the churches should be explored.

2. A well designed radio program with ongoing episodes and recurring characters would have a far reaching impact in communicating the goals of heritage preservation efforts.
3. A competition or contest to submit examples of heritage conservation efforts for recognition and awards might begin a "domino effect" of privately initiated efforts.
4. The school systems should begin class projects of writing local history or a "family treasure" research program that would illuminate neighborhood resources and community history. Awards could be provided through teachers for the best work or most interesting facts uncovered.
5. A program of education on tourism might begin to open the eyes of the public regarding the value and economic impact of tourism hospitality.
6. A revitalization of Asafo companies and their involvement, especially the youth, in maintenance of the resources associated with their company's district should be considered.



7. Always use bold, easy to understand graphics to illustrate the process of heritage preservation.
8. Include heritage protection in environmental quality, health care, and birth control education efforts. Use EVERY media format available.
9. Educate the tourist, perhaps at the airport, to relate better to the cultural traditions of Ghana. This would improve the community's reaction to the tourism initiatives and improve the tourist's experience. Areas to include are:
 - don't give money to children, it undermines economic development and school age discipline,
 - don't take photographs of people without asking them first,
 - always be friendly, smile and speak to people,
 - be careful when taking photographs of religious and traditional areas.
10. A strong and well trained tour guiding core, members drawn from the community, and undergoing regular in-service and upgrading courses, can help enhance community education and pride.



Crowds gather to see the concert parties performed by AGORO Community Theatre for Development





HERITAGE LEGISLATION

The improvement being made in Cape Coast by the Project regarding the documentation of cultural resources is significant. The identified resources must be protected in perpetuity. Good intentions alone will not ensure protection of resources that are identified and restored. A regulatory (legal) framework for protection is necessary. Local heritage legislation for designating resources and providing an approval process for proposed changes is the primary tool throughout the world for protecting privately owned property. This will be the first time in Ghana that this legislation has been adopted. It will be significant that it occurs in Cape Coast. Cape Coast has been a national leader in education, now the community will have a chance to be an educator of communities by adopting the first local protective law for heritage legislation in the nation.

1. What is Heritage Legislation?

The development and adoption of a set of enforceable laws and regulations that control the treatment of designated historic, prehistoric sites, buildings, monuments, shrines, natural areas or districts for the purpose of preserving the nation's heritage will ensure that the changes made to historic properties are compatible, appropriate and will last for generations to come.

This legislation is fully authorized in existing Ghanaian law. A local historic district acts as an "overlay" designation. That is, no existing land use classifications need to change because the new historic district is an additional form of protection to those already in place.

A property owner and/or resident within the historic district will seek approval from a committee of peers (local Cape Coast residents) to make material changes to property. The approval comes in the form of a permit to proceed with proposed changes. The committee, usually called a "commission," bases its decisions on publicly agreed upon standards and guidelines. The commission works best when staffed by a preservation professional or municipal planner who will manage day to day activities such as:

1. Assisting property owners with applications for approval from the commission to make changes to property.
2. Scheduling and helping to run meetings of the commission.
3. Providing training and education for residents, commission members and elected officials.



Conservation Legislation Does:	Conservation Legislation Does Not:
- Provide a municipal policy for the protection of historic properties.	- Prevent new construction within historic areas.
- Establish an objective and fair process for designating historic properties.	- Require that historic properties be opened for tours.
- Protect the integrity of designated historic properties with a design review requirement, while allowing for and encouraging change.	- Restrict the sale of property.
- Authorize design guidelines for new development within historic districts to ensure that it is not destructive to the area's historic character.	- Require improvements, changes or alterations.
- Stabilize declining neighborhoods and protect and enhance property values.	- Require approval of interior changes or alterations.
	- Require approval for ordinary repair or maintenance.

2. Typical Components of Local Legislation

A. Statement of Purpose

This section states that the legislation is designed to ensure a high level of economic development, health, safety and the quality of life for the general public. The heritage of Cape Coast must be protected, enhanced and perpetuated for this generation and generations to come.

B. Types of Structures and Areas Protected

Preservation ordinances can be tailored to fit the needs of every community with historic neighborhoods and buildings. Some towns with only a few historic houses may pass an ordinance that designates all of them at the same time. Other larger cities, such as Cape Coast with historic houses, neighborhoods and business districts may simply establish a



set of standards for designation and a process for systematically considering and designating landmarks and districts.

- 1) Designations: The designation of Cape Coast Historic District should be recommended by the commission, planners, citizens or governmental units and affirmed by the municipal assembly. The designation decree should list the properties being designated and describe the legal boundaries of the area.
- 2) Landmarks: The designation of individual properties should be done in the same way as districts. [Note: An individual property is a district with only one resource in it.]

C. Legal Basis

See legal study by Johanes Vegba, (US/ICOMOS, 1999)

D. Basic Components of a Preservation Ordinance

The preservation ordinance for Cape Coast should contain the following ten component parts:

1. Purpose of the ordinance;
2. Statement of powers and authorities;
3. Creation of a historic preservation commission;
4. Criteria for designation of landmarks and/or historic districts;
5. Procedures and criteria for nomination and designation of landmarks;
6. Types of actions that are reviewable by the preservation commission and the legal effect of the review;
7. Criteria applied by the commission to the action reviewed;
8. Consideration of the economic effect of designation or review of an action;
9. Procedures for appeals from a preservation commission decision; and
10. Fines and penalties for violation of ordinance provisions.

E. Establishment of a Commission

1) Powers and Authority granted to Commissions:

1. The power to recommend designations to the governing body.
2. The power to conduct studies and investigations.
3. The power to grant or deny permits for work within and to designated districts and landmarks.
4. The power to issue stop work orders for activities that have not been permitted or for activities which do not conform to approved plans.
5. The power to employ staff or consultants to assist in the preparation of reports, review of projects and/or education of the public.



- 2) Creation of Review and Approval Body (Commission):
 - a) The commission should be called the Cape Coast Historic Preservation Review Commission (CCHPRC). It should be part of the planning functions of the Cape Coast municipal and/or district government.
 - b) The number and professional discipline of commission members, their length of service on the commission and how appointments are made should be clearly spelled out.
- 3) Standards of Review:

The standard of review is the principle upon which all decisions of the commission should be based. It might read like this:

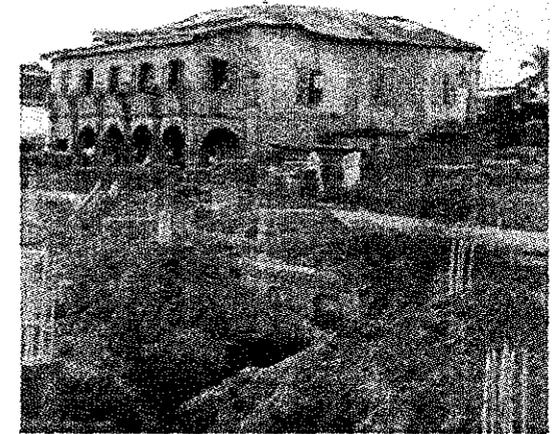
No permit shall be granted for work within the historic district or to a historic landmark until the commission has determined that the change shall not have an adverse impact on the cultural, historic, prehistoric, architectural, or aesthetic characteristics of the designated district or landmark.

3. Criteria for Designation of Landmarks and Historic Districts

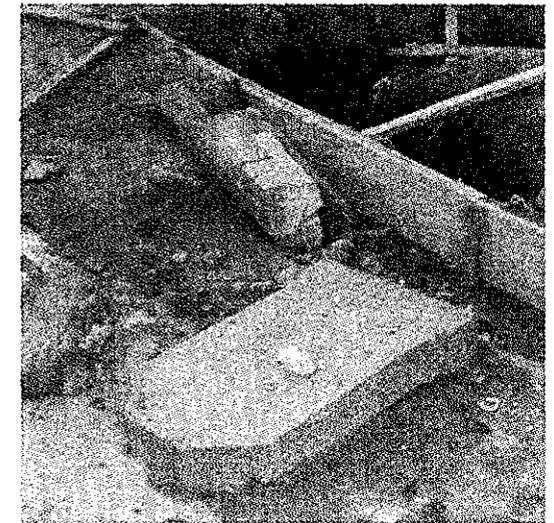
A. Nomination and Designation

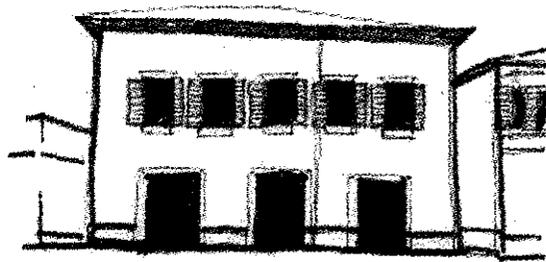
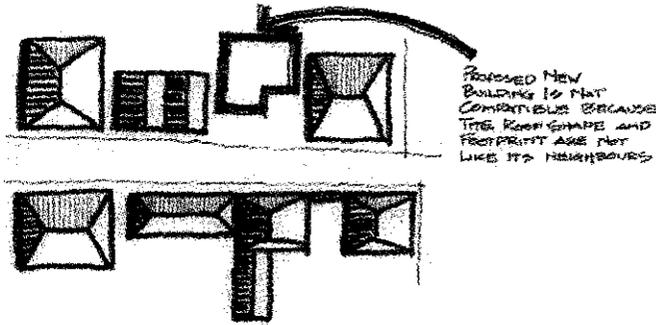
Designation: Designation of historic properties or historic districts adopted by local governing bodies shall be subject to the following requirements:

- 1) Any ordinance designating any property as historic property or any district as an historic district shall require that the designated property or district be shown on the official zoning map of the county or municipality adopting such ordinance or, in the absence of an official zoning map, that it be shown on a map of the county or municipality adopting such ordinance and kept by the county or municipality as a public record to provide notice of such designation in addition to other notice requirements specified;
- 2) The designation of a preservation district shall describe each property to be designated, shall set forth the name or names of the owner or owners of the property, and shall include a description of the boundaries of the preservation district;
- 3) The board or the local governing body shall hold a public hearing on the proposed ordinance. Notice of the hearing shall be published in the principal newspaper of general circulation within the municipality or county in which the preservation district is located;
- 4) The local governing body shall adopt the ordinance for designation of a preservation district as prepared, adopt the ordinance with any amendments it deems necessary, or reject the proposal.



Graveyard desecration in historic Cape Coast cemetery





B. Reviewable Actions

Areas that are preservation district designations shall be subject to the following requirements:

- 1) A preservation district management plan shall be developed for each designation of a preservation district under this article and shall address issues pertaining to the identification, protection, and perpetuation of the resources that caused the area to be a preservation district designation;
- 2) The preservation district management plan shall be compatible with any comprehensive plans, master plans, or documents related to community development, natural systems, or land management in the jurisdiction where the preservation district is located. To the extent possible, the preservation district management plan shall reference in all relevant documents; and
- 3) The preservation district management plan shall be circulated for comments from local governmental units, state and federal agencies, nonprofit organizations and citizens, as appropriate, and shall be updated periodically.

C. Criteria for Review

1) Guidelines for New Buildings (infill construction)

Where buildings have already been demolished and open space remains, that open space should be maintained until such time as a new building is proposed (if that is desired). At that time the new building guidelines should be put into effect.

New structures within the Cape Coast Historic District should attempt to match in size and configuration the most common buildings surrounding them. The surrounding buildings should be analyzed and should relate in the four following areas:

- 1) Footprint, Building Line and Orientation - buildings cover a certain amount of land on a particular parcel. This is known as the footprint and the building line. The entrance and primary facade of that footprint is either to the road, to a lane or toward open space - that is the building's orientation.
- 2) Envelope and Skin - buildings occupy certain amount of space in the environment, usually defined by height, distance from its neighbors and by projections and indentations. It creates a defined volume in the environment. This is the building envelope. That volumetric envelope is then somehow covered with a material (brick, plaster, wood, stone, cement, etc.) and generally of specified colors - the skin. New buildings should attempt to conform to the volumetric proportions and exterior covering of their neighbors.
- 3) Roof Shape, Size and Material - perhaps one of the most unifying characteristics of any historic district is the shape of the roofs. One only need look down upon a



city to see the predominant shape of roofs. The roof is defined by size, pitch and material. The roof of any new building should conform to the characteristics of the roofs around them.

- 4) Openings - all buildings have openings usually expressed as doors and windows. These are placed at regular intervals in the facade and are generally of similar size. New buildings should also have openings that replicate the size, shape and regularity of the openings in the surrounding buildings.

“Breaking the Rules”

In any community there are buildings of monumental importance. These are usually churches and other religious buildings, schools, government buildings and banks. They are often located on the corners of streets, a prominent hill or an important site. One should carefully consider the retention of all of these buildings. The new buildings that are of monumental importance can follow the same design features of the other monumental structures, not necessarily of its neighbors. This is the only case where these new construction guidelines should vary from the four areas listed previously.

