Robben Island Museum

Integrated Conservation Management Plan
2013-2018

DRAFT

Operational Management Plan
Message from the Minister of Arts and Culture
Message from the Chief Executive Officer

Dear Colleagues and Partners,

As the Chief Executive Officer of the Robben Island Museum (RIM), I present this second Integrated Management Plan (2\textsuperscript{nd} ICMP) to you.

The first National Heritage Site of the democratic South Africa, which has subsequently became the Robben Island World Heritage Site (RIWHS), has achieved a great deal since its inception in the mid-Nineties. Yet today Robben Island is at a critical juncture with management far from what it can be, and RIM facing many challenges, which in part stem from earlier management and legacy issues. Therefore a turnaround strategy is included in the Strategic Plan, which is used by the RIM management as a tool to engage management across its eight departments. The design of the Operational Management Plan component of the 2\textsuperscript{nd} ICMP further sets RIM on a firm trajectory in pursuit of its Vision and Mission.

The 2\textsuperscript{nd} ICMP is simple yet comprehensive and complete, with clear and achievable actions and steps for implementation; it is realistic and clear in terms of where responsibilities lie; a plan that is destined to generate growing impetus as it is being implemented - simply because it belongs to the institution, management and the staff that are geared up and ready to implement its various parts.

Please read the section \textit{About the Integrated Management Plan} carefully. It explains the origins of the ICMP and how to use it. RIM now has a full set of planning tools in the form of the 2\textsuperscript{nd} ICMP at its disposal; there no longer needs to be any dragging of the feet in implementing effective management on the Island.

The management of the RIWHS is committed to the implementation of the 2\textsuperscript{nd} ICMP. That is not to say that there may not be some holes in our armour; indeed, the 2\textsuperscript{nd} ICMP identifies further tools that must be developed, but those are within our reach also.

I also wish to extend a sincere thank you to the State Party, all our stakeholders, consultants, and especially RIM management and staff who have contributed to this plan and made it their own.

Sibongiseni Mkhize

Chief Executive Officer
Robben Island Museum
RIM Vision Statement

Robben Island World Heritage Site (RIWHS) as a living museum aims to memorialise and promote its unique universal symbolism of the triumph of the human spirit over adversity and injustice, using both its tangible and intangible resources.

RIWHS will engage its local, national and international stakeholders to develop world class conservation and use programmes, and employ strategies that will:

- Reflect its documented memories of the political imprisonment landscape and other historical layers;
- Encourage critical debate and lifelong learning;
- Promote democratic principles and human rights;
- Promote self-reflection and spiritual engagement of the site through a world class visitor experience.

Therefore RIWHS shall manage its richly layered resources and associated activities in a manner that promotes economic sustainability and development for itself and local communities.

RIM Mission Statement

In implementing its vision, RIWHS will focus on the following core purposes:

- Implementation of an integrated management approach and tools for the site;
- Enhancement of universal access;
- Improved visitor experience through effective visitor management;
- Improved interpretation and public programming;
- Review and implementation of policies for the management of the site;
- Ensuring the significance of the site through sound conservation management strategies;
- Providing an opportunity for sustainable economic empowerment.
## Contents

Message from the Minister of Arts and Culture ................................................................. i
Message from the Chief Executive Officer ........................................................................ ii
RIM Vision Statement ........................................................................................................... iii
RIM Mission Statement ........................................................................................................ iii
List of Figures ....................................................................................................................... v
List of Tables ........................................................................................................................ vi
Acronyms ............................................................................................................................. vi
Executive Summary ........................................................................................................... 1
About the Integrated Conservation Management Plan (ICMP) ........................................... 6
  What is the ICMP? ................................................................................................................ 6
  How the OMP is positioned in overall RIM management .................................................... 7
  How the 2nd ICMP was developed ...................................................................................... 8
1. Introduction ...................................................................................................................... 9
  1.1. Robben Island as an iconic place .................................................................................. 9
  1.2. Robben Island as a World Heritage Site ...................................................................... 9
  1.3. Management of Robben Island as a WHS ................................................................. 9
  1.4. Functioning in a Cooperative Governance Framework .............................................. 10
2. The Robben Island Cultural Landscape ......................................................................... 11
  2.1. Introduction to the study area ...................................................................................... 11
  2.2. What is the RI Cultural Landscape? .......................................................................... 12
  2.3. The human-made environment ................................................................................... 14
  2.4. The intangible human environment ............................................................................ 18
  2.5. The natural environment ............................................................................................ 21
  2.6. Assessment of Significance ....................................................................................... 22
  2.7. Integration .................................................................................................................. 22
3. Legislative and Governance framework ....................................................................... 24
  3.1. Legislative framework and issues ............................................................................... 24
  3.2. Wider institutional framework ................................................................................... 25
  3.3. Internal RIM institutional structure ............................................................................. 27
  3.4. Operational issues ....................................................................................................... 29
  3.5. The RIM Turnaround Strategy ................................................................................... 30
  3.6. Comparative Analysis ............................................................................................... 32
  3.7. Integration .................................................................................................................. 34
### List of Figures

