INTRODUCTION

Robben Island World Heritage Site (RIWHS), located in the Western Cape region of South Africa, has been on the World Heritage List since 1999, and is recognised as a place of outstanding universal value. It is acknowledged for its great political symbolism as a place of selfless struggle and as a place signifying the triumph of the human spirit over great adversity. The Island is a space of memory with a rich and layered history going back 10 000 years. Its recorded memory and history of interaction with the outside world is said to have begun with the arrival of Vasco da Gama in 1498.

Robben Island has a chequered history of maritime contacts, confinement and banishment, oppression and hard labour, torture, segregation and discrimination. It has also been a military post, World War Two (WW2) garrison, leprosarium and mental health facility, a prison for common law criminals and for political prisoners. Very few places in the world have such a long and layered history of human suffering, the fight for freedom of the mind and the body, and of subsequent triumph.
Today, the landscape of Robben Island is dotted with rich layers and places of memories that include, but are not limited to:

1. Quarries that provided stone for the buildings in Cape Town as well as on the Island, symbolising the hard labour of the past (1650s-late 1970s);
2. The earlier prison structures (1650s-1960s);
3. The kramat, symbolising the strong presence of Islam both on Robben Island as well as the Western Cape, and forming one of the five geographic points that symbolise the introduction and spread of Islam in South Africa. The kramat also symbolises the international nature of Robben Island as a place of banishment that once held people from as far as Indonesia and created a linkage with the other parts of the African continent. (1754-present);
4. The graves of both the known and the unknown that today dot the landscape symbolising periods of discrimination and banishment as well as selfless service to the discriminated in the case of the graves of the priests who went to serve the sick. (1600s-1931);
5. Robben Island was the first place where Islamic jurisprudence was written in South Africa. (1780-1793);
6. The mental asylum facilities (1846-1921);
7. The leprosaria memory (1846-1931);
8. The churches that cared for the sick, the abandoned and the prisoners, as well as for the spiritual well-being of the warders (1841-1996);
9. The memories that today are recorded and form part of the rich archival heritage of RIM (1940s-1996);
10. Prison buildings that held common law prisoners and those that held the political prisoners (1950s-1996);
11. The village that was the home to the prison guards, representing the ‘normal life’ as opposed to the prison and confinement areas (1960-1996);
12. Quarries that served as places of punishment for political prisoners, as well as being the sources of material for the building of the prisons (1962-1977);
13. Tracks that the political prisoners walked (1962-1991);
14. The movable material evidence created by the prisoners and those about them (1962-1991);
15. The garbage dumps that acted as places of smuggling of information to the political prisoners (1960s-1970s);

Robben Island today is a home to an important village that provides accommodation to those who supply services to the Island and its upkeep, and who also give to the Island the human element of the heritage and its spirit. The village includes a group of about 200 individuals who live in buildings like the former warders’ houses, the former Infirmary, and the Lighthouse quarters. The group comprises of RIM staff, the Department of Public Works (DPW) staff who are in charge of restoration and maintenance, the security firm in charge of safety on the Island, and Portnet who operate the Lighthouse. The village and the continuation of the village life forms an important and an integral part of the life of the Island.

Robben Island is also known for its rich biodiversity, and this made it attractive to early seafarers as well as colonists. Its colonies of penguins, and originally seals, are of equal biological importance. It is also a home to many rare bird species and as such, a paradise to bird lovers.
Today, Robben Island receives more than 1 500 tourist visitors (both international and local) a day. Some of the visitors view the Island as a place of pilgrimage. This includes religious groups such as Muslims, ex-political prisoners and the descendants of those who were incarcerated on it, as well as the general public who want to experience the power of the place. It is a politically and symbolically rich place where the leaders of free South Africa were imprisoned, honed their political skills and leadership abilities, and it has also now come to embrace and symbolise the spirit of forgiveness and reconciliation; more or less representing the hearts and minds of South African politics.

However, Robben Island is not only a place of healing, but has also continued to be a place of trauma for some of those who equally suffered under apartheid and imprisonment but whose dreams and expectations of a new South Africa have not yet been met. It is a place of contestations and therefore many things in one. More importantly however, is the fact that it stands out as the symbol of struggle, demand for human rights, independence, and the largeness of the human spirit.