2) Guidelines for Rehabilitation of Existing Structures

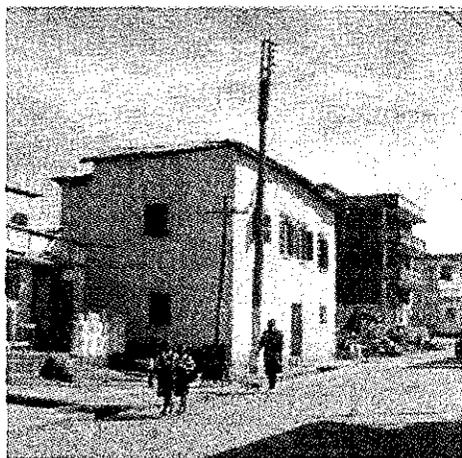
- 1) The use of a building should be compatible with the structural integrity and architectural significance of that structure.
- 2) Skilled examples of craftsmanship, design, details or elements should be retained when improvements are made.
- 3) Deteriorated features should be repaired rather than replaced. When they cannot be repaired they should be replaced with new material of similar physical characteristics and of similar workmanship.
- 4) New additions to buildings should whisper they are new, rather than shout. They should most often be placed on non-primary facades and should follow the traditions of making additions to buildings as they have occurred throughout history.
- 5) Any changes to the buildings that are needed to improve sanitary conditions, retrofitting for water, electricity, air conditioning, or vehicles should be done as inconspicuously as possible. Ideally they should be placed on non-primary facades and should be screened from public view.
- 6) Character defining features such as roof shape, windows and doors, exterior materials, distance from the road or projections, such as porches, towers, arches, double portals, balconies, shutters or appurtenant features should be retained in the rehabilitation project.
- 7) Rehabilitation work should always take into account archaeological significance of sites. Non-disturbed soil should not be disturbed. Attempts should be made to



Concrete blocks are best used for new construction, not for the repair of traditional buildings



The addition to the house, above, and the second house to the right, below, break the rhythm of the facades along the street



use existing foundations and utility trenches whenever possible. Where development makes it necessary to disturb previously undisturbed soil, an archaeological investigation should be undertaken.

3) Guidelines for Signs

Public signs and informational systems are critical to the efficient flow of vehicles, pedestrians and tourists in the Cape Coast historic district. People need to know what destinations are available, the best way to proceed to their chosen destination and safety regulations. Improved informational signs and traffic control devices must strive for simplicity, ease of comprehension and immediate visual impact. The public informational sign must also complement the private store and business signs in the district.

- 1) Signs should not obscure the character defining features of historic buildings. They should never cover more than 1/5 of a building's primary facade.
- 2) When possible, "gang signs" should be used to identify multiple occupants of a single building.
- 3) Signs should be constructed of natural materials utilizing the talents of local individuals to paint and illustrate the signs.
- 4) Signs should not be internally illuminated nor should they have blinking or glaring lights.
- 5) Tourism related directional signs and street signs should be consistent in appearance, well maintained and easy to read.

4) Guidelines for Streetscape Improvements

- 1) Improvements made to the streetscape (the public realm) should take their cue from the historic character of the streets. When historic examples can be documented in historic photographs or drawings then they can be replicated and reintroduced.
- 2) Paving materials should always be subtle, water permeable and easily maintained. Natural materials and those used historically tend to be the most compatible.
- 3) Plant materials introduced into the landscape should be sturdy, drought and pollution resistant.

5) Guidelines for Latrines, Storm Water and Gray Water

- 1) Proper provision should be made in rehabilitation and new development to adequately deal with issues of storm water and gray water dispersment.

- 2) Positive grading away from building foundations should be encouraged so as to direct storm water away from building foundations.
- 3) DVDPT latrines should be encouraged where cess pits and septic tanks are unfeasible. Site consideration such as screening with plant materials, cleanliness, access, and compatibility with surrounding resources should guide latrine design.

D. Staff Support, Monitoring and Enforcement

All local programs are only as good as the process and people that implement them. An ongoing system of monitoring improvements and conditions of buildings must occur. The ideal system of monitoring occurs within municipal government; however, the reality of short-staffed agencies is that monitoring usually is the first task that becomes deferred. In those cases it may become necessary to involve local citizens through traditional authorities and agencies and NGO consultants to provide that service. A Memorandum of Understanding could be used to detail the level of service to be provided.

The level of enforcement of local laws and regulations depends on the attitude and nature of the municipal government. The level of enforcement of other building and environmental permits will be mirrored in the enforcement of the preservation legislation. Whether it is a fine, community service or incarceration, the penalty and punitive nature of a particular violation should be applied consistently and fairly.

A system of delivering notice of violation, advising on how to obtain remedy and a time frame for action should be easily understood by residents. The system should be put in writing and distributed to all Municipal Assembly zones and the Oguaa Traditional Council. The process will only work well when it is most broadly understood.

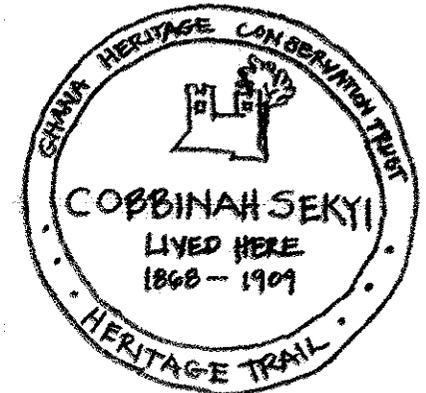
4. Other Legal Issues

A. Historic Preservation and Economic Hardship

Economic hardship exists when the application of the recommendations of the commission cause an undue economic burden on the property owner or when a reasonable economic return cannot be made on the property due to dilapidated or unsafe conditions as determined by the commission. The economic hardship should not be of the property owners own making. It should be based on the potential for economic return in selling the property to a person who could rehabilitate it.

B. Appeals from Preservation Commission Decisions

All decisions and determinations of the commission should have a judicial or administrative remedy. If a property owner does not think the commission has made a fair and ap-



HISTORIC STRUCTURE SYMBOL
PROVIDES BASIC INFORMATION
FOR WALKING TOURS

Markers on buildings could be used to indicate places important in the history of Cape Coast



propriate determination, then there should be a way to take that determination to a higher judicial or administrative body to assess the decision and see if the commission has abused its discretion. This process should mirror other aspects of local land use decisions and their appeals in Ghanaian local governments.

C. Staff Approval

Many commissions find it useful to delegate to municipal staff the approval of common or minor alterations to historic properties. This will facilitate the rapid processing of applications for permits; the delegated process will serve to quicken the pace of change within designated districts.

ECONOMIC INCENTIVES

In order to encourage the private sector's voluntary compliance with the adopted heritage laws, incentives should be developed. These could take the form of outright grants, matching grants, low interest loans and/or tax credits. A system of incentives is needed for the process of cultural heritage development. Funding from the private sector and from government is encouraged.

The incentive scheme outlined below is based on the following assumptions. 1) All levels of government (local, regional and central) are committed to the development of cultural heritage tourism based on the preservation of historic sites, buildings, monuments and districts. 2) The community involved shares a vision that supports this development which could involve some social changes that may be necessary to promote heritage tourism.

A. INCENTIVE PACKAGES

1. Revolving Fund:

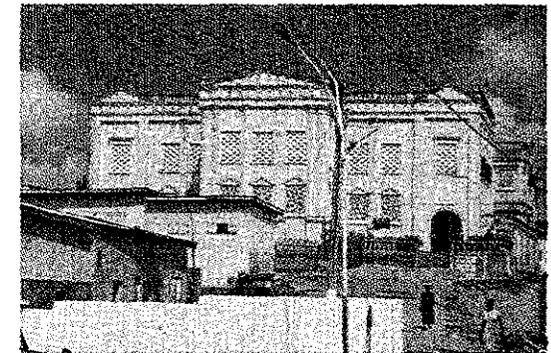
- a. Definition: A pool of money set up by a government or NGO that provides low interest loans to person/s or companies that can demonstrate the ability to repay the loan. This is much like going to a commercial bank for a loan. When the money is paid back is it then "revolved" (loaned) to another person.
- b. Example: An application is made by the owner, or persons holding a lease on a property, to an appropriate body that judges the merits and pay back abilities of the submitters. Approval of the application should be based on the following factors: 1) Can the applicant demonstrate the ability to payback the loan within a reasonable amount of time? 2) Does the project comply with historic preservation laws and regulations? 3) Will the project enhance and contribute to the master plan for historic attraction development?

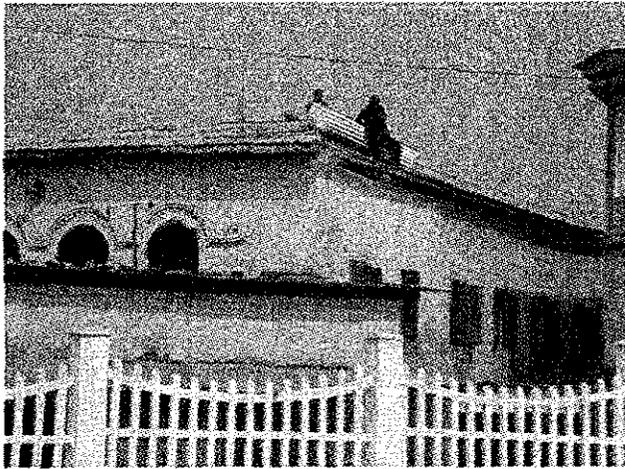
2. Matching grants for commercial property owners:

- a. Definition: Funds provided to property owners, or persons holding a lease on a property, who wish to preserve and develop historic buildings for commercial use. The applicant provides a percentage or share of the costs of the project.
- b. Example: A property owner or leasee submits development plans to an appropriate body for approval. A quantity surveyor/architect conducts an appraisal of the building and building plan prior to the commencement of work. After the work is completed a quantity surveyor determines the amount expended on the project as it relates to preservation and stabilization. Then the owner of the property is



Imposing buildings such as these define the character of Cape Coast





As work progresses on the next site, a homeowners joins the effort and contributes extra labor and materials.



awarded a percentage of the funds expended on the preservation aspects of the project.

3. Grants to private homeowners of historic buildings:

- a. Definition: Funds provided to owners of historic buildings for the purpose of stabilization, restoration or rehabilitation. Many small historic buildings are owned by persons of modest financial means. In order to preserve these important structures, it is necessary to develop a mechanism to provide controlled funding for materials and skilled labor. The following criteria for building selection for such a grant program is recommended. 1) The building must be historic. 2) It should be owned and occupied by persons known to have limited financial means. 3) The structure must be able to be repaired with a reasonable amount of funds. 4) The owner must agree to terms set forth in the agreement. 5) Within their ability, the owners should contribute some funds or labor to the project.
- b. Example: It is recognized that a home owner of a historic building does not have the financial means to stabilize or repair their house. That person requests or is approached with an offer of assistance in the form of repairs and a written agreement is reached between the home owner and the review committee or board. Funds are allocated for the project. The project is designed, monitored and implemented by the grant agency or their designated operatives with input from the home owners.

This process has been used successfully in Jamaica.

4. Tax credits to persons, groups, associations, foundations or companies who invest in the preservation of historic buildings.

- a. Definition: Often there are individuals or organizations that are willing to take on the preservation of a historic structure for various reasons. This particular incentive package offers these persons tax credits on future tax obligations.
- b. Example: A business person wishes to establish a business that requires floor space. He has a choice of building a new structure or restoring an historic one. From an economic view he may be better off building new. This incentive package could influence his decision towards an existing historic structure. The tax credit could be given on tax obligation created by the business in the restored building.

Similar tax incentive packages have been adopted in Jamaica.



B. FUNDING FOR INCENTIVES PACKAGES

1. Allocation from the Central Fund for the revolving loan package.
2. Special taxes
 - a. Airport Departure Tax charged to all non-residents. The tax income would be set aside to fund the development and maintenance of historic attractions.
 - b. Hotel room taxes set aside for the development and maintenance of historic attractions.
 - c. Any other locally assessed taxes (such as sales tax on handicrafts) could be dedicated to fund preservation activities or infrastructure improvement within the historic district.
3. Encouraging the establishment of NGO's that are interested in the preservation and maintenance of historic structures and districts. The NGO's would seek funding for a full range of preservation activities in the district.

While it is recognized that the incentive package outlined above is ambitious, the need for dedicated funding is crucial to the success of the proposed heritage development. Little can be accomplished in any endeavor without funds.



HERITAGE CONSERVATION RECOMMENDATIONS

The following list represents a schedule for the recommendations that appear throughout the Heritage Conservation section of the report. Specific recommendations for ongoing survey and inventory activities are at the end of section III, The Architectural Heritage.

NINE MONTHS

1. Manage current small building grants program for private site owners.
2. Evaluate success of grants to Posuban shrines and make adjustments to the grant program.
3. Establish criteria for expanded rehabilitation and repair program.
4. Introduce economic incentive package to municipal, regional and central governments.
5. Secure a role for heritage representatives in the development of the 2001-2006 five-year district development plan.
6. Begin development of a radio program for explaining the benefits of heritage preservation, heritage legislation and design guidelines. Outline concept, script and draft production schedule (Use contacts at AGORO Theater Company, Central FM, ATL).
7. Refine design guidelines using expertise from US/ICOMOS and University contacts. Use the guidelines in administering small grants program.
8. Begin organizing school programs by meeting with teachers and education officials.
9. Draft heritage legislation and develop a schedule for adoption by educating the CCMA and the public.
10. Continue reconnaissance survey of ALL properties in proposed historic district (2000).
11. Verify completed survey forms and make corrections where necessary (250).
12. Conduct many performances of the concert party and develop a video tape for distribution.