Figure 1: The RIM Management Planning Framework of the RIWHS ............................................. 7
Figure 2: The RIM turnaround strategy ................................................................. 31
List of Tables
Table 1: Historical layers of the Robben Island Cultural Landscape .......................................................... 13
Table 2: Heritage landscapes at Robben Island .......................................................................................... 14
Table 3: Tangible heritage conservation issues and consequences ............................................................ 17
Table 4: Intangible heritage landscapes ........................................................................................................ 19
Table 5: Intangible heritage conservation issues and consequences ........................................................... 20
Table 6: Environmental conservation issues and consequences ................................................................. 21
Table 7: Legislative issues and consequences ............................................................................................... 25
Table 8: The wider RIM institutional framework .......................................................................................... 26
Table 9: Internal RIM institutional structure ................................................................................................. 27
Table 10: Institutional issues and consequences ......................................................................................... 28
Table 11: Operational issues and consequences .......................................................................................... 29

Acronyms
BECM Built Environment Conservation Manual
CARA Conservation of Agricultural Resources Act
CF Consultative Forum
CHO Chief Heritage Officer
CoCT City of Cape Town
COO Chief Operations Officer
CLM Cultural Landscape Mapping
DAC Department of Arts and Culture
DAFF Department of Agriculture, Forestry and Fisheries
DEA Department of Environmental Affairs
DEA&DP Dept of Environmental Affairs and Development Planning
DEIC Dutch East India Company
DoE Department of Education
DPW Department of Public Works
DWA Department of Water Affairs
EMP Environmental Management Plan
EPPs Ex-Political Prisoners
EPPA Ex-Political Prisoners Association
GIAMA Government Immovable Asset Management Act
GIS Global Information System
HAC Heritage Advisory Committee
HIA Heritage Impact Assessment
HMSAS Her Majesty’s South African Ship
HR Human Resources
HWC Heritage Western Cape
ICMP Integrated Conservation Management Plan
ICOMOS International Council on Monuments and Sites
ICCCROM International Centre for the Study of the Preservation and Restoration of Cultural Property
<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>IP</td>
<td>Interpretation Plan</td>
</tr>
<tr>
<td>IT</td>
<td>Information Technology</td>
</tr>
<tr>
<td>IUCN</td>
<td>International Union for Conservation of Nature</td>
</tr>
<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
</tr>
<tr>
<td>MLRA</td>
<td>Marine Living Resources Act</td>
</tr>
<tr>
<td>MSP</td>
<td>Maximum Security Prison</td>
</tr>
<tr>
<td>MoU</td>
<td>Memorandum of Understanding</td>
</tr>
<tr>
<td>NEMA</td>
<td>National Environmental Management Act</td>
</tr>
<tr>
<td>NEMBA</td>
<td>National Environmental Management Biodiversity Act</td>
</tr>
<tr>
<td>NEMP</td>
<td>Natural Environment Management Plan</td>
</tr>
<tr>
<td>NGOs</td>
<td>Non-Governmental Organisations</td>
</tr>
<tr>
<td>NHS</td>
<td>National Heritage Site</td>
</tr>
<tr>
<td>NHRA</td>
<td>National Heritage Resources Act</td>
</tr>
<tr>
<td>NMA</td>
<td>National Monuments Act</td>
</tr>
<tr>
<td>NMG</td>
<td>Nelson Mandela Gateway</td>
</tr>
<tr>
<td>OMP</td>
<td>Operational Management Plan</td>
</tr>
<tr>
<td>OUV</td>
<td>Outstanding Universal Value</td>
</tr>
<tr>
<td>PFMA</td>
<td>Public Finance Management Act</td>
</tr>
<tr>
<td>PGWC</td>
<td>Provincial Government of the Western Cape</td>
</tr>
<tr>
<td>PMU</td>
<td>Project Management Unit</td>
</tr>
<tr>
<td>RI</td>
<td>Robben Island</td>
</tr>
<tr>
<td>RICL</td>
<td>Robben Island Cultural Landscape</td>
</tr>
<tr>
<td>RIM</td>
<td>Robben Island Museum</td>
</tr>
<tr>
<td>RIWHS</td>
<td>Robben Island World Heritage Site</td>
</tr>
<tr>
<td>SAAF</td>
<td>South African Air Force</td>
</tr>
<tr>
<td>SAHRA</td>
<td>South African Heritage Resources Agency</td>
</tr>
<tr>
<td>SANBI</td>
<td>South African National Biodiversity Institute</td>
</tr>
<tr>
<td>SANCCOB</td>
<td>South African Foundation for the Conservation of Coastal Birds</td>
</tr>
<tr>
<td>SANF</td>
<td>South African Naval Forces</td>
</tr>
<tr>
<td>SANP</td>
<td>South African National Parks Board</td>
</tr>
<tr>
<td>SAP</td>
<td>South African Police</td>
</tr>
<tr>
<td>SWAPO</td>
<td>South West Africans People’s Organisation</td>
</tr>
<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities, Threats</td>
</tr>
<tr>
<td>UNESCO</td>
<td>United Nations Educational, Scientific and Cultural Organisation</td>
</tr>
<tr>
<td>UCT</td>
<td>University of Cape Town</td>
</tr>
<tr>
<td>UWC</td>
<td>University of the Western Cape</td>
</tr>
<tr>
<td>VMP</td>
<td>Visitor Management Plan</td>
</tr>
<tr>
<td>VC</td>
<td>Visitors Centre</td>
</tr>
<tr>
<td>VOC</td>
<td>Vereenigde Oost-Indisch Compagnie</td>
</tr>
<tr>
<td>WAAS</td>
<td>Women’s Auxiliary Army Services</td>
</tr>
<tr>
<td>WHL</td>
<td>World Heritage List</td>
</tr>
<tr>
<td>WHS</td>
<td>World Heritage Site</td>
</tr>
<tr>
<td>WHC</td>
<td>World Heritage Centre</td>
</tr>
<tr>
<td>WWII</td>
<td>World War 2</td>
</tr>
</tbody>
</table>
Executive Summary