BACKGROUND TO THE ICMP

This document sets out the main objectives of the ICMP for the RIWHS. The aim of the present ICMP is to provide a framework to conserve both the cultural as well as the natural heritage (assets) of the site and to ensure the protection of its significance. This includes the protection and enhancement of the Island’s landscape and its natural setting, the built heritage, the places of memories, the intangible heritage associated with the site, the material collections including the contemporary archival materials, the archaeological sites, and the places of landing (embarkation and disembarkation).

The document has been developed through a process that has identified the Political Imprisonment Landscape as a priority area. While this will be the area of immediate action, it will not mean that the other layers that are equally important will be neglected.

The ICMP is intended to be a working plan with an Action Plan schedule that will be continually revised and updated. The ICMP will be subject to formal evaluation and review on a yearly basis with a subsequent development of the second ICMP at the expiration of the present. However, since this is the first ICMP, it is developed to set the basis for subsequent ICMPs for the Island.

The ICMP will address issues related to the Island, its presentation, interpretation, and use as a tourist destination, an educational resource, a place of pilgrimage, a representation of many voices, a place of contestations, and also a source of development and improvement of human life. Through a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis (see Addendum 1), a number of objectives and actions have been identified and developed to address the challenges Robben Island faces, as well as the opportunities available to remedy them.
Strategic Objectives
The Strategic Objectives for the ICMP (identified for the period 2007-2012) are as follows:

1. Retain the significance of the heritage resource:
   - Safeguard the significance of the site by ensuring that the numerous unique qualities and outstanding universal value of the WHS are understood and sustained.
   - Realign the conservation management programme to address all aspects of significant cultural, natural and intangible heritage, including the site and associated documentation and collections.
   - Employ a conservation architect and set up an office for the same (2007).
   - Put in place a maintenance plan with funding (2007).
   - Put in place a monitoring and evaluation schedule (2008).
   - Update the Site Register Database and perform condition assessments (2010).
   - Continue research on the significance of the site (2007-2012).
   - Ensure the survival of the collections through the development of a proper storage facility and the employment of the conservator and curator (2008).

2. Gather and curate the heritage resources:
   - Assemble the tangible and intangible body of knowledge (2007-2012).
   - Understand objects and resources through research activities that will be carried out on collections of Robben Island, the Maximum Security Prison (MSP), the new interpretive routes, and the Bluestone and Limestone Quarries (2007-2008).
   - Develop narratives to accompany new exhibitions to be placed at both the Sobukwe Complex and the MSP (2007 and 2008).

3. Provide excellence in heritage management:
   - Conserve (maintain, manage and sustain) the heritage resources and ensure their future by putting in place a maintenance plan, setting up the offices of the artefact conservator, conservation architect and carrying out restoration works at the sites of the MSP, Sobukwe Complex, Bluestone Quarry, Administration Building, the harbour area, and the storage facility (2007 and 2012).

4. Manage the visitor experience:
   - Improve access and interpretation through promotion of universal access (2007-2012).
   - Enable the equitable and safe access of a range of visitors to a variety of experiences on- and off-site while minimising adverse impact and maximising the value of the experience (2007-2012).
   - Through the development of the Interpretation Plan and Visitor Management Plan, restore the MSP, Sobukwe Complex, Bluestone and Limestone Quarries for exhibitions (2007).
   - Develop new routes for new visitor experiences that will connect the various political landscapes, including the MSP and its associated facilities, including the kramat, Visitors’ Centre, gardens, the quarries and the Ou Tronk (2007-2012).
   - Improve the information facilities through establishing an Information Centre at the harbour, developing publications and new public programmes, introducing audiovisual facilities for communication (for example, headphones), disseminating information in a multilingual way, and ensuring access to physically challenged individuals (2007-2012).

5. Communicate and interpret heritage values:
   - Interpret the heritage resources to inspire and influence people of the region and the international community in their understanding of the range of heritage values of Robben Island (2007-2012).
   - Use the outstanding universal value of the WHS as a place of memory, a representation of freedom and justice for all, and to promote human understanding, human rights, a just society and good governance (2007-2012).