TWO YEARS

1. Expand and institutionalize building grants program and dedicate a percentage of the additional funds from economic incentive opportunities to the program.
2. Establish traditional building crafts training program to teach proper repair of historic structures.
3. Create a regular (annual?) heritage preservation awards program.
4. Establish framework for administering the adopted local preservation legislation and design guidelines.
5. Provide orientation for newly appointed preservation review commission.



6. Find demonstration project to illustrate the heritage based tourism development process, funded by first stream of income from economic incentive package (properties like Gothic House or Kofi Hill House would make ideal candidates).
7. Evaluate and make necessary corrections to ongoing projects and programs from year one.
8. Continue survey and inventory activities until all properties have been intensively documented.
9. Begin classroom projects that collect local history and obtain sponsorship of a small awards program for the student.
10. Begin drawing revenues from the new economic incentive opportunities (departure tax and local point of sales tax).
11. Conduct training and education program for elected officials and preservation review commission.

FIVE YEARS

1. Continue all programs and expand where necessary.
2. Entire district survey should be completed and updates should be made regularly.
3. Complete and privatize (if feasible) the demonstration project.
4. Measure impact of building grants program and nominate the project for an international development award.
5. Use media coverage to show the impact of increased preservation activity in Cape Coast on quality of life and the local economy.

IV. TOURISM

PREVIOUS PAGE BLANK



INTRODUCTION

Cape Coast and the surrounding region has been experiencing an increasing number of visitor arrivals. A combination of attractions has contributed to the growing presence of tourism as a viable economic activity within the region. These places and events include the castles and forts inscribed as World Heritage Sites, Kakum National Park, and the PANAFEST festival. The evolving National Association of Tour Guides is a positive development, as was the Ecotourism Product Development Workshop sponsored by Conservation International, held in November 1998. Cape Coast must now take advantage of the initial ground work that has been laid by planning for community-based tourism and implementing those programs that will result in positive economic, social, and cultural benefits to the community. This can be most meaningfully done through a cooperative effort of both the public and private sectors. Government must provide the infrastructural improvements necessary for the tourism industry to make real investments in the region, and at the same time establish the "rules" to which the industry must adhere as it goes about making profits from local attractions.

The working group that considered tourism issues, opportunities, and made recommendations was unanimous in its approach to tourism development. That approach considered tourism to be a growing economic force within the community; and that now was the time for the community to address how it wishes to have this development take place within the community's own cultural and social values, including heritage conservation. The working group used the following framework for preparing its evaluations:

- Access
- Services
- Interpretation
- Visitor Experience
- Community Issues
- Tourism in the Central Region
- Tourism Development Plan for the Central Region
- Existing Tourism Attractions

The evaluations were further structured into identifying existing conditions or situations, issues and opportunities, and lastly making recommendations. Key recommendations were then selected for implementation within the defined timeframes of nine months, two years, and five years.

ACCESS

The term “access” is used to refer to the opportunities afforded the tourist to visit historically or culturally significant places and sites. It is important that the tourist have these opportunities. However, it is equally important for the tourist to recognise that access to shrines, interiors of historic houses and other sensitive sites may not always be possible.

1. SHRINES

Currently, access into compounds within which religious/fetish shrines are located is largely prohibited. However, many shrines in Cape Coast are quite visible from the street. For example, the “Tree Shrine” – a silk cotton tree (*Ceiba Pentandra L.*) near Anafo Market can be seen from the street without any seeming restrictions. Generally, visual access to most shrines from a public right-of-way is not a problem, and these types of shrines can be included in a walking tour or be a part of a tour operator’s packaged tour.

OPPORTUNITIES

- Opportunities to educate tourists about the history of each shrine: the various "gods" of Cape Coast and the Region. This is something of significant interest to students of traditional African religions.
- Opportunities for economic gain by curators of shrines by charging access or photographing fees. Such funds should be used for upkeep and maintenance of the shrines.

RECOMMENDATIONS

- Consult all Asafo Companies and custodians of shrines to explore the possibility of establishing a uniform policy for tourist access, photographing, and fees. This can result in a published brochure given to tourists which will ensure that they are aware of limitations, accessibility, and fees.
- Walking and other tours should include shrines. Accurate information about each should be presented. Preferably this information would be prepared by the Asafo Company with whom the shrine is associated.
- Explore the possibility of having a written history of all shrines, and curator/custodian at the various shrines, for interpretive purposes.

2. HISTORIC HOUSES

In addition to the larger, more well known structures like the Cape Coast Castle and the Heritage House, there are several houses which are historically significant. Homes associated with prominent Ghanaians like J.Wilson Sey, Kobina Sekyi, and Hon. Kofi Annan are a few of these. Currently, access to such homes is very minimal, if at all. Most are lived in by ex-



#3 Asafo Company Posuban Shrine, Intsin Street

tended family members, may be structurally unsound and are not easily identifiable by tourists, largely because they are not restored and are un-mapped.

OPPORTUNITIES

- Important heritage houses should become part of the tourist’s reason to visit Cape Coast.
- Home stays and visitation to typical Cape Coast homes. The opportunities for tourists and visitors to stay in homes of J.Wilson Sey and Kobina Sekyi was discussed as being attractive to a niche market of travellers. This presents an opportunity for tourists to both receive lodging and learn the local history.

The challenges associated with this proposition include the following:

- Assent/permission from the present owners.
- Availability of rooms/space in homes.
- Structural soundness of buildings, and adequate amenities associated with lodging, dependable facilities, etc.

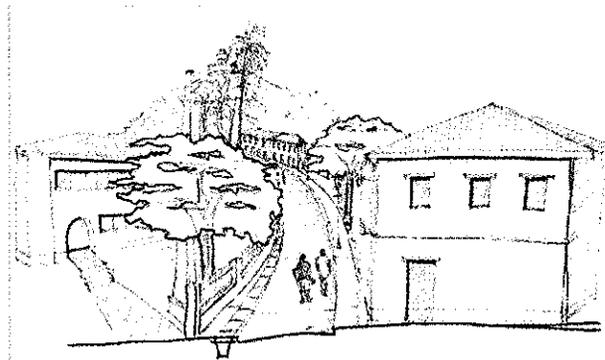
RECOMMENDATIONS

- Survey current residents of a few historic homes. Find out about facilities as well as interest in such an endeavour.
- If there is interest, detailed analysis should be done to consider structural integrity of buildings, with recommendations made to facilitate upgrading.
- Assist family or home-owners in fixing up houses and educate/orient them about heritage/tourism. The expectations of the visitor must be understood by the host. Also, the visitor should be informed of the rules of the houses and the behaviour expected when in the house.
- Develop a structure/format for charging minimal fees that can help maintain the building as well as augment the interpreters’ income.
- If rooms in historical houses are not available, adjacent buildings can be developed into bed-and-breakfast type lodges.
- *Implement home stays with Cape Coast families (5 Year Priority).*

3. PEDESTRIAN WAYS

As part of making historic and other significant sites accessible to tourists and the citizenry, consideration should be given to closing some streets to better facilitate pedestrian access without unduly disrupting automobile or vehicular traffic.

Currently there are no streets that have been closed specifically to facilitate pedestrian access. One that potentially may be closed is from the Cape Coast Castle to Chapel Square (King Street) and from Chapel Square to Fort William (Lighthouse Road). Presently, this route



Approach to Fort William

serves light vehicular traffic daily, and Chapel Square is used for parking, taxi pick-up and drop-offs. It also serves as a site for political platforming, oratory and performances.

OPPORTUNITIES

- In order to better facilitate access to and from significant cultural and religious sites, it is sometimes helpful to designate erstwhile automobile roadways as pedestrian accessways. Opportunities to create pedestrian accessways exist in Cape Coast's historic core:

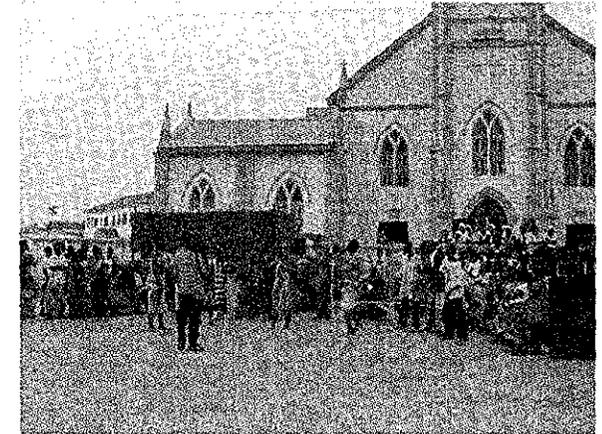
Example One. From Cape Coast Castle, a tourist may be well advised to visit Fort William on a nearby knoll. The two sites are tied both historically and visually. The fort was a lighthouse and lookout post for the castle. Pedestrians leaving the castle headed for Fort William pass many historical structures and sites: the Christ Church Anglican Cathedral, Wesleyan Methodist Church, Chapel Square, the newly restored Heritage House with its gardens, then on to the Fort via Light House Road. With such a wealth of sites to see (and photograph) it will be quite helpful if the route between these major sites is dedicated to pedestrians.

Example Two. Another route for possible conversion is along Commercial Street, between Jackson Street and Anafo Street intersections (this was suggested by local citizens during our interviews).

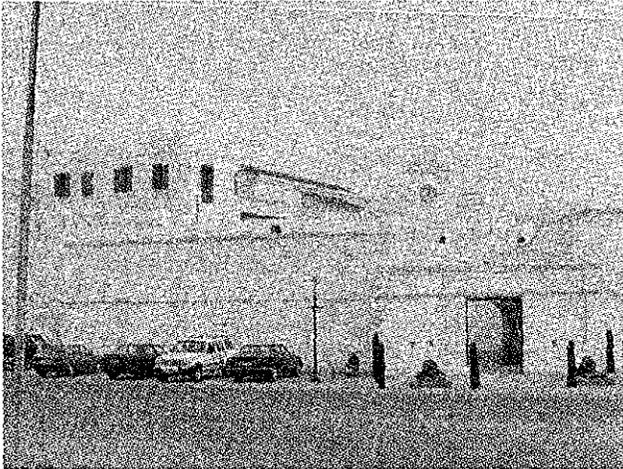
- It creates opportunities for incorporating additional landscape materials to enhance the environment and visitor's experience.
- Examples of both the success and failure of transforming streets into pedestrian accessways abound. In Cape Coast, the following challenges exist:
 - Rerouting automobile traffic.
 - Ensuring that parking areas are relocated or accommodated elsewhere.
 - Ensuring that church functions like funerals, normal services and special celebrations are still accommodated,
 - Ensuring that nearby residential and commercial functions are not jeopardised or hindered.

RECOMMENDATIONS

- Implement a planning process that will examine the possibilities for turning certain streets into pedestrian accessways. Although the committee did not have an opportunity to conduct a comprehensive study of all of the issues associated with street closures, a few ideas were thought to be worthy of presentation:



Concert Party in Chapel Square



Unregulated parking clutters the plaza in front of Cape Coast Castle and blocks the view of the Castle from the town.

- Keep the southern portion of King Street open to vehicular traffic.
 - Keep Chapel Square open for parking and taxi activity.
 - Create parking (surface or garage-type) at available pocket parks.
 - Keep streets open on Saturdays and Sundays to facilitate church functions.
 - Bollards (removable) will allow streets to be opened or closed as needed.
 - Survey nearby residents about access to homes and how restricting auto traffic will affect their functions/routines, and maybe facilitated.
 - Plant coconut or Washington palm trees or other native trees along the route for orientation, visual interest and shade.
 - Provide benches, lighting, kiosks, phone and information centres, etc. along the route.
 - Use specialty paving stones to augment unity of the route with its important historical sites.
- The planning process also should consider the alternative of increasing the area devoted to walking and decreasing the number of lanes for automobile use.
 - *Implement street improvements: Cape Coast Castle to Ft. William (5 Year Priority).*

4. TOUR BUS ROUTES AND PARKING

Bus routes currently are largely ad hoc and exist according to each tour operator's route. The Cape Coast Castle is a major tourist destination, as is Elmina Castle. The road connecting the two, Old Elmina Road, is the most used route. It is a two-lane road along the coast and is in moderate-to-poor condition, with potholes, eroding edges in certain areas, and is poorly surfaced.

Parking is inadequate. At Cape Coast Castle, paved bus or coach parking is non-existent. Currently, buses and other vehicles park in a sandy area in front of the Castle, part of the heritage site itself. At other sites like shrines, the Anaafo and Kotokuraba markets, the Fosu Lagoon, etc., parking is a major concern - either lacking entirely, or undefined and unstable.