1. Robben Island (the Island) holds significant heritage value to all South Africans, other African countries, and people from all over the world. The concept of World Heritage was developed by UNESCO to define cultural and natural heritage that are irreplaceable, unique and authentic, not only for the nation to which they belong, but also for humanity as a whole. It is considered that the loss of this heritage through deterioration or disappearance would generate an impoverishment of the heritage of all the peoples of the world. As such, their significance is of Outstanding Universal Value\(^1\) (OUV). Robben Island first became a National Monument and then as National Museum in 1996 and finally the Robben Island World Heritage Site (RIWHS) was inscribed on the World Heritage List in 1999.

2. The RIWHS is an iconic place which symbolises political endurance and the triumph of democracy over oppression. It is here that iconic leadership figures like former President Nelson Mandela and other political leaders spent their time analysing the political system of the day and debating strategy, laying the foundations of South African democracy as we know it today. The 2\(^{\text{nd}}\) ICMP in particular focuses its attention on the core value of the Island as per the Nomination Dossier, namely ‘the triumph of the human spirit over enormous hardship and adversity.’ This value binds together the wide range of landscapes and cultural heritage elements of the RIWHS into one integrated whole. Today the Island is recognised as a rich and varied, multi-layered cultural landscape where the unique natural environment enhances overall heritage value as the physical vessel that contains the Prison Landscape and the place ‘where it all happened’.

3. The purpose of the 2\(^{\text{nd}}\) ICMP is to sustain and conserve the Outstanding Universal Value of the RIWHS. At the same time it describes an approach to the management of the RIWHS that will retain and strengthen the balance between conserving the heritage while making site accessible and unlocking its full value and relevance to humanity in accordance with the Mission and Vision Statements of the Robben Island Museum (RIM). The Management Plan is prepared in line with the principles and requirements stated in 1998 by ICCROM, ICOMOS and UNESCO as Management Guidelines for World Cultural Heritage Sites. The Plan also takes into account the ICOMOS charters as international guidelines recognized by heritage professionals. Key South African laws provide a firm legal and policy framework basis for the 2\(^{\text{nd}}\) ICMP.

4. South African law, including the National Heritage Resources Act, World Heritage Convention Act and the National Environmental Management Act provide a legislative framework for the conservation and sustainable use of Robben Island. Cooperative governance provides safeguards that may not be present when a single

\(^1\) A definition is provided in the glossary.
party controls this key asset of the Nation; however it should not become a
stumbling block to swift decision-making capability that is required for adaptive
management. For RIM management, embodied in the RIM Council, to be effective,
cooperative government arrangements have to create an enabling as opposed to
overly bureaucratic environment, where poor linkages and uncertainty about roles
can hamper effective management. Conducive cooperative governance should
configure parties for optimal efficiency and may employ a clustered approach,
where different bodies are grouped in clusters rather than try to accommodate an
array of individual role players, which only increases complexity and tardiness in
implementation.