6. Institute appropriate governance:
   - Establish appropriate governance and a regulatory framework, including relationships with government and other key stakeholders (2007-2012).
   - Develop an institutional policy review process to review policies, including the policy on collections and acquisitions, environment and transport (2007-2009).
   - Review the agreement between Robben Island, DPW and SAHRA (2007-2008).
   - Review the relationship between RIM and University of Western Cape (UWC) around the Mayibuye Archive (2007-2008).
   - Continue the realignment of RIM (2007-2012).
7. Transform institutional capacity:

- Transform institutional structure and capacity to ensure best practice in the management of the WHS and to provide quality training for the staff (2007-2012).
- Identify professional development opportunities and training institutions for staff from various departments; develop appropriate short training opportunities locally at institutional level to serve as an induction and awareness creation for all staff; and carry out the realignment of the institutional structure to meet its demands (2007-2012).
- Put in place a maintenance plan for both movable and immovable collections.
- Develop partnerships with other similar institutions for exchange and internship programmes, such as the one RIM currently has with Norway.

8. Provide necessary staffing and other infrastructure:

- Provide the infrastructure and services that are essential for the adequate conservation and presentation of the WHS.
- Develop the storage facility (2007-2008).
- Carry out capital works at the MSP, Sobukwe Complex (2007-2008), Bluestone Quarry (2009-2010) and the routes (2009-2010).
- Employ a conservation architect (2007).
- Develop and present exhibitions on the above sites and employ guides (2007-2008), information officers (2008-2010), security staff and custodians (2008-2010) for the various sites.

9. Ensure financial sustainability:

- Ensure financial security, and as such promote sustainable management of the WHS (2007-2012).
- Embed the strategic plan of RIM in the ICMP (2007-2012).
- Source funds for capital works and maintenance through government and institutional activities (2007-2012).
- Develop and improve the branding and marketing operations (2007-2012).
- Acquire a three hundred (300) seater boat which will reduce the cost for hiring boats, increase income and provide support to the historic vessels (2007-2012).
- Provide communities with job opportunities through the elimination of alien and invasive plants, through construction works and craft manufacturing promotion using Robben Island brand and collections (2007-2012). This will ensure financial resource generation to meet the strategic and operational targets for the conservation of the heritage values of the site.

10. Improve public awareness:

- Improve awareness of, and interest in, the heritage of Robben Island and contribute to the economic well-being of the local community through sustainable tourism and job creation (2007-2012).
- Increase awareness through development and setting up of new exhibitions and public programmes to address these new exhibitions; develop new visitor experiences, such as the Spring School, art residencies, reference groups, and subsidised tours for school groups (2007-2012).
- Extend and expand outreach and residency programmes and partner with other World Heritage Sites at the Cape for the development of an effective and varied visitor experience (2007-2012).
- Employ appropriate permanent staff in the areas of research, education and public programming, and the archive to ensure ability to meet the objectives of the ICMP (2007-2012).

11. Promote the WHS:

- Promote Robben Island as a place of lifelong learning and as a best practice model for heritage resource management through the continuation and development of human resource capacity in the African heritage sector through the Robben Island Training Programme, Schools Programme, Spring School and Young Leaders Academy (2007-2012).
- Develop the Robben Island Museum Forum as a place of contestation and dialogue through bringing in ex-political prisoners, opinion makers and influential leaders and other stakeholders to participate in seminars and conferences and the development of new narratives for new exhibitions, tours and publications about the MSP, quarries and the RIM Interpretive routes (2007-2012).
- Carry out research using reference groups; generate more knowledge; encourage the culture of multiple voices by exhibiting the various ways in which people construct the past (2007-2012).
- Continue to play a role in knowledge-generation through collections and other resources, such as the Resource Centre and Mayibuye Archives.
- Create partnerships with Institutions of Higher Learning and of other similar interest groups for various research and exhibition activities on the Island, including geology, ornithology, the environment and cultural activities (2007-2012).
THE STUDY AREA

The WHS is more than just the built fabric, with the Island being just one component of a larger heritage site. Therefore broader-based considerations must be taken into account when developing the integrated conservation management of Robben Island as a complex heritage site comprising a number of isolated, but interdependent complexes. These include the University of Western Cape (UWC)-Robben Island Mayibuye Archives, Jetty 1, M-Berth, Nelson Mandela Gateway to Robben Island and the one-nautical-mile zone around the Island.