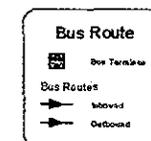
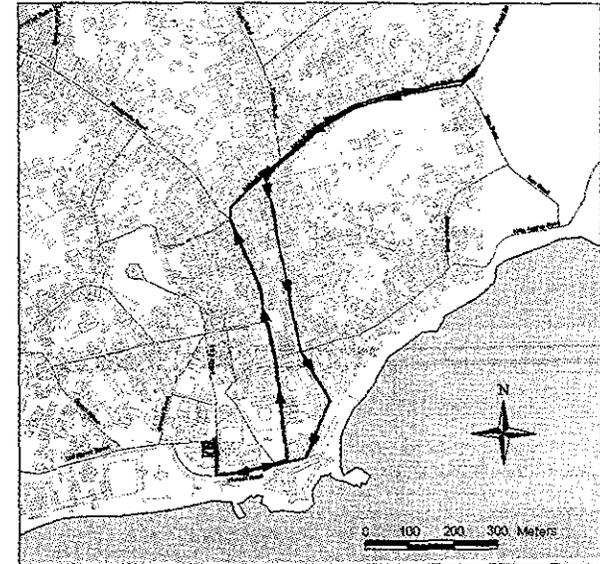
OPPORTUNITIES

The survey on existing conditions described parking as mainly inadequate and tour bus routes as ad hoc. This creates the opportunity to provide these facilities and services.

- All tourist/visitor destinations should have adequate parking for buses/coaches and cars to facilitate reasonable access to the sites without endangering the environment, people, or adversely affecting local residences and businesses.
- Bus routes should be developed and made mandatory. This has the advantage of using streets that are designed to handle larger vehicles.

RECOMMENDATIONS

- Traffic counts should be done for all major tourist sites and parking designed with future projections in mind. Parking may have to take place at locations away from the attraction with only drop-offs and pick-ups allowed at the site. Keep in mind that traffic and parking demand may fluctuate as tourism in Ghana develops. For example, there may be a future increase in the use of rental cars that may place a heavier demand on automobile parking. These trends should be monitored and appropriate actions taken to alleviate resulting problems.
- Parking surfacing does not have to be expensive, but should not be dusty. Local quarried gravel bounded in by concrete edging will provide environmentally sound and practical parking.
- At less intensive/less used sites, mulch from chipped wood or even crushed coconut shells or other fibres can be used to surface parking areas.
- Bus routes should augment walking tours: Cape Coast to Elmina; Cape Coast to Kakum; Cape Coast to Anomabu should be the main bus routes.
- The size of tour buses should be evaluated. Larger buses may not be appropriate for use within Cape Coast or Elmina. If found so, they should be restricted and tourists transferred to smaller vehicles or given a walking tour. Tour buses should be restricted from entering certain areas and banned from using selected streets.
- Tour bus (and automobile) engines must be turned off while the vehicle is parked. The tourist does not have to board an already air conditioned bus. The air conditioner can adequately cool the interior as boarding takes place.





Public telephone booth in downtown
Cape Coast

SERVICES

Services in the context of tourism refer to utilities and amenities. These are defined as follows:

Utilities refer to the things that facilitate everyday life.

Amenities refer to things, which enhance the quality of life.

FINDINGS

Utilities

1. Included in the functioning utilities for the Cape Coast area are the following: electricity, water and telephone.
2. For the most part, telephones are privately owned and found in individual homes. Communication Centres usually contain some form of telephone system—often these centres are operated in dingy rooms. Phone booths are nonexistent in some parts of Cape Coast.
3. Transportation systems include buses (one route only), tro-tros and taxis (availability is good). Parking areas are not well designated and poorly regulated.
4. The sanitation and waste disposal systems are inadequately structured. Public toilets are inadequate and unsanitary. Grey water and rainwater drainage are handled in open trenches, with few areas having covered trenches. Capacity building is required to respond to need—one or two additional skip loaders and 35 bins were mentioned by the representative from the Public Works Department.
5. Under the Urban 3 project, individuals are being assisted by the World Bank to install water closets in their homes. In areas with little or no access to septic tanks VBT toilets (chemical) are being installed.
6. Banking services include four banks and forex bureaus. These bureaus are privately operated and exist throughout the town. An automated teller machine is found at Barclay's Bank, Commercial Street.
7. Tourist Information Centres are located in Ghana Tourist Board (GTB) offices near Pedu Junction and in Heritage House near Chapel Square.

Amenities

1. Although Cape Coast is dotted with guesthouses, hotels, chop bars, restaurants, drinking spots, and bars, the standards of most establishments are very poor and do not meet the expectations of tourists.
2. There are no paved pedestrian walkways or rest areas. Souvenir and gift shops are rare and often exist in kiosks. Craft shops are often located along the streets, but without adequate identification.
3. Views and vistas are often obstructed. Public open spaces and parks are often informal and not well defined.
4. The presence of a clean and fresh environment is negated by poor sanitation, noise and traffic congestion.

Locations

Amenities and services are haphazardly scattered over the townscape and are not properly regulated and of acceptable quality.

Attitudes

1. Official government plans are to enhance and maintain new and existing facilities. Under the "Tourism Development Plan for the Central Region" the following are proposed: Cape Coast tourist facilities, Central Region Tourism Information Center, Cape Coast Castle conservation program (implemented), Cape Coast Historic Area Program which should improve and enhance the amenity values of the historic district.
2. Public opinion indicates that these services and amenities are substandard and inadequate and are haphazardly located.

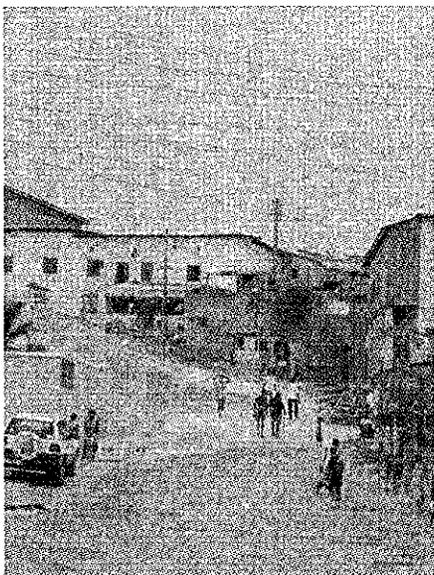
OPPORTUNITIES

The scenario presented above provides opportunities for intervention. This can be considered at two levels or scales: that of the individual building structures and that of the larger historic core.

RECOMMENDATIONS

Interaction with the local opinion leaders supports this view and on that basis, we posit the following recommendations.

- The extension of the basic utilities, that is electricity and water to all buildings as a matter of policy is paramount. If necessary, pre-paid electric meters can provide a viable option.



View down Lighthouse Road

- These are to be complemented by sensible street lighting, particularly from the Ashanti Road to Aggrey Road junction and other major routes, as well as city streets.
- Telephone services should also be extended to as many buildings as possible, complemented by public phone booths sensibly located at strategic or vantage points throughout the historic core. These, however, should not degrade the quality or values of their settings. Public telephones should be installed to meet the needs of residents, not merely for the convenience of the tourist.
- Tourist information centres are to be located at appropriate areas to provide information on places and activities.
- The quality of all roads is to be improved and provision made for pedestrian routes to line them. Particularly, a pedestrian access road should be provided to Fort William and the one to Fort Victoria improved.
- Taxi drivers and those similarly engaged should be educated on their contributions to the tourism efforts. Those found responsive may be registered and identified by uniforms or stickers on their vehicles. Tourists should be advised to use their services.
- Simple durable street furniture should be provided in areas along roads and pedestrian routes where space permits and the informal open spaces aligning many streets. These may be complemented where the setting permits with shade trees.
- The poor quality of sanitation continues to be the major concern for all. It is imperative that all buildings are provided with standard toilet facilities which may even be of the "squat" type in areas where due to lack of vehicular access, septic tanks cannot be constructed. The VBT (chemical) toilets now being used should be installed.
- Quality public toilets are to be provided in accessible areas and they should be as unobtrusive as possible, as is the provisions of litterbins along strategic routes and spaces. Garbage collection points should also be designated. It is imperative that public toilets be well maintained. Examples of the private sector providing public toilets exist in the developed countries. These examples should be studied for their applicability to Cape Coast: the JC Decaux Company in France currently installs public toilets in cities in exchange for the placement of advertising kiosks on public streets. The company is responsible for not only installation, but on-going daily maintenance as well.
- Drainage channels along streets must be provided or improved and these should be covered to create pedestrian walkways.

- The standard of small scale commercial and tourist related businesses should be improved. Operators of “chop-bars” and restaurants, low-cost lodgings and kiosks are to be sensitized and trained in sanitation, environmental care and personal hygiene as well as basic operational and management techniques. They should be inspected and licensed to operate as required by law.
- The small kiosks and craft stalls are to be properly located and regulated and a craft market appropriately sited.
- Signage plays an important role in identification and orientation of the urban landscape and landmarks. All streets are therefore to be clearly marked and signs strategically placed to highlight and direct resident and visitor alike. Developing a unified system of signs within the historic core should solve the related question of the multiplicity of road signs, parking notices and the like. *Implement town signage program (9 Month Priority).*
- The amenity values of the historic core can be improved by the simple expedience of the following:
 - Maintaining open spaces and upgrading informal open spaces by the provision of furniture and planting.
 - Covering roadside drains to create pedestrian walkways.
 - Discouraging long term roadside parking.
 - Providing properly regulated parking lots to reduce traffic congestion.
 - Providing litterbins and garbage collection points and sanitation areas generally.
- It becomes evident that an exercise of power is required to prevent wholesale destruction or indiscriminate and insensitive destruction or alteration of heritage resources. This in turn implies that fresh legislation as well as stricter enforcement of existing powers is required. Tourism in Cape Coast depends on its heritage resources. *Destroy these and there will not be any reason for travellers to put Cape Coast on a travel itinerary.*
- Local and neighbourhood clubs and societies including associations of those living or working within a single street or neighbourhood should be warmly encouraged as a way to encourage citizen participation in shaping the future of Cape Coast.



Drainage channels must be covered to create pedestrian walkways; signage should be strategically placed and have a unified style for easy recognition



INTERPRETATION

The interpretation of Cape Coast's heritage resources is extremely limited at present. With the exception of Cape Coast Castle (and in Elmina, Elmina Castle), information about the city's and region's heritage attractions is almost non-existent. Cape Coast's cultural heritage and interpretation have differing levels of significance: some with universal values, other of national, regional or local importance.

Interpretation programs should present these levels of significance in a relevant and accessible manner to the host community and the visitor, with appropriate stimulation and contemporary forms of education, media, technology and personal explanation of historical, environmental and cultural information. Programs should present diversities of the area including that of the minority cultural or linguistic groups.

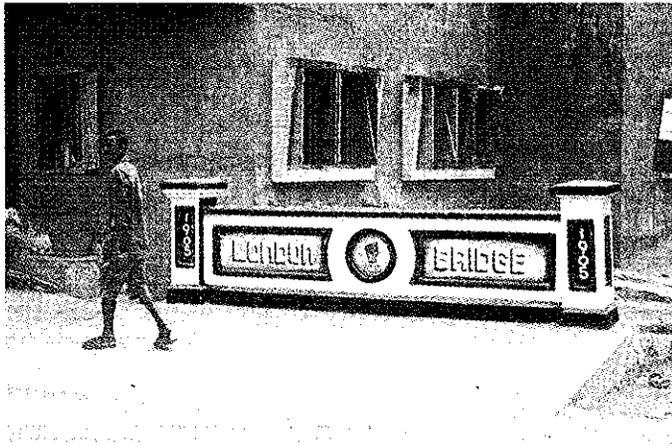
OPPORTUNITIES

It is through interpretation that the visitor understands the culture and society of the locality being visited. Prior expectations formed by reading guidebooks or presented in advance by a tour operator's brochure need to be truthfully challenged by proper interpretation, not advertising hype. The visitor can then come away with an experience grounded in well researched studies and oral histories, while also gaining knowledge through legends, mythology, and traditional stories.

In Cape Coast, and more generally in Ghana, the interpretation of the slave trade will require careful and sensitive handling. The visitor can easily misinterpret the presentation of information about this part of African, North and South American, and Caribbean history. Although the committee does not have a specific recommendation about this subject, it recognises its importance especially given the African American target market identified in the National (and Regional) Tourism Development Plans.