5. The 2nd ICMP aims to place the RIWHS firmly on a sustainable trajectory by offering a
set of tools and a series of actions embodied in the Implementation Plan. The plan is
firmly rooted in the Vision and Mission through a set of Strategic Objectives (see
Figure 1). It is also informed by the input of a variety of stakeholders and the SWOT
Review, and presents a comprehensive review of the 1st ICMP. The Operational
Management Plan (OMP) is the lead document that contains a number of
management imperatives. Additionally there are three additional specific
management plans linked to the OMP, namely the Interpretation Plan (IP), the
Visitor Management Plan (VMP) and the Natural Environment Management Plan
(NEMP). The individual plans tie together in the Implementation Plan. These plans,
together with a Reference Bundle that contains useful reference materials form the
2nd ICMP.

6. All actions inferred in the 2nd ICMP precipitates in the Implementation Plan. This
plan has a re-iterative relationship with the Strategic Plan which is an operational
tool for RIM management. The Implementation Plan is concise and easily updatable
and draws all the RIM tasks and projects into a single list, and allows for monitoring
and evaluation parameters to be set. The OMP itself guides all activities and gives
rise to a number of management imperatives, detailed in the Implementation Plan.
The Interpretation Plan (IP), Visitor Management Plan (VMP), and Natural
Environment Management Plan (NEMP) also all contain specific Action Categories,
which too are included in the Implementation Plan. It provides RIM management
with the opportunity to set and confirm the prioritisation of tasks, in order to
conduct programming and costing in an adaptive planning approach.

7. There are twenty management imperatives that are further elaborated upon in the
main text of the OMP. They include:

7.1 In order to clarify, streamline and improve the current cooperative governance
environment within which RIM has to function, a Role Players Workshop must
be held in the near future to agree upon and formalise a cooperative
governance framework in which role payers are integrated in terms of their
functions and responsibilities and RIM management has a reasonable degree of
autonomy so it can apply itself to its mandate;
7.2 A Cultural Landscape Mapping (CLM) Unit must be put in place to enable easy, transparent, and quick decision making in planning and implementation issues. The CLM Unit’s main purpose will be to get a firm grip on all the heritage assets, their status, and their interrelations and it thus an indispensable planning tool. GIS-based CLM has become standard methodology for planning and implementation in heritage management where spatial dimensions are strongly involved such as on the Island;

7.3 The Chief Heritage Officer (CHO) and Chief Operations Officer (COO) executive-level posts proposed should be filled soonest. The CHO is an essential post in looking after heritage as the core business of RIM, while the COO is a prerequisite for achieving effective operations which currently are largely lacking. The COO heads a Project Management Unit to be established that is responsible for the roll-out and subsequent monitoring and evaluation of the 2nd ICMP together with individual departments (a duty it shares with the CEO and senior managers);

7.4 The RIM turnaround strategy as embodied in the emerging Strategic Plan must be expanded and clearly verbalised and must carry the support of all staff as well as the RIM Council, key Ministries and the those entities that are party to cooperative governance on the Island. RIM management is responsible for drafting and seeing to it that the Strategic Plan is implemented;

7.5 Identify and address all legislative, governance and organisational issues underpinning the operational problems that have been identified in the 2nd ICMP to ensure that an enabling environment is created to running the Island. Operational improvement will be hampered without such issues having been adequately addressed. Departmental heads down to ground level staff must be involved in streamlining operations;

7.6 While the component plans of the 2nd ICMP are thoroughly linked, it is important that the same level of coordination and coherency now need to be expanded to operations. The Project Management Unit, overseen by the COO that will ensure coordinated implementation of plans, as well as integration in operations. It is critical to clearly identify the activities needed for the implementation of each of the plans concerned, specifying when they have to be implemented and by whom;

7.7 Integration between the Marketing Plan, the Visitor Management Plan, the Interpretation Plan and the Collections Management Plan, as well as with purely operational plans such as Disaster Management Plan and the Operating Plan for the Ferry and Cargo Operations must be formalised and stepped up in
operations at every opportunity. An ongoing planning process which elaborates the links between each of these plans must be put in place²;

7.8 As a national asset that lies at the heart of the Nation, RIM does not belong to any particular group. Involvement and consultation with other stakeholders must occur systematically. It is imperative that an all-inclusive Consultative Forum be established by involving parties such as EPPs, researchers, special interest groups, etc. in activities like planning, research and interpretation as this will greatly boost RIM’s image (and operations), its potential as an agent for national cohesion and finally ownership of the Island by the South African people;

7.9 All requirements, actions and plans regarding the protection and promotion of intangible heritage should be fostered as one multiple management imperative to ensure that integration is strengthened. The revised Interpretation Plan forms the basis of an approach to the interpretation and conservation of the intangible heritage resources of the Island;