Climate

The climatic conditions on the Island are Mediterranean, with hot, dry summers and rainfall occurring in winter, as is the case for the Cape Peninsula area of the Western Cape. Climatic conditions are however more extreme on the Island, with stronger winds experienced and a colder and considerably drier winter than Cape Town and its inland environs. The extreme winter gales and tides that batter the northwestern shores of the Island render that part of the coast inhospitable and since historical times, the buildings and village have been established on the more sheltered eastern and southern shores.

Murray’s Bay Harbour, serving all shipping arriving from the mainland, is situated on the eastern shore in the lee of the weather and extreme tidal ranges. The climatic conditions experienced in the Cape winters, combined with the rocky shores (both visible and submerged) along all but one small section of the coast just south of Murray’s Bay Harbour, have led to the many shipwrecks that lie in the waters off Robben Island.

The Natural Environment

The Island’s natural environment has undergone considerable changes since colonial occupation from the 17th century. The landscape has been affected by its use both as a place of settlement and as a source of food, and hence both the flora and fauna now prevalent on the Island are largely elements introduced over a period of some four hundred years of human habitation. The European rabbit, for example, was introduced in the period of Jan van Riebeeck (c1652) and has co-existed with indigenous fauna for more than 300 years.

Flora

It is believed that in pre-colonial times the indigenous vegetation resembled typically that of the strandveld type commonly found on the mainland of the west coast of the Western Cape, from the Cape Point area to the Olifants River several hundred kilometres to the north. The Island can broadly be divided into the wooded eastern and southern sections that stand in contrast to the herbaceous / grassland character of the northern and western areas. Four ecological zones have been identified – the ‘urban fringe’, the ‘transitional zone’, the ‘Eucalyptus plantation’ and the ‘open range area’.

General description of Robben Island

The Island is a low-lying outcrop situated at the entrance to Table Bay and Cape Town, approximately 9.6 kilometres north of Table Bay Harbour. Covering an area of 518 hectares, it measures 3.57 kilometres (km) north to south, and 2.06 kilometres (km) east to west. Included in this component of the site is the maritime landscape – the one-nautical-mile zone surrounding Robben Island gazetted as part of the site and providing an important buffer zone. Originally part of the mainland, the Island formed the pinnacle of an ancient, now submerged mountain that was linked by a saddle to the mountain known as the Blouberg or Blue Mountain.
Alien plant species such as Rooikrans, Manatoka and Eucalyptus were imported by settlers and are now manifest in the landscape, as are the various types of mammals now found on the Island. However, much of this more recent vegetation forms sheltering and nesting areas for the rich variety of birdlife found on the Island. Historical records indicate that a vast number of pelicans and cormorants lived in breeding colonies on the Island.

Fauna
Historically indigenous fauna appears to have been limited mainly to seals, penguins, pelicans, duikers and mole snakes. Seals were hunted to extinction on the Island before the beginning of the nineteenth century and penguins (an endangered species) have now returned to the Island. There are also rabbits, guinea fowl and Chukar Partridges. After WW2 and into the prison period after 1960, eland, springbok, bontebok, European fallow deer, as well as ostriches were introduced. The bontebok introduced to the Island this century are registered as pure herds and therefore provide an important gene pool for this rare sub-species.

Robben Island is an important breeding area for sea birds, which include the African penguin, Bank cormorants, Crowned cormorants and Hartlaub’s gulls, which are endemic to southern Africa. African penguins and Bank cormorants are classified as vulnerable species in terms of the World Conservation Union (IUCN) grading. It has South Africa’s second largest colony of African penguins, and in recent years the largest colonies of Crowned cormorants, Hartlaub’s gull and the discrete southern population of Swift Tern. The Island also has a substantial population of African Black Oystercatchers and an increasingly important heronry.