RECOMMENDATIONS

- Oral history. Oral history should be verified and recorded. Identify reliable "story tellers" in Cape Coast and the surrounding area. Programs should be based on a comprehensive understanding of the specific, but often complex or conflicting aspect of the historical significance of Cape Coast, especially as related to the slave trade. *Develop and implement an oral history program (2 Year Priority).*
- Historical markers and signs should be standardised. Visitors should know they "have arrived". The Cape Coast-Elmina highway could be identified and marked as an



London Bridge, an important local landmark in Cape Coast

“historical and scenic highway”. Historical markers along the highway can signify important places and events. *Implement town signage program (9 Month Priority).*

- Visitors centres on the major arteries could be built for visitor orientation and distribution of maps and literature. Tours could be organised here that will minimise fluctuations in arrivals and avoid excessive numbers of visitors at any one time. An orientation video could be presented at this time to advise visitors as to what is available.
- Walking tours should be carefully studied so as not to impact local customs and the economy (i.e., taxi services). Perhaps the development of a guide or interpretive plan or charter that will promote visitor understanding of significant sites and the need to protect and preserve would be beneficial.
- Use of tours should encourage the training and employment of guides and site interpreters from the Cape Coast community to enhance the skills of local people in the presentation and interpretation of their cultural values.
- The promotion, distribution and sale of local crafts and other products should have an interpretive message to visitors and provide a reasonable social and economic return to the community, while ensuring their cultural integrity is not degraded.
- Interpretative programs should facilitate and encourage a high level of public awareness and support necessary for the long-term survival of Cape Coast’s cultural heritage.



Project staff records oral history of homeowner in the historic centre of Cape Coast

Guide training for local community members who will lead walking tours of the historic town



VISITOR EXPERIENCE

EXISTING CONDITIONS

The visitor experience begins with the imagined destination, which forms expectations against which the visitor will evaluate the actual, eventual experience. To the extent that the visitor has access to accurate information about the destination, he or she will be able to exercise the measure of control over the actual experience that will make it a more satisfactory one. There is less information about Ghana than about many other potential tourism destinations, e.g., those in the United States, Europe, Asia, and South America. Because of this, the traveler to Ghana is less able than the visitor to many other destinations to fashion the type of experience he or she desires. He or she is more likely, too, to be unprepared for the poverty, less than adequate sanitation systems, traffic congestion, and difficulty in finding acceptable accommodations likely to be encountered. The experience will probably be more disconcerting and less instructive and enjoyable than would be the case if the visitor had prior access to reliable information about the destination.

Country Arrival

Arrival in Ghana is currently not well structured at the international airport serving the country, especially after the visitor clears immigration and customs. Little information is available as to transportation and lodging options. In particular, the visitor is left at the mercy of baggage handlers and taxi drivers who sometimes fiercely compete for their business. Rates for these services are not made clear, and since the visitor is likely unfamiliar with the exchange rate, the situation lends itself to exploitation of the visitor. The confusion certainly lends itself to producing the perception by the visitor that he or she has been cheated. The initial tone of the visit is often degraded by this experience.

Accra to Cape Coast

The road between Accra and Cape Coast is often congested. The time required by the drive is therefore unpredictable. Driving is more dangerous than in North America and Europe, from where many international visitors to Cape Coast come. Driving is made more dangerous to North American and European visitors by their unfamiliarity with local driving customs and patterns. This is one of the reasons that visitors frequently chose not to rent cars and travel in small groups, but to travel with groups in buses, generally as a part of a package tour.

Cape Coast

Cape Coast offers a variety of experiences, more fully described elsewhere in this document. Paramount is the visit to Cape Coast Castle, and Elmina Castle, located about 15 kilometers distant from Cape Coast Castle. Other potentially important experiences include the following:

- Visits to other historic structures and districts in Cape Coast and nearby.
- Visits to the colorful and aesthetically and culturally intriguing shrines in Cape Coast and other towns in the regions.
- Witnessing the many ceremonies and festivals that take place in the region.
- A scenic coastline with sandy beaches, some pleasant hotels not far from the town.
- The local cuisine.
- A friendly and gracious local population.
- A relatively crime-free environment.
- Attractive natural areas not far away.

Most of these experiences, however, have not yet been fully developed for enjoyment by tourists. Visitors typically visit Cape Coast Castle for a few hours, then get back on the bus provided by a tour company and move on to another of the historic castles. Few enter into the town to look at historic sites, shrines, or festivals, to eat in local restaurants, or stay in local hotels, or to buy local handicrafts.

Adventurous visitors who might decide to explore the town in more depth are provided with little information. They would be justified in being uncertain about the availability of services and items that they might find of interest. They might also, logically, be concerned for their safety, having little information about crime and other potential dangers. Walking through the town is in fact dangerous because of the absence of sidewalks. Most visitors are likely to be disturbed by the open sewers running along many of the roads in the town because of the smell that they produce. They might also fear contracting a disease given the presence of the sewage, or accidentally falling into the trench.

In summary, at present many potentially very interesting and enjoyable cultural experiences are precluded for a large percentage of potential tourists because appropriate access to these experiences has not yet been structured.

OPPORTUNITIES

Immediate opportunities are those that can be developed without much change to the existing tourism infrastructure. In developing this, the country can also begin implementing some relatively easy changes that will also be beneficial to long term tourism development. To develop long term opportunities will require greater change to the infrastructure.

- **Niche Marketing:** Developing immediate opportunities involves seeking out sectors of the tourism market that will have a special interest in certain of the cultural resources of Ghana. Cultural tourists are among the most desirable tourists. Demographic studies of travelers indicate that they are among the most affluent and educated of tourists. They are



Visitors on a tour of Cape Coast Castle



also less likely to introduce or nurture some of the problems associated with tourism at many recreational tourism destinations, such as drug use and prostitution. They value more than most visitors what they consider to be authenticity, and will sacrifice a certain level of comfort if they feel that their experience is authentic. Among cultural tourists, the most educated and affluent are those that regularly go to art museums. Therefore, there exists an opportunity in Ghana to present the aesthetic values of shrines, as well as interpreting other artistic works to this group.

African-Americans comprise a significant proportion of tourists coming to Ghana because of their interest in the history of slavery and their African roots. Visitation by this sector of the population can be expected to continue. This audience will very likely also have interest in a presentation of the artistic merits of African culture, including the shrines, handicrafts, textiles, music, and dance. Care should be taken in presenting staged performances to make sure that the cultural tourist understands the true nature of what is being presented. Plays, enactments, and other performances created for the tourist should be so identified. Those that are recreations or facsimiles of traditional dance, rituals, and ceremonies also should be identified as substitutes for the actual activity.

Demographic profiles of ecotourists, such as visitors to Kakum National Park, are similar to those for cultural tourists. Therefore, efforts to encourage visitation to Cape Coast by visitors to Kakum would probably prove to be profitable.

- **Orienting the Visitor:** Efforts to better orient the visitor will yield benefits in terms of a more satisfying visitor experience and an increased length of stay because the visitor becomes more aware of the array of potential experiences. Some efforts to orient the visitor can be begun with a relatively small investment of time and money. Attention should be focused on initial points of contact with the visitor; e.g., upon arrival at the airport, on transportation from the airport or from one destination to another, upon arrival in Cape Coast, at hotels and restaurants.
- **Production and Sale of Handicrafts:** Much could be done to increase handicraft production and sales. Traditional craft items are especially appealing to cultural tourists, who would be willing to pay a fair price for items they consider to be authentic. Textiles, wooden carvings (including masks), and gold jewelry are among the items consistent with local tradition that could be produced and sold locally.

RECOMMENDATIONS

- **Carrying Capacity:** A carrying capacity study should be conducted immediately to determine what level of tourism could be accommodated given the existing infrastructure with-

out threat of damage to local social organizations, historic structures, and other cultural fabric. The study should also identify what improvements to the tourism infrastructure would be necessary to increase numbers of tourists without negative effect to local populations and cultural fabric. *Prepare a proposal and seek funding for a Tourism Carrying Capacity Study (9 Month Priority).*

- **Visitor Orientation:** Programs should be instituted to transform arrival in Ghana and in Cape Coast into useful and informative experiences. Standard fares should be posted at the airport, baggage handlers should be issued uniforms, displays and brochures providing information about hotels, restaurants, services, and destinations should be provided. At Cape Coast, a tourist information center with such materials is being established at Heritage House.

Over the longer term, orientation materials should be placed in hotels and restaurants. Some of this material can be posted on the World Wide Web to inform potential visitors.

- **Handicrafts:** Programs exist to encourage the production of local handicrafts. One of these is through the United States Peace Corps (e.g., The Women's Center in Cape Coast was begun in this way). Often these programs involve identifying traditional handicrafts that have not been produce in great quantity for a number of years, and retraining local people to produce them. These programs should be brought to bear at Cape Coast. Care should be given to the issue of paying those who produce handicrafts a fair price for their work. Outlets for handicrafts should be established, perhaps in areas recommended as such in other sections of this report, in readapted historic structures, and at or near the airport in Accra. The local Aid to Artisans organization should be a partner in further developing, marketing, and selling handicrafts.
- **Marketing:** Media that will be effective in reaching cultural tourists, especially those interested in artistic works, should be identified. A marketing plan addressing this issue and the overall marketing of Cape Coast within the context of the Central Region should be prepared. The marketing techniques identified in the Ecotourism Workshop held in 1998, organized by Conservation International, should be implemented.
- **Visitor Orientation, Wayfinding, and Tours:** Successful tourism begins with a well-oriented tourist. This involves providing the tourist with as much guidance and reassurance as possible. One of the most important aspects of orientation is the Visitor's Centre at Heritage House, where upon arrival the tourist can gather the information needed to have a meaningful experience in Cape Coast. Once armed with maps, brochures and literature about the heritage of Cape Coast, the tourist is then ready to explore the diversity

of Cape Coast. Directional signage is very helpful for the tourist, providing visual indicators of location. Both self-guided and guided tours should be made available to tourists.

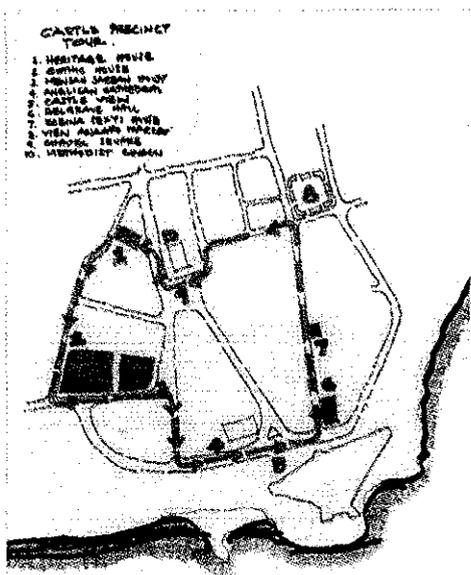
- Tours: *Implement walking tours in Cape Coast (9 Month Priority)*. Following are examples of possible tours of the Cape Coast area.

CASTLE PRECINCT TOUR

This tour, starting from HERITAGE HOUSE (Marked Green), takes you through a section of the historic core area, resplendent with monumental civic buildings, homes of some famous Ghanaians as well as some important places of gathering.

Travelling south on Garden Street, you come across and experience the following:

1. GOTHIC HOUSE (Marked red) on your left on the corner of Old Elmina Road
2. SEY FAMILY HOUSE (Marked red) adjacent on the right of Gothic House
South on King Street on to Old Elmina Road
3. Turn left to CHRIST CHURCH ANGLICAN CATHEDRAL (Marked yellow)
Continue along Old Elmina Road
4. View of CASTLE (Marked yellow)
5. View BELGRAVE MEMORIAL HALL on the right (Marked red)
Continue on Castle Road
6. Visit KOBINA SEKYI'S HOUSE on the right (Marked yellow)
Continue on Castle Road
7. View ANAAFO MARKET (Marked yellow)
8. Turn left on to Anaafo Road to CHAPEL SQUARE
9. Visit WESLEY METHODIST CHURCH (Directly in front of you marked yellow)
and go north on to King Street back to HERITAGE HOUSE



CASTLE TO MARKETS TOURS

This tour, starting from the front of Cape Coast Castle, brings you into the heart of the commercial life of Cape Coast within a setting of antiquity. Depending on whether you make this tour on foot or by bus, you experience the following as you move northwards along the Castle Road on to Anaafo Street, leading to Commercial Street:

1. ANAAFO FISH MARKET
2. LONDON BRIDGE, next to a car park
3. KOTOKURABA ROAD leading to KOTOKURABA MARKET to participate in this vibrant socio-economic activity
4. Having experienced this celebrated place of commerce, you return southwards to either pick a bus at AQUAH'S HOTEL parking place or walk back to the Castle area