7.10 A Comprehensive and visionary Development Plan for RIM should be commissioned and drawn up in consultation with cooperative governance partners and all stakeholders. The Development Plan must define the future direction of the Island in terms of the development of its assets, including and especially focusing on capital expenditure and diversification of products and services. Drawing up the Development Plan will require that an inventory be done on where each project on the Island stands – a ‘stock-taking’ exercise to find the best synergies between all ongoing initiatives as building blocks for the Island. The authorisation of this Development Plan by the relevant authorities, including SAHRA and DEA, is necessary and ideally it should be endorsed by the highest authorities. The Development Plan must fully adhere to the confines of the 2nd ICMP and can specifically strengthen prospects for the implementation of the Visitor Management Plan and the Interpretation Plan;

7.11 The RIM Interpretation Committee should be re-established or re-activated as a matter of urgency. It should be chaired by the CEO for the foreseeable future. Implementation of the Interpretation Plan in conjunction with the Visitor Management Plan should ensue without delay;

² For instance, Collections Management depends substantially on the Interpretation Plan, which in turn has to reflect the needs of the Visitor Management Plan and from there on influences and is influenced by the Marketing Plan. All these plans are linked and have to be approached in an integrated manner. Ensuring integrated planning is ultimately the responsibility of the CEO.
7.12 The VMP contains a detailed Action Plan. It should now be implemented without delay;

7.13 The NEMP contains a detailed Action Plan. It should now be implemented without delay. Explore the development of an Environmental Management Framework (EMF) that can occur in tandem with the drawing up of a Development Plan;

7.14 To ensure proper maintenance and care of the very important built environment, a Built Environment Conservation Manual (BECM) must be commissioned and created to cover aspects of the built environment, including the quarries and archeological sites, as well as other altered landscapes on the Island;

7.15 Policies and procedures related to all aspects of collections need to be consolidated and unpacked into a complete set of management instruments that will take care of the total management of the collections of RIM, in terms of a Collections Management Plan;

7.16 The Draft Marketing Plan needs to be concluded in conjunction with, and informed by the 2nd ICMP. All needed activities must be brought together in an expanded Action Plan;

7.17 The Emergency and Evacuation Plan should be revised and expanded and put into operation;

7.18 The Operating Plan for the Ferry and Cargo operations should be completed as soon as possible. These plans should resonate strongly with the Visitor Management Plan;

7.19 A planning workshop should be held with RIM management, possibly first at a departmental level and then in a plenary session, to prioritise all actions and agree on, or modify the Implementation Plan timelines so that the practicalities of implementation can be fully agreed upon by all parties.

7.20 The design and putting in place of a comprehensive Monitoring & Evaluation (M&E) system is a prerequisite to adaptive management and should be put in place shortly after the 2nd ICMP has been endorsed. Without an M&E system it is not possible to monitor the roll-out of the ICMP, nor will it be possible to evaluate its impacts on the RIWHS.
About the Integrated Conservation Management Plan (ICMP)

What is the ICMP?
The 2nd Integrated Conservation Management Plan (ICMP) represents a comprehensive revision of the 1st ICMP. The 2nd ICMP is a management tool that presents an approach, principles and actions aimed at the sustainable use and conservation of Robben Island (the Island) and the total sum of tangible and intangible heritage it contains. It is described as an Integrated Conservation Management Plan (ICMP), because all its elements and content, including how the management plans, institutional structure and operations relate to one another, are treated in a holistic and integrated manner.

The 2nd ICMP comprises of a set of documents: the centrally positioned Operational Management Plan, three considerably detailed Specific Management Plans, and a Reference Bundle containing useful and relevant documents, including the 1st ICMP and the SWOT Review Report that strongly influenced the contents of the 2nd ICMP. The Specific Management Plans include the Interpretation Plan (IP), the Visitor Management Plan (VMP) and the Natural Environment Management Plan (NEMP). All the plans are reflected and integrated into the Implementation Plan. The easily updatable Implementation Plan informs and resonates with the Robben Island Museum (RIM) Strategic Plan (which is a standing working document of the RIM Management).

At the centre of the 2nd ICMP lies the current document – the Operational Management Plan (OMP). The OMP aims to be concise, accessible and practical. Using straightforward language, it presents a policy reference framework and manual-like management plan. Focusing at the operational level, it identifies and prioritises management responsibilities and imperatives needed for proper management of the site. The OMP draws together all the components of the 2nd ICMP and defers to the specific plans where and when necessary. Figure 1 shows the different parts of the 2nd ICMP and how they relate to one another and to the Strategic Plan.

The 2nd ICMP (2013-2018) will be reviewed on an annual basis and comprehensively evaluated at the end of the five-year period. Figure 1 overleaf clearly shows how the Vision and Mission for RIM drives the overall planning framework. The Strategic Objectives drives the Operational Management Plan (OMP) which is also informed by the SWOT Review and input from stakeholders including the RIM Management who is responsible for implementing the management framework. The OMP calls for several Specific Management Plans, one of which is the Interpretation Plan.
Figure 1: The RIM Management Planning Framework of the RIWHS

Figure 1 indicates that the 2nd ICMP process was driven by the Vision and Mission and informed by stakeholder input and the SWOT Review. It shows how the leading document, the Operational management Plan links to the specific plans, the Strategic Plan and the Implementation Plan with strong interaction between the latter two documents.

**How the OMP is positioned in overall RIM management**

As the leading management document, the *Operational Management Plan* presents the background to the Robben Island World Heritage Site (RIWHS) and describes Robben Island and its key heritage attributes that must be conserved. The OMP then presents the legal and governance framework that mandates and ultimately establishes management structures, and examines the management planning framework that contains the management tools, which enable effective management and conservation of the Island.

The Operational Management Plan (OMP) is firmly anchored in the Vision and Mission of RIM. The Vision and Mission lead to a set of Strategic Objectives that strongly inform the contents of the Operational Management Plan, as well as that of the three Specific Management Plans. From those plans an overall Implementation Plan is generated. The Strategic Objectives in the Operational Management Plan (OMP) are accordingly reflected in the Action Categories of the Implementation Plan, thus carrying the Vision and Mission through to the level of implementation.

Management Imperatives are scattered throughout the Operational Management Plan. These imperatives represent major directives that must be pursued in order to reach the goal of a well managed RIWHS. The action-oriented Management Imperatives are further unpacked as Action Categories and Activities in the Implementation Plan. The OMP finally calls for a simple yet comprehensive Monitoring and Evaluation (M&E) system to be established, without which it is not possible to measure the efficacy of management or progress from the current to a desirable state of the Island.

The contents of the Operational Plan are strongly reflected in the Strategic Plan, which is a working document of RIM management. The Strategic Plan, as guided by the overall 2nd
ICMP is an essential fulcrum in RIM’s turnaround strategy. They, together with the three Specific Plans are part and parcel of one overall integrated management planning framework that is not only adaptive but has a strong emphasis on practicality and achievability. The functional relationships between the different components of the overall management planning framework are presented in Figure 1 below.

The Strategic Plan allocates tasks associated with the management imperatives in OMP to the eight departments in the RIM. The tasks are allocated though the Implementation Plan must be linked to an overall Monitoring and Evaluation (M&E) system. Re-iterative interaction exists between the Implementation Plan and the Strategic Plan; they are reviewed together annually to ensure dynamic and adaptive management of the RIWHS.

How the 2nd ICMP was developed
The 2nd ICMP is first and foremost anchored in the RIM Vision Statement and the RIM Mission Statement. Its specificities are strongly informed by the SWOT Review Report (available in the Reference Bundle), as well as broader stakeholder input (see List of Stakeholders Consulted in the Reference Bundle). The SWOT analysis was conducted across all the RIM operational spheres, including the built environment, natural environment, tourism, education, interpretation and institutional aspects. A RIM management workshop was held to integrate and strengthen the findings of the SWOT analysis.

RIM management through its emerging Strategic Plan, and interviews with the RIM departmental heads, provided substantial input into the 2nd ICMP to the extent that they consider it their own plan and is ready to run with it. Input from RIM management through its emerging Strategic Plan and interviews with heads and acting heads of departments and input from a range of stakeholders was consolidated by heritage practitioners. Further contributions of experts in institutional management, interpretation, education and environmental management and other fields, further enriched the content.

Interviews with key stakeholders, such as the National Department of Public Works (DPW), the South African Heritage Resources Agency (SAHRA), the Department of Environmental Affairs (DEA) and the Ex-Political Prisoners Association (EPPA), helped to deepen the insights gained in the planning process. Other relevant stakeholders consulted included the South African National Parks Board (SANP), the Western Cape provincial Department of Environmental Affairs and Development Planning (DEA&DP), Cape Town Metropolitan Municipality, the University of Cape Town (UCT), the University of the Western Cape (UWC), the University of Stellenbosch (US), CapeNature and Earthwatch.

Finally, it should be noted that management planning is a continuing and re-iterative process. Therefore it is expected that within the parameters set by the legal and governance frameworks, and through the mechanisms of continuing consultation and collaborative governance, that the 2nd ICMP and the Strategic Plan will continue to evolve to adapt to changing circumstances and as new insights that may arise during the implementation of the 2nd ICMP. In fact it is fully expected that adaptive management would be part and parcel of a successful turnaround strategy for the Island.
1. Introduction

1.1. Robben Island as an iconic place
Robben Island (the Island) holds significant heritage value to a wide range of people in South Africa, other African countries, and from all over the world. It is an iconic place which symbolises political endurance and the triumph of democracy over oppression. It is here that iconic leadership figures like former President Nelson Mandela and other political leaders spent their time analysing the political system of the day and debating strategy, laying the foundations of the future of democracy as we know it today. People from neighbouring countries like Namibia and Botswana have special regard for Robben Island as their citizens were also held prisoner there during the Apartheid era. The release of the political prisoners that ended in 1991 came about as a result of immense hardship and a persistent political struggle. The value of Robben Island as a symbol of triumph was given recognition by its declaration as National Monument and establishment as a National Museum in 1996. Its significance to the world was confirmed with the inscription on the World Heritage List in 1999. The entire Island became the World Heritage Property with its Buffer Zone extending from the shoreline 1 nautical mile into the sea.

1.2. Robben Island as a World Heritage Site
Robben Island was inscribed as a World Heritage Site (WHS) in 1999. In its Application for Inclusion on the World Heritage List the last paragraph of its Statement of Significance reads as follows:

*With its history of banishment, imprisonment and suffering it has come to symbolise, not only for South Africans or the African continent, but also for the entire world, the miracle of the triumph of the human spirit over enormous hardship and adversity (Robben Island Nomination File: World Heritage Status 1999, p.164).*

Very few places in the world have such an exceptional history of human suffering, the fight for freedom of mind and body, and of subsequent triumph.

The Island is also a place of splendid natural physical beauty and recognised natural values that enhance inner strength. The natural environment gains further recognition as the ‘vessel’ that contains the Island’s universally significant heritage; the Island is the physical stage where it had all happened, where early Khoe and San leaders were exiled and the famous prison was finally erected, its natural beauty in stark contrast with the confinement and the crimes against humanity it symbolises.

1.3. Management of Robben Island as a WHS
Management of Robben Island as a National Heritage Site and World Heritage Site presupposes a focus on heritage conservation and the protection of the site’s Outstanding Universal Value (OUV). In short, the core business of Robben Island is heritage and in whatever manner or form this heritage is used or made accessible, its conservation must be the first consideration. The RIWHS must therefore be managed according to World Heritage
standards that can withstand the scrutiny of UNESCO missions. The revised ICMP will guide the conservation and use of the heritage of the Island. The maintenance of tangible heritage, like buildings and infrastructure, requires particular attention considering the role of the political prison on the Island. The need for a Built Environment Conservation Manual that will guide the restoration and maintenance for the built environment and which should address the specificities of each building, has been identified. The management of intangible heritage and the OUV of the Island are reflected in the OMP and all the separate plans that form the overall 2nd Integrated Conservation Management Plan (ICMP). The Interpretation Plan in particular addresses the communication of the heritage values of the RIWHS. One of the component plans, also revised for the 2nd ICMP, deals exclusively with the Natural Environment. As a World Heritage Property all the aspects of the Island, including the natural environment, is subject to stringent management requirements that will prevent erosion of its Outstanding Universal Value, its Integrity and its Authenticity. As proposed, the future use and development of the Island should be clearly described in the required Robben Island Development Plan which is listed as a Management Imperative in the 2nd ICMP.

1.4. Functioning in a Cooperative Governance Framework

RIM is an autonomous legal entity yet one that has to function in an intricate cooperative governance environment that at a first glance may appear rather complicated. RIM itself is listed as a Schedule 1 institution in the Cultural Institutions Act of 1998 under the Department of Arts and Culture (DAC). As a Grade 1a site, a heritage resource with exceptional qualities, the Island is also subject to the National Heritage Resources Act of 1999, which is managed by the South African Heritage Resources Agency (SAHRA) on behalf of DAC. In terms of the Public Finance Management Act of 1999, Robben Island is a Schedule 3A National Public Entity making it financially accountable directly to the National Treasury. As a national institution RIM is also subject to the provisions of Government Immovable Asset Management Act (GIAMA) Act 19 of 2007, which guides the relationship between custodian of the Island, Department of Public Works (DPW) and the user Department of Arts and Culture (DAC). The World Heritage Convention Act 49 of 1999 also makes the Department of Environmental Affairs (DEA) responsible for domestication of the UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage, 1972.

Cooperative governance provides safeguards that may not be present when a single party controls this key asset of the Nation; however it should not become a stumbling block to swift decision-making capability that is required for adaptive management. For RIM management, embodied in the RIM Council, cooperative government arrangements have to create an enabling, as opposed to overly bureaucratic environment, in which poor linkages and uncertainty about roles hampers effective management, as identified in the SWOT Review. Conducive cooperative governance, however, cannot be unilaterally decreed in the 2nd ICMP or by RIM management alone; in fact a clustered approach is required where different bodies may be grouped in clusters rather than have a wide array of individual role players to accommodate. Hence a competently facilitated Role Players Workshop is marked as a priority in the institutional reform category of the Implementation Plan (see section 3. below on Legislative and Governance framework). In essence, what can now be describe as a
cooperative governance environment in which RIM has to function should be formalised into a commonly agreed upon cooperative governance framework. In such a framework all parties will accept and understand their roles, and guidelines for engaging in governance by the different parties and clusters, will be established.

Management Imperative: In order to clarify, streamline and improve the current overall cooperative governance environment in which RIM has to function, a Role Players Workshop should be held in the near future to agree upon and formalise a cooperative governance framework in which role payers are integrated in terms of their functions and responsibilities.

Furthermore, cooperative and integrated governance also infers contributing to governance in terms of resources. Support from the authorities, like the possible representation of DEA on the RIM Council and structured assistance from Department of Agriculture, Forests and Fisheries (DAFF) and the South African Police (SAP) in matters such as poaching for instance, are crucial to the effective management of Robben Island. As a museum, RIM is the only WHS in South Africa that is administered by DAC yet RIM is required to provide for municipal and ferry services, for instance, which form part of the organisation yet remains unfunded. RIM can only do its work if it functions in an enabling environment that is conducive to effective management.

2. The Robben Island Cultural Landscape

2.1. Introduction to the study area

Robben Island is a rather barren, 2-kilometre-long rocky island outcrop in Table Bay, 11 km off the coast from Cape Town (33° 48’ S 18° 22’ E). It is world-famous as the place where former president Nelson Mandela was imprisoned for 18 of his 27 years in jail and was inscribed as a WHS in 1999. This small, windswept island is now home to the Robben Island Museum (RIM), a sought after destination for many local and foreign visitors to the Western Cape Province.

The Robben Island World Heritage Site (RIWHS) has a core zone of 507 hectares and is surrounded by a 1 nautical mile-wide marine buffer zone. Important heritage elements that are not formally, yet functionally part of the WHS include the Robben Island Mayibuye Archives at the University of the Western Cape (UWC), Jetty 1 and the Nelson Mandela Gateway (NMG) to Robben Island which includes M-Berth. The Robben Island WHS therefore consists of a number of interdependent but isolated complexes distributed through space, all of which have heritage value. The Island also has substantial natural heritage value and hosts threatened sea bird populations and is part of the Cape Floral Kingdom.
2.2. What is the Robben Island Cultural Landscape?

A cultural landscape refers to tangible human modifications of a natural environment and the intangible meanings associated with that modified landscape. The *Application for Inclusion on the World Heritage List* describes Robben Island as a cultural landscape that contains a built environment, with its allied structures that were constructed and demolished over a period of some 350 years, an island transformed by its inhabitants over that same period and including sites and places of cultural significance.

Cultural landscapes typically tend to be layered, reflecting a range of activities over time and the connection of 'the past, present and future are seamlessly connected' (O'Hare 1997 p. 47). Examination and appreciation of the different layers and their interrelationships ultimately brings a deeper understanding and appreciation of the Island's universal significance. While the earlier layers have tremendous value in their own right, they also provide a profound context for the oppression during Apartheid and finally, the achievement of freedom and democracy.

It is soon obvious that the Island has an exceptionally rich and layered human history, one that may even have started well before the advent of colonialism in South Africa when early peoples may have visited the Island and freely roamed there. In the early years of colonialism it was first made a jail by Dutch colonists at the Cape who, from their arrival in the mid-1600s, incarcerated opponents of colonial rule there, including African and Muslim leaders. It was also used as a leper colony, and as a mental hospital from 1846 to 1931, as well as a training and defence base in World War II.

Robben Island later became infamous as a maximum-security prison for anti-Apartheid activists, including Nelson Mandela, the first democratically elected president of South Africa. From the mid-1960s the prison held many leaders of the African National Congress (ANC), including Walter Sisulu, Govan Mbeki and Ahmed Kathrada, as well as Robert Sobukwe, the founder of the Pan Africanist Congress.

But by May 1991, following the unbanning of opposition groups, the last political prisoners were released from the Island. The last common-law prisoners left in 1996, when it ceased to be a jail. The Reunion of Political Prisoners on Robben Island (the Island) in 1995 culminated in the decision to turn the Island into a museum. The Island has been under the management of RIM since 1997 and was declared a World Heritage Site (WHS) in 1999 under criteria (iii) and (vi) of the *World Heritage Convention’s Operational Guidelines* (see Reference Bundle). Robben Island was also declared a National Heritage Site (NHS) in 2006. Both the Island and its Buffer Zone have to be managed to World Heritage standards.

The 2nd ICMP is based on the appreciation of Robben Island as a richly layered cultural landscape. Table 1 briefly presents the historical eras on the Island.
<table>
<thead>
<tr>
<th>Period</th>
<th>Use of Robben Island</th>
<th>Historical Fabric</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pre-1488, Pre-Colonial</td>
<td>Unknown: archaeological research needed</td>
<td>Archaeological remains and remains of natural landmarks used in pre-colonial period</td>
</tr>
<tr>
<td>1652 – 1795 VOC (Vereenigd Oost-Indisch Compagnie) or the DEIC (Dutch East India Company)</td>
<td>Prison, Pantry and Quarantine