Geology and Soils
Geologically, the Island consists of underlying strata of ancient Malmesbury shale, forming a rocky coastline. On top of this shale base is a thick limestone and calcrete deposit covered by windblown sand and shell fragments. The rock formations on Robben Island are similar to those of the mainland with the exception of the stratification, which is virtually horizontal or gently undulating. Topographically the entire Island is low-lying, with the highest point being 24 metres (m) above sea-level and known as Minto’s Hill, named after a 19th century Surgeon Superintendent of the General Infirmary. The historic Lighthouse, one of the architectural highlights of Robben Island, is situated strategically on the summit of the hill and still serves as an integral part of the signalling system for Table Bay Harbour and its approaches.

This slate is characterised by a whitish marbled effect caused by sandstone impurities in the rock. The geology of the place provides several of the Island’s outstanding landmarks, the shale being evident in the earliest quarry on the Island, Van Riebeeck’s quarry, which provided the slate used by the Dutch colonists in much of the early building work in Cape Town. On the other hand, the limestone provided the material used on many of the roads on the Island. It was excavated, as part of a forced labour programme, by many of the political prisoners held on the Island.

At the sandy beach area, south of Murray’s Bay, light-coloured calcareous coastal sand dunes of the Witsand formation can be found. This is the only sandy beach area along the entire coastline of the Island. The rest of the coastline consists predominantly of outcrops of rock of the Tygerberg formation, a subdivision of the Malmesbury group. These rocks are made up of greywacke (gritty), phyllite (shaley) and quartzite sandstone, with volcanic layers.
Since the 1650s stone and slate, as well as shells and limestone for lime-burning, were quarried on the Island for use as building materials. Quarries, such as the Jan van Riebeeck Quarry and the Bluestone Quarry, are situated on the crest of the anticline, where hard blue shale was selectively quarried. It is likely that the dunes on the Island were stabilised mainly through a process of cementation of calcareous sands – these contribute to the Island’s topography. The soils of the quarries are very sandy and have poor water-holding capacity.

**One-nautical-mile zone**

The one-nautical-mile buffer zone provides protection for Robben Island’s underwater cultural resources.

The recorded maritime history of Robben Island dates back 500 years when the Portuguese first rounded the tip of Africa, commonly known as the Cape of Good Hope. Subsequently the Dutch and the British were to dominate the Atlantic sea route and to settle at the Cape. Research into shipwreck incidents has identified 68 shipwrecks within the one-nautical-mile zone surrounding the Island. In 2004, the South African Heritage Resources Agency (SAHRA) initiated research to assess the maritime archaeological potential of the waters around Robben Island with particular focus on shipwrecks. Preliminary results show that some shipwreck sites are largely intact despite the rocky coastline.

**Cultural Landscape**

The cultural landscape of the Island has been particularly marked by human settlement patterns that have been prevalent on the eastern side of Robben Island. In the Dutch period, settlement took place in the central portion adjacent to the beach of Murray’s Bay and northwards from that point. During the British colonial period and after, residential development took place almost exclusively to the southeast where the village stands today. Boundary Road, on the northern edge of the village, separated the staff and patients of the Infirmary and those with leprosy, who were housed in the various leprosaria to the north of the village. No buildings from the Dutch period are intact, however a few visible remains of structures exist close to the eastern shoreline and in the northern garden area. Only one building from the leprosaria still stands – a church. However, a pond and thousands of graves bear testimony to the thousands of people with leprosy who lived on the Island in the 19th and 20th centuries.

During WW2 artillery batteries, rifle posts and other buildings were constructed throughout the Island. Many of these structures that fall outside of the general settlement areas have fallen into disrepair, at times taken over by penguins as nesting areas or by alien vegetation.