CASTLE VICINITY TOUR

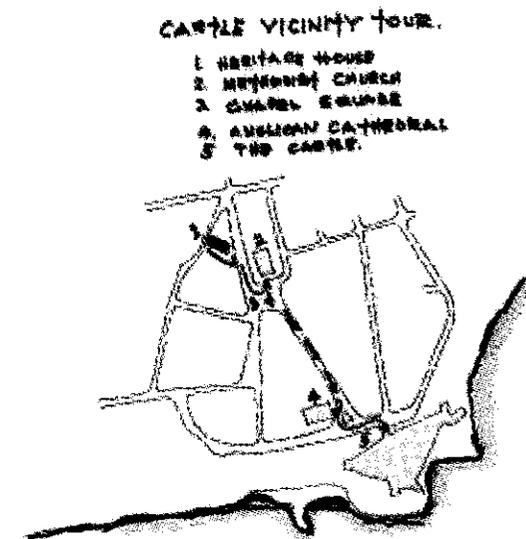
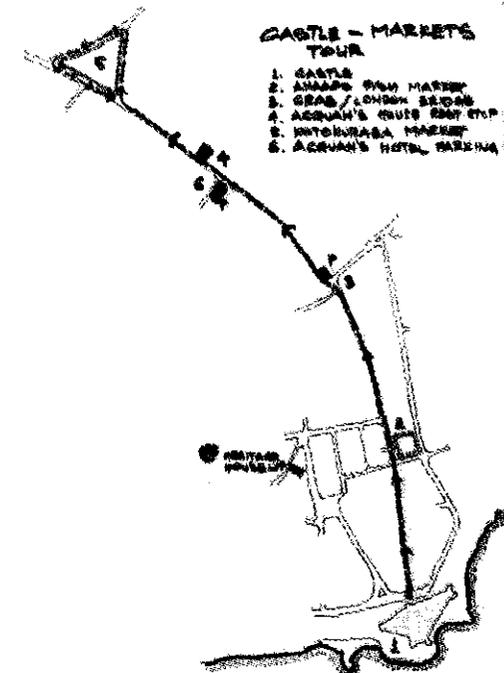
This tour, starting from this point – HERITAGE HOUSE, takes you southwards through the heart of the historic core area by walking across King Street to the following:

1. WESLEY METHODIST CHURCH
2. CHAPEL SQUARE
3. CHRIST CHURCH ANGLICAN CATHEDRAL (on right)
4. Enter CASTLE directly across Old Elmina Road

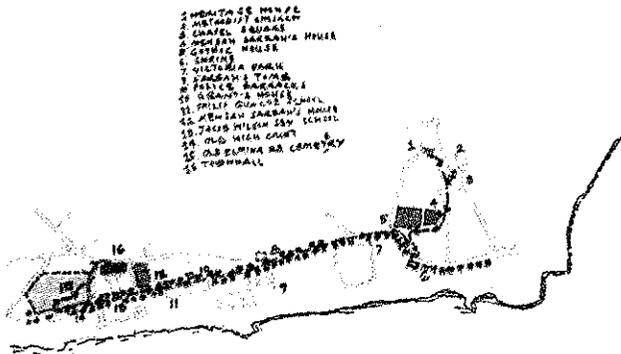
CHAPEL SQUARE TO JACOB WILSON SEY TOMB

This tour, starting from HERITAGE HOUSE, brings you to some major heritage buildings and sites next to sacred places with deep religious and cultural meaning. Walking down King Street in southward and westward directions, you come across and experience the following:

1. WESLEY METHODIST CHURCH
2. Walk across to CHAPEL SQUARE
3. Visit SEY HOUSE on right



CHAPEL SQUARE TO JACOB WILSON SEY TOMB



4. Turn right to visit GOTHIC HOUSE
5. Turn south towards ocean to POSUBAN SHRINE
6. Turn west along Old Elmina Road, on the left you will pass Victoria Park
7. Continue along Old Elmina Road, on the right is SARBAH's TOMB
8. Opposite are the POLICE BARRACKS
9. Across the road is WILLIAM GRANT's HOUSE
10. On the other side of the road is PHILIP QUAQUE's SCHOOL
11. Across the road is MENSAH SARBAH's HOUSE
12. Opposite is JACOB WILSON SEY's PRIMARY SCHOOL
13. On the left is the OLD COURT HOUSE (now PITMANN'S SCHOOL)
14. On the left is the CEMETERY where JACOB WILSON SEY's TOMB can be found

Having experienced all these heritage buildings and sites, tourists can now walk eastwards to the TOWN HALL to join a bus to ride back to the CASTLE or HERITAGE HOUSE.

FORT WILLIAM CIRCUIT



1. Departure point : HERITAGE HOUSE
2. North up Lighthouse Street to FORT WILLIAM
4. Descend to OGUAA (Crab) AKORTOR
5. Pass over LONDON BRIDGE along the Ashanti Road. Turn right and travel south down Intsin Street
6. Pass first POSUBAN SHRINE on right
7. Continue along Intsin Street to second POSUBAN SHRINE on right
8. ANAAFO MARKET on right, on corner of Anaafo Street
9. Walk south down Russell Street passing the FISHING COMMUNITY on the left
10. Continue to third POSUBAN SHRINE on left
11. Bearing right there is a view of the CASTLE
12. Opposite is BELGRAVE MEMORIAL HALL

13. Visit the CHRIST CHURCH ANGLICAN CATHEDRAL on the left. Turn north up the road beside the Cathedral up to
14. CHAPEL SQUARE
15. Visit the WESLEY METHODIST CHURCH in front of you
16. Cross King Street back to HERITAGE HOUSE.



COMMUNITY ISSUES

Notwithstanding the extensive tourist attractions existing in the Cape Coast community, and the increasing flow of tourist traffic into Cape Coast and the region through PANAFEST and other activities, the community in general is not taking advantage of the economic opportunities offered by tourism. This manifests in the general lack of local initiatives to capitalize on the tourist trade and industry in Cape Coast and within the region. The evolving National Association of Tour Guides is a positive development, although it appears at the moment that outside travel agents and tour operators are those who are reaping the benefits of tourism in Cape Coast.

EXISTING CONDITIONS

The following characterise the existing conditions pertaining to tourism within the community:

COMMUNITY RESPONSE TO TOURISM

The Cape Coast Municipal Assembly (CCMA) is aware of the need to organize the local energy to take full advantage of the opportunities of tourism. Guided by the National Tourism Development Plan, the CCMA has a number of programs and projects in mind to address issues concerning tourism. Individual assembly members are well disposed towards tourism development programmes. For example, they highly appreciate the US/ICOMOS interventions and regard them as leverage for their development programme to promote tourism.

However, families in the historic core area appear to be too bogged down either by poverty, lack of entrepreneurial capacity, or family politics to have clear plans in place to capitalize on the tourist attractions related to their respective properties.

It appears that the involvement of locals in tourism is limited due to their non-involvement in the planning of tourist events, such as PANAFEST and Afahye. However, some wealthy Cape Coasters as well as immigrants to Cape Coast are beginning to invest to take advantage of tourism opportunities in the community.

COMMUNITY PERCEPTIONS OF TOURISM

The lukewarm attitude of the local population stems from the lack of public education and the general notion that tourism belongs *per se* to public organizations such as Ghana Tourist Board, CEDECOM (Central Region Development Commission), etc. and therefore they, as ordinary citizens, have no domain of influence or control.

However, the CCMA appears well informed by the National Tourism Development Plan of the challenges and opportunities of tourism. The implications of these challenges and opportunities for the management of the tourist resources (the heritage buildings, sites, beaches, etc.) however, have not been appreciated. The salient example of this is the organisational attitude and lack of capacity building in the Ghana Museums and Monuments Board (GMMB). Furthermore, members of the Tourism Development Sub-committee of CCMA have limited understanding of the tourism development programmes, due to lack of awareness of the details of the tourism development plan. Hence, there is a lack of aggressive marketing and programming of tourist-related programs and projects.

Indeed some CCMA members are aware of the potentials of tourism as a means of economic and social development, there has not been any specific program to encourage their constituencies to transform the negative and limiting elements in their communities. A good example of this situation is found in Zongo community. Although they are aware of the strong tourist attraction of their particular Islamic cultural practices, such as Ramadan and Eid-ir-fetr, they have hitherto not initiated any community activities to improve upon their local environmental conditions. This may be due to the sense of insecurity regarding land tenure.

COMMUNITY REACTIONS TO TOURISM

The CCMA is aware of the tremendous tourist attractions existing in the community and the need to maintain and preserve these heritage sites and buildings. The prominent role of the Cape Coast Castle in tourism promotion is paramount in the assembly's consideration of tourism development.

The local residents however appear to lack education on what significant roles they do play or can play in the tourist trade and industry. For example, taxi drivers do not realize how important a good service attitude is in affecting a good experience for a tourist. Children harassing tourists for gifts can become rather oppressive.

In conclusion, the community's awareness of the negative elements existing in the community, such as poor sanitation and low level of cleanliness, that reduce the quality of visitor's experience, must be heightened.

OPPORTUNITIES

In order to ensure effective participation of the community in tourism development and take full advantage of the economic benefits of the tourism in Cape Coast and the Central Region, the following tourism-related opportunities have been identified.



- Festivals
 1. The celebration of the one-month long Black History Month in February brings a large number of overseas visitors into the community. Well organised service, hospitality, souvenirs, etc., business at various levels within the community can take advantage of, and capitalise on, the related economic benefits.
 2. Other similar celebrations which bring in overseas visitors such as the Juneteenth (one week duration), Emancipation Day (in July-August), PANAFEST (2 year cycle) can be similarly exploited by well organised local entrepreneurial groups.
 3. In addition to these opportunities related to overseas visitors, there are also national tourist oriented festivals such as Fetu Afahye (yearly occurrence), EXPO (2-year cycle), traditional rituals and events, which can be effectively exploited for economic benefits to local entrepreneurial groups.

- National holidays
 1. Besides Christmas and Easter there are at least two national holidays (Ghana Independence Day and Republic Day) which generate considerable volume of internal tourist traffic which may have Cape Coast and the Region as tourist destinations. The local community can organize to benefit from the related cash-flow.
 2. Islamic holidays, Eid-it-Fitr and Eid-it-addaher, which are celebrated with a lot of pomp and pageantry offer the Zongo community a good opportunity for economic exploitation.

- University graduation/speech and prize giving days. The annual events associated with the various academic institutions in Cape Cost (Cape Coast has the good fortune of having a university and a host of secondary and other tertiary institutions) generate a large volume of travellers from many parts of the county. A large section of the population involved constitutes a potential tourist target group.

- Request for home lodgings by overseas tourists. Numerous old domestic structures with interesting and historic architectural characteristics are located in the historic core area. This offers local property owners (extended families and individuals) the opportunity to provide home lodgings to overseas tourists who are keen on experiencing local family life in historic settings.

- Tour Guide Association training programmes.
 1. Local young people can benefit from the capacity building programme being developed by the Tour Guide Association. By this, the local population can be equipped to take advantage of the walking tours, which can be organised by local tourist agents.

2. Primary school and junior secondary school pupils and students can be exposed to these capacity building programmes to benefit from both positive public education on tourism and honourable participation in the tourism trade in Cape Coast. This will eliminate the culture of begging and asking for gifts.
- Economic empowerment of target groups (women and the youth). The various economic empowerment programmes being undertaken by various governmental agencies and NGOs, such as small-scale economic entrepreneurship development, artisans training (production of souvenirs, t-shirts, etc.) and tourist agents (e.g., representing agents in Accra) can offer various population groups the opportunity to effectively participate in the local tourism trade and industry.

In conclusion, it must be emphasised that the opportunities can only be exploited by means of clearly worked out plans and strategies, tailored to meet the entrepreneurial needs of the various groups of local population at the family level, interest group level, as well as the level of the Cape Coast community.

RECOMMENDATIONS

- The local community needs to be involved in tourism programmes from the planning to the final stages. This will give them a general feeling of belonging and involvement to enable them to take advantage of the opportunities that are likely to emerge through tourism development.
- There is the need for periodic briefing and update for opinion and community leaders to enable them constantly to provide information to the grassroots community. This will forestall the feeling of alienation and the lukewarm attitude of the people towards tourism development.
- The community must also be constantly educated on issues of sanitation, harassment of tourists and general comportment and welcome. This will prepare the community to host and to cope with the influx of people. The radio, public gatherings, community meetings and meetings with opinion leaders could all be combined effectively.
- The issue of revenue sharing between public agencies and the local community and other stakeholders needs to be addressed as a matter of urgency. This is the only way through which the community might see themselves as stakeholders in the preservation effort.
- The implementing agencies need to constantly interact with CCMA members to enable the latter to understand tourism development issues and provide the needed support whenever it becomes necessary.



NYAME BIRIBI WO SORO MA NO ME KA ME NSA
But, O God, let me share the joys of heaven with Thee

- A revolving fund or matching funds scheme must be created to provide initial support and assistance, both technical and managerial, to small-scale businesses that may come up to take advantage of tourism development in the community.

TOURISM IN THE CENTRAL REGION

EXISTING CONDITIONS

Discussing Cape Coast as a centre for tourism in the Central Region of Ghana can not be confined to the town itself. For one, the Ministry of Tourism, UNDP and the World Tourism Organisation have developed an integrated Tourism Development Plan for the Central Region (August 1996), which places the development of tourism in Cape Coast well within the regional framework. This plan is the basis for the limited number of observations on tourism in the region made below. Here, the region is defined as the area outside the jurisdiction of the Cape Coast Municipal Assembly to include (1) the immediate vicinity of Cape Coast (30 km range), and (2) the Central Region as a whole, encompassing the coastline from the Accra boundary in the East to the Pra River in the West, as well as parts of the hinterland.

One of the main problems to be addressed is the current prevalent form of tourism in the Central Region: day tourism from Accra, usually by hired coach and by tour groups. Individual tourists also visit and usually come by hired car, STC bus, or tro-tro, and may be day-tourists or stay overnight in the region. For all visitors Cape Coast town is a central focussing point on their trip to the Central Region, be it as the bus-stop, the prime tourist attraction (Cape Coast Castle, the town, PANAFEST) or just as the capital of the Region. However, many tourists combine their visits with trips to one or more other attractions, situated outside Cape Coast. This introduces the need for a regional approach to the development of Cape Coast as a major tourist town, which was recognised in the Tourism Development Plan for the Central Region.

TOURISM ATTRACTIONS/FEATURES

Currently, at a regional level, the following types of attractions / features can be distinguished, within the immediate vicinity of Cape Coast and within the borders of the Central Region.

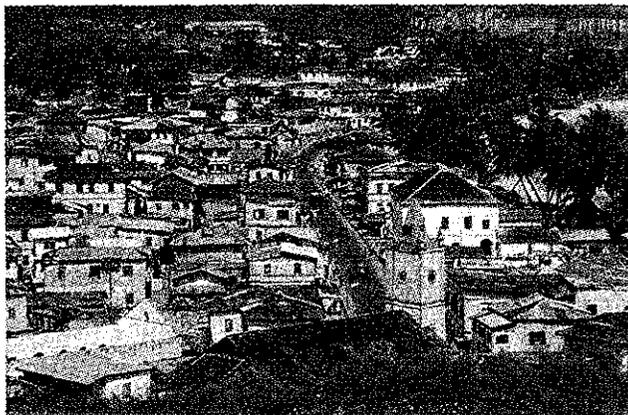
- Towns with features also to be found in Cape Coast
- Elmina (15 km west of CC)
- Moree (5 km east of CC)
- Other coastal towns of the Central Region

All towns in the coastal area feature historical monuments, shrines, festivals, etc., much in the same manner as Cape Coast but mostly at a smaller scale. Most of these features are under-utilised as tourist attractions. Elmina is the exception to this rule, as it is the historical counterpart of Cape Coast and situated very close to the latter.



Panafest





View of Elmina town, above, and view of Elmina Castle, below, from Fort St. Jago



Elmina is a major tourist attraction in the Central Region, because of the presence of the castle of St. George d'Elmina, the oldest castle on the coast of West Africa, built by the Portuguese in 1482. From 1637 to 1872 the castle was in the hands of the Dutch, who made it their headquarters, and in the 18th century it was a major outlet for the Atlantic slave trade. The value of the castle as a major tourist attraction is well appreciated, and the guided tours are very informative. However, the castle is currently an empty shell. Apart from a small exhibition on the castle and town in the Portuguese chapel, there is little to be seen. All the rooms are empty; an exhibition explaining the full – if concise - history of the castle and its occupants in connection with the town and its inhabitants is not available.

The town of Elmina, with many 19th-century merchant houses situated along Liverpool Street, which runs from the castle to the Cape Coast road, and is the main entry road to the castle. Some very early houses have collapsed long ago and are now unrecognisable ruins. A fair number is still standing, sometimes barely, and give this part of the town a peculiar 19th-century flavour. Elsewhere in the town major monuments from the Dutch period are still visible albeit in varying states of disrepair (Dutch cemetery, Nana Etsiapa Memorial Hall, Government Garden with watchtower, Buitenrust Estate with remnants of mid-18th-century houses, 18th-century drainage canal).

Due to the fact that the centre of Elmina is heavily populated, a busy commercial centre for the local market, has a poor infrastructure, and is in general a very low-income area, the town has been in decay for decades. If action for rehabilitation is not undertaken quickly, the unique historical character of the town will be lost, and the castle and fort will become an anachronism.

Moree is currently not a tourist attraction, but the town authorities are keen to develop it as such and interestingly enough, the local community representatives mentioned Moree as a place to develop. Many of the other coastal towns are minor tourist stopping points, especially when they are immediately adjacent to the Accra-Cape Coast-Takoradi road, like Abandze with the restored ruin of Fort Amsterdam, or Anomabu.

BEACHES AND BEACH RESORTS

- Brenu Akyinim Beach Resort (20 km west of CC)
- Private Beach Resorts (e.g. Coconut Grove Beach Resort at Elmina; Biriwa Beach Hotel)
- Other Beach Resorts annex hotels (e.g. Gomoa Fete, Ko-Sa)

Cape Coast itself does not have access to a beach suitable for tourists. There are no facilities on available town beaches, which are often used as public latrines. The Central Region set up Brenu Akyinim Beach Resort as a public beach resort (as yet without accommodation) which

is popular by Ghanaians and non-Ghanaians alike. In the immediate vicinity of Cape Coast we find several private beaches, annex to hotels, but open to paying day visitors. The most important are Coconut Grove and Biriwa.

Gomoa Fete, a designated spot for the development as a beach resort, which now has two beach resorts with limited accommodation (mainly used during the weekends by residents of Accra), and the Feyenoord Football School, which, when finished will be open to the public during weekends, when matches are played.

NATURAL AND CULTURAL FACILITIES (MAINLY IN THE HINTERLAND/RAIN FOREST)

- Kakum National Park with visitors' centre, canopy walkway, walking trail, observation (and camping) platforms.
- Masomagor village with bamboo orchestra and tree platforms, traditional crafts; part of the Kakum organisation
- Assin Manso: traditionally seen as the last bathing place of slaves before being delivered at the coast – currently being developed.
- Hans Cottage Botel (crocodile pond, bird sanctuary, hotel and restaurant)

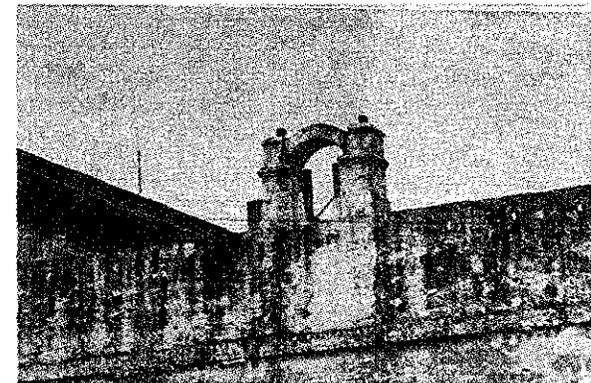
Kakum and Masomagor are well incorporated as tourist attractions. Ghanaians and non-Ghanaians visit the Kakum visitors' centre in large numbers; Masomagor is frequented by organised tours. Assin Manso is still under development.

OPPORTUNITIES

- The Central Region as a whole has a good potential for the further development of tourism. As stated, one of the most important problems to the further development of tourism in the Central Region is the predominant day-trip character of the attractions. Looking at the number and diversity of attractions / features already available within Cape Coast, its immediate vicinity, and the wider region, it must be possible to remedy this. A changing of perception of tourists and tour-operators alike, emphasising the diversity and range of existing attractions that can be visited from Cape Coast is a first step. Developing more attractions along the lines of the Tourism Development Plan for the Central Region is another.
- At the moment, the town of Elmina, though not the castle, will be difficult to package as a tourist attraction, because its cultural heritage is under severe threat. Especially when old Cape Coast is rehabilitated and will attract more tourists, the contrast with Elmina will be such that the latter town may be completely disqualified as a tourist attraction. This is not only a loss of the tourism potential of the region, but also unacceptable socially and culturally. If rehabilitated, Elmina can become a nice counterpart to Cape



Anomabu





The beach at Ko-Sa Cultural Centre and Beach Resort

The Canopy Walkway at Kakum National Park



Coast, an attraction complementary to Cape Coast. Ideally, visitors to Cape Coast town should feel compelled also to visit Elmina extensively. The rehabilitation and conservation of Elmina with a view to the conservation of cultural heritage and the development of tourism in the Central Region will empower the local population to take up their own development and the development of their town. The opportunities that exist for Cape Coast also exist for Elmina, be it on a smaller scale.

- Finally, it is worthwhile to explore the possibilities for so-called niche-tourism, marketing different features and tours to different audiences. Cultural: forts and castles (including the slave trade), 19th-century architecture, shrines, funerals and festivals. Nature: bird-watching, camping and hiking in the rainforest. Leisure: beach-holidays; combinations thereof.

RECOMMENDATIONS

- To ensure a longer visitor stay within Cape Coast, packaging of the tourist product should be done in such a way that visitors spend more than one day in Cape Coast and its environment. City walking tours, castles and forts, Kakum National Park, and possibly some on leisure activities can add up to several days in the region.
- The immediate rehabilitation and conservation of the historic centre of Elmina as a counterpart to Cape Coast. *A Conservation/Rehabilitation Plan should be prepared (2 Year Priority).*
- Tourism businesses, especially those that provide direct services to the tourists, should be strategically located in the Central Region to take advantage of the tour circuits and visitor movement.
- Walking tours should be extended to the other historic towns like Elmina, but also Komenda, Assin Fosu, Swedru and Winneba, to ensure that the history of the Central Region is portrayed as a major tourism product in addition to the forts and castles, nature parks, beaches and festivals.
- The development of more and diversified hotel accommodation in the Central Region is necessary if more up-market tourism is to be attracted.
- *Prepare a Central Region study of traditional arts and crafts (2 Year Priority).*
- *Prepare a Tourism Marketing Plan for the Central Region (9 Month Priority).* The development of an integrated approach for the presentation, packaging and marketing of tourist

attractions and opportunities in the Central Region, including niche tourism. Cape Coast and Elmina can continue to be the central draw, but other regional attractions are necessary for the area to develop its full tourism potential.



Masomagor Bamboo Orchestra



TOURISM DEVELOPMENT PLAN FOR THE CENTRAL REGION

The Tourism Development Plan for the Central Region (TDPCR), 1998-2010, contains thirteen priority projects to be implemented. Of these projects, the workshop was most familiar with and had information to make an evaluation of the following:

CENTRAL REGION TOURIST INFORMATION CENTRE

The TDPCR includes the development of a tourist information centre in the core area of Cape Coast. With the completion of the rehabilitation work at Heritage House, the Ghana Tourism Board is installing an information centre inside the building. This information centre will be centrally located and close to Cape Coast's main attraction, the Cape Coast Castle (see 2. below).

CAPE COAST CASTLE CONSERVATION PROGRAM

The Cape Coast Castle has undergone extensive rehabilitation and is open to visitation. Because of the Castle's rehabilitation, including a museum, exhibit, and video to complement the tour guide program, the Castle has become the region's most visited historic site.

CAPE COAST HISTORIC DISTRICT PRESERVATION PROGRAM

Activities directed toward the development of a historic preservation program for Cape Coast have taken place over the past year. This present workshop is being held at the mid-point of the program and is addressing one component of the program – a Conservation and Development Plan.

We see the following as complementing the conservation and development plan. The nature of the activity or site will enhance tourism in Cape Coast and the region.

- Cape Coast Tourist Facilities
- St. George's (Elmina) Castle and Fort St. Jago Conservation Program
- Elmina Historic District Preservation Program
- Assin Manso Historic Memorial Park Development and Village Tourism
- Kakum National Park Improvements.
- Fosu Lagoon Water Recreation
- Village Craft Production and Markets

The following projects are seen as possibly improving the lack of accommodations in the Central Region. However, their distance from Cape Coast will preclude the towns of Cape Coast and Elmina from fully benefiting from their development.

- Brenu Akyinim Beach Resort Development

- Gomoa-Feteh Beach Resort Development
- Mankoadze-Abrekum Beach Resort Development

RECOMMENDATIONS

- *Review the Tourism Development Plan for the Central Region (2 Year Priority).* Within two years the tourism plan for the region should be reviewed in light of new local and national tourism developments, international and Ghanaian trends in tourism, and local infrastructural and community development projects.

EXISTING TOURISM ATTRACTIONS

The workshop committee had a limited amount of time to actually visit some of the heritage attractions in Cape Coast and Elmina. Therefore only a limited evaluation is given here of those attractions for which the committee had reliable information and/or a first hand visitation experience.

1. CAPE COAST CASTLE

EXISTING CONDITION

- Cape Coast's main attraction.
- Conservation program implemented.
- Interpretative programs: museum, development history, guided tours.
- Regional Tourism Plan Project.
- Access to public toilets that are maintained.

OPPORTUNITIES

1. Increased use will result in impacts to the historic fabric of the Castle.
2. Tour bus parking.
3. Interpretation: address the castle as a monument to slavery - a solemn place. If so, then is art appropriate within the courtyards? A gift shop within the walls? Refreshments?
4. The quality of the guides at the castle is uneven.

RECOMMENDATIONS

1. Improve guide training and find the "right" personality.
2. Reassess the interpretative program concerning slavery to reflect the solemn and dignified environment desired at the Castle. In this regard, remove the currently displayed modern art works from the courtyards.
3. If a gift shop is desired, it should only contain items that relate to the story of slavery and photographs of the Castle and other related sites, ruins and structures.
4. Tour bus parking should be kept away from the front entrance to the Castle.
5. *Prepare a cyclical maintenance plan (9 Month Priority)*. The paths of travel within the Castle should be constantly monitored for wear and tear, deterioration and damage.

2. HERITAGE HOUSE

EXISTING CONDITION

- Conservation work has been completed.
- Central Region Tourist Information Center will occupy space within the building.
- Houses the offices of the Ghana Heritage Conservation Trust.
- Other uses include meeting spaces, offices for other organizations.
- Front garden area available for outdoor uses.
- Access to public toilets that are maintained.

OPPORTUNITIES

- On-going maintenance.

RECOMMENDATIONS

- *Develop cyclical maintenance plan (9 Month Priority).* Monitor use and impacts to historic finishes.

3. KOTOKURABA MARKET

EXISTING CONDITION

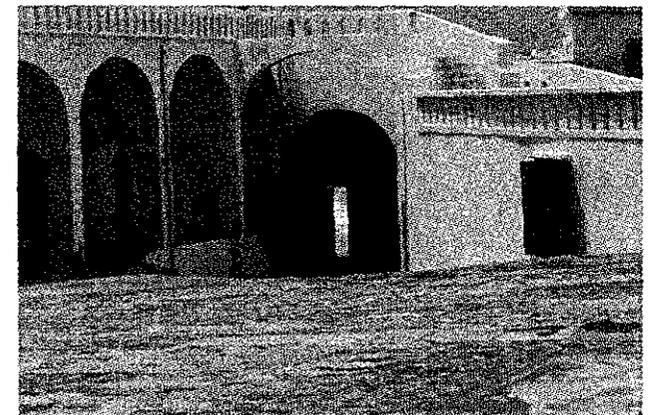
- Primarily serves the local population.
- An exotic experience for the tourist.

OPPORTUNITIES

- Expansion.

RECOMMENDATIONS

- The market can become one of the heritage attractions most likely to convey to the visitor some of how daily life in Cape Coast takes place. It works as a market for the residents, so it works as an attraction for the visitor. Any attempts to create an artificial environment to further attract the tourist should be discouraged. The market should be seen as serving the residents of Cape Coast first and as a tourist attraction second.



Cape Coast Castle



4. COMMERCIAL STREET

EXISTING CONDITION

- Accommodates a variety of uses, including vehicular movement, pedestrian movement, kiosks, shops/shop houses.
- Open sewer trenches create a hazard.
- Lively, active, noisy, but crime not a problem.
- The alley behind Commercial Street accommodates a market; mainly a pedestrian environment.

OPPORTUNITIES

- The jumble of activity contributes to the street life. However, some improvements are necessary to have a more pleasant environment. Activities should be directed toward covering the open trenches and designing a new street profile to better take advantage of the combination of movements and activities on the street.

RECOMMENDATIONS

- Design street improvements that will enhance pedestrian movement.
- Give consideration to closing a portion of the street to automobile traffic and creating a totally pedestrian environment.
- Retain the kiosks and find a way to accommodate their presence on the street.
- If street trees, landscaping, or other elements are introduced, then a landscape maintenance program, including responsibilities for watering and maintaining the plants, who is going to pay for upkeep, and sources of replacement plants should be prepared.

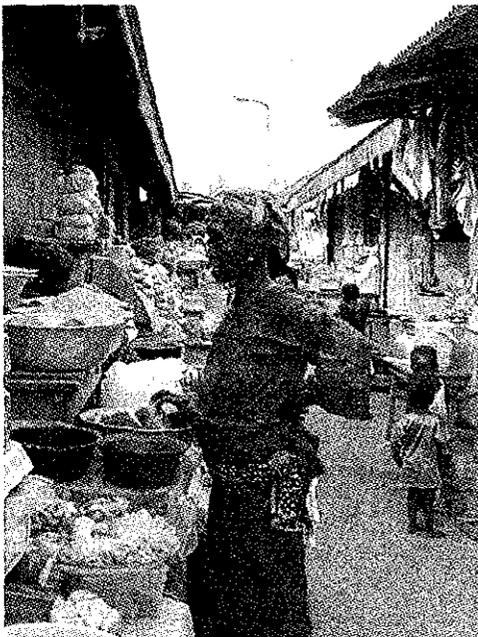
5. OTHER HERITAGE ATTRACTIONS

RECOMMENDATIONS

- *Ongoing research of historic sites (2 Year Priority).*
- *Prepare a Conservation/Restoration Plan for Ft. William (5 Year Priority).*

6. TOURISM RESOURCE INVENTORY (ECOTOURISM PRODUCT DEVELOPMENT WORKSHOP, NOVEMBER 1998)

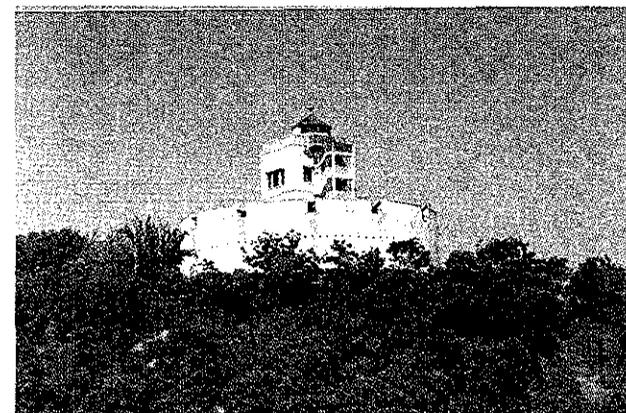
The committee acknowledges the Tourism Resource Inventory prepared during the Ecotourism Product Development Workshop held in November 1998. It lists natural features, historic and cultural resources, events, traditional rural activities, and recreation as contributing to the types of products that will enhance tourism development in the Central



Kotokuraba Market

Region and Cape Coast.

We also have reviewed the Walking Tour of Historic Cape Coast (p.49), the “Step Through the Door of Return” (p.17), and “Cape Coast: Castles and Antiques” (p.24). These specific tourism activities, which relate to Cape Coast, and the other product development concepts developed by the Ecotourism workshop participants generally complement the list of existing and proposed attractions developed by this workshop.



Fort William



TOURISM RECOMMENDATIONS

Nine Months

1. Prepare a proposal and seek funding for a Tourism Carrying Capacity Study
2. Prepare a Tourism Marketing Plan for the Central Region
3. Implement walking tours in Cape Coast
4. Implement town signage program
5. Develop Maintenance Plans for Cape Coast Castle and Heritage House

Two Years

1. Prepare a Conservation/Rehabilitation Plan for Elmina Town
2. Prepare a Central Region study of traditional arts and crafts
3. Develop and implement an oral history program
4. Ongoing research of historic sites
5. Review the Tourism Development Plan for the Central Region

Five Years

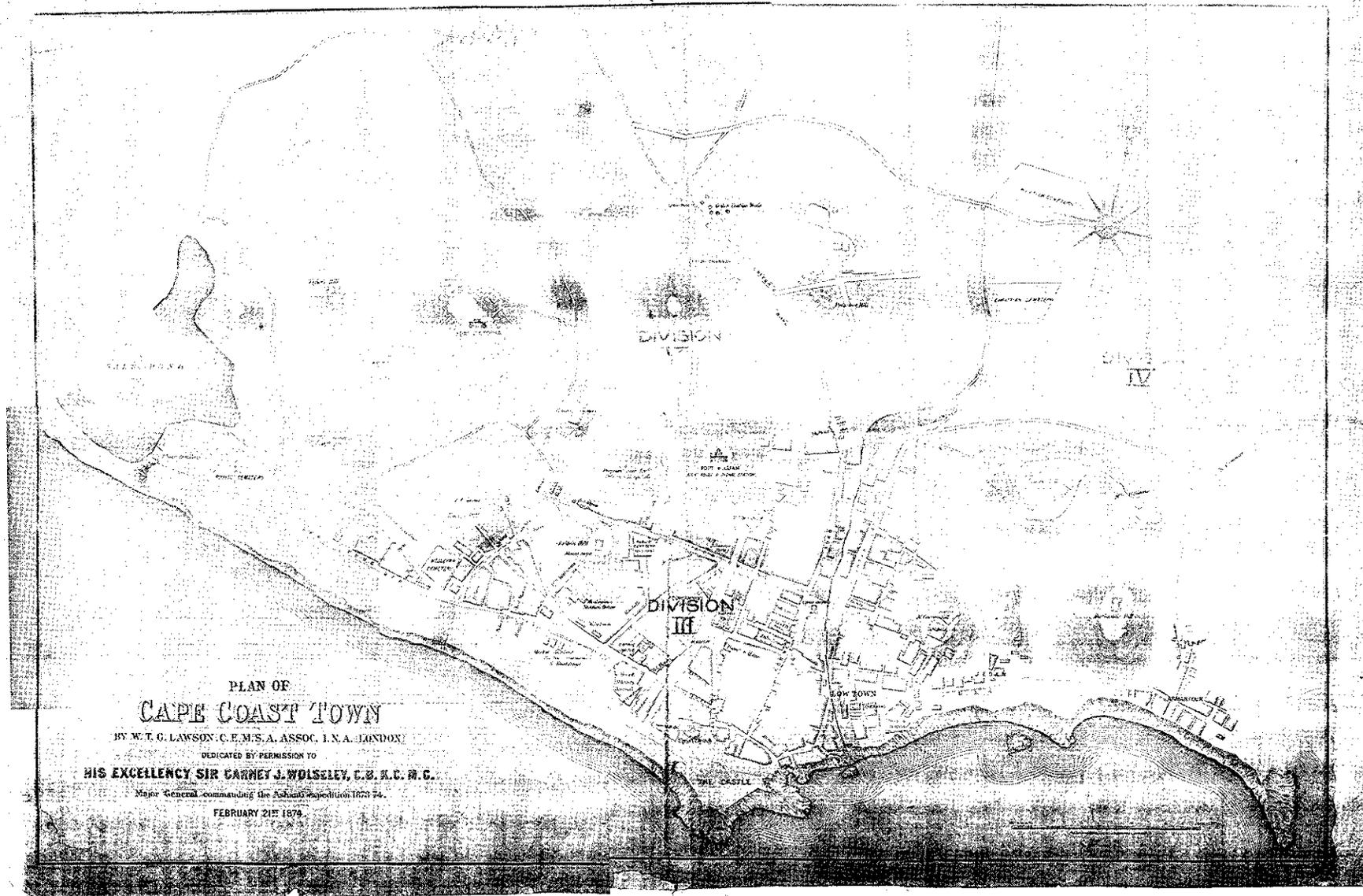
1. Implement home stays with Cape Coast families
2. Implement street improvements: Cape Coast Castle to Ft. William
3. Prepare a Conservation/Restoration Plan for Ft. William



Fetu Afahye

MAPS

117.



PREVIOUS PAGE BLANK

Map of Cape Coast, 1874



Map of the newly-defined historic core of Cape Coast

PREVIOUS PAGE BLANK

ILLUSTRATION CREDITS

All images in this publication were taken by project staff and consultants and are the property of the project, with the exception of the following:

- Front cover illustration, courtesy of Lamb Studio/Conservation International
- Historical photographs on pp.22 and 49, from Documental Reports, National Record Centre, Ghana
- Historical photographs on pp.23 and 58, courtesy of the Royal Tropical Institute Collection, The Netherlands

The Cape Coast Planning Workshop was organized by US/ICOMOS as an activity of the Natural Resource Conservation and Historic Preservation Project, Central Region, Ghana

A Joint Project of Conservation International and US/ICOMOS,
Funded by the United States Agency for International Development (USAID)

US/ICOMOS

Gina Haney, Ghana Project Coordinator
Ferdinand Addo, Ghana Project Deputy Coordinator
Patrick Nunoo & Nana Yaw Abrokwa, Interns

Ellen M. Delage, Director of Programs & Project Manager

Conservation International

Okyeame Ampadu-Agyei, Country Director, Ghana Program
Emmanuel Owusu, Finance, Administrative & Project
Manager, Ghana Program
Chuck Hutchinson, Technical Advisor, Ghana Program
Sarah Frazee, Ecotourism Coordinator, Ghana Program

Mari Omland, Senior Director, West Africa Program
Edith Mahi, Administrative Associate, West Africa Program
Karen Ramsey, Coordinator, West Africa Program
Mark McCann, Coordinator, Aerial Photography Program

Ghana Heritage Conservation Trust

Nkunu Akyea, Executive Director
T. Agyarko Mintah, Deputy Director of Operations
Francis D. Cobbinah, Program Officer

**Ghana Heritage Conservation Trust
Board of Trustees**

Ms. Esi Sutherland-Addy, Chair
Dr. Abubakr Al-Hassan
Mr. Kenneth L. Brown
Mrs. Bonnie-Lea Brown
Dr. Kobena Erbynn
Dr. P. A. Kuranchie
Dr. Robert E. Lee
Mr. Claude Martin
Dr. Kwesi Nduom
Professor the Hon. Rex Nettleford, OM
Dr. G. K. Noamesi
Mr. A. F. Ladi Nylander
Ms. Valerie A. Sackey
Nana Amoa Sasraku III

Published by

US/ICOMOS
United States Committee, International
Council on Monuments and Sites

401 F Street NW Room 331
Washington, DC 20001-2728
USA
Telephone 202-842-1866
Facsimile 202-842-1861
Website www.icomos.org/usicomos

Editor/Designer Ellen M. Delage