With the exception of the WW2 structures and a few buildings of the apartheid prison period, much of the Island away from the east coast remained largely undeveloped, except for a perimeter road encircling the Island, link roads and an airstrip and helipad positioned in the interior.
Imprisonment Landscape
Robben Island was used as a prison for common law and political prisoners from as early as c1657. After 1722 the Dutch East India Company sent political and religious leaders from the East Indies to the Island. The British used the Island as a place of banishment for indigenous leaders who opposed colonial expansion and land dispossession. Again during WW2 the Island was used to imprison a group of Vichy prisoners of war; and after the war it was retained as a small prison for long-term prisoners sentenced to hard labour. In 1961, during the apartheid era, the Prison Services took over control of the Island and began the most notorious period of the Island’s history with the establishment of a Maximum Security Prison.

The Imprisonment Landscape includes the Maximum Security Prison (MSP), built in the 1960s to imprison common law criminals and political prisoners, Zink Tronk, Ou Tronk, the Sobukwe Complex, the Bamboo Factory, Landbou, the Hydroponics Building, the Visitors’ Centre, Murray’s Bay Harbour, the airstrip, Medium B Security Prison used to incarcerate common law prisoners, the Administration Block, the village, the quarries, and cultural routes along which political prisoners were marched from prison to worksites. A detailed description of these sites is included in Chapter 3.

Associated Places on the Mainland
Jetty 1
Jetty 1 is located in Table Bay Harbour, on the mainland and is an historically and symbolically important building representing the footprints of many who ended up on the Island when it was used for incarceration. Originally Jetty 1 was part of the harbour landscape that at that time consisted largely of railway tracks and warehouses and was constructed of corrugated metal sheets.

Today the building is located at the Victoria & Alfred Waterfront and it still serves as a mooring and departure point for some of the RIM ferries that originally were used by the Prison Service and are still used by the Museum. It has also been used as a mainland office space by the RIM Estates, Marketing, Heritage and Education Departments. However an exhibition plan has been developed and the whole building is being turned into a small museum reflecting its history as a place of embarkation and disembarkation.

The UWC-Robben Island Mayibuye Archives
RIWHS has rich archival resources mostly based at the Mayibuye Archive, situated in the Main Library at the University of Western Cape (UWC) campus. The Mayibuye Archive is one of the largest archives of liberation struggle materials in the country – the collections include many unique materials relating to the struggle for freedom, or to Robben Island and imprisonment under apartheid. There are artefacts, historical documents, photographs, artworks and audio-visual materials depicting South African culture and the history of the struggle for democracy. Mayibuye Archive is a strategic resource for the WHS and it could become a valuable resource for South Africa and the world community as a whole.

RIM itself has a collection of site-based movable artefacts that are found in various buildings on the Island, at Jetty 1 and some artefacts are also on display at the Nelson Mandela Gateway to Robben Island.

When Robben Island was transferred to the Prison Services, the building was adapted and became an integral part of the Political Imprisonment Landscape. It was the original point of embarkation and disembarkation for prisoners, their families, visitors, and warders and their families being transported to Robben Island.
The Nelson Mandela Gateway to Robben Island
The Nelson Mandela Gateway to Robben Island is situated at the Victoria & Alfred Waterfront within the Clock tower Precinct. The building serves as the Orientation Centre for visitors to Robben Island, as well as the embarkation and disembarkation point for the ferries conveying visitors to and from the Island. The building holds an exhibition that contextualises Robben Island within the South African and international anti-apartheid struggle. It also has an auditorium, and a Museum shop, selling items of interest relating to Robben Island. The building further serves as the mainland administrative centre for the Museum.

M-Berth
M-Berth is the facility in Table Bay harbour where all cargo designated for Robben Island is loaded into the Blouberg and where cargo is received from the Island. It is linked to the history of the Island as it has been used before for similar purposes.

LISTINGS AND PROTECTION
Robben Island was declared:
- A South African National Monument in 1996, under the National Monuments Act;
- A National Museum in 1996 and was opened as an associated institution of the Department of Arts, Culture, Science and Technology on 1 January 1997;
- An Institution under the Cultural Institutions Act of 1999;
- A World Heritage Site in 1999, by the World Heritage Committee;
- A National Heritage Site in 2006, by the National Heritage Resources Act of 1999.

ENDNOTES
4 - Riley, P., Robben Island Conservation Survey: 1993, see Geography and Geomorphology section.
5 - Map of Robben Island, 1895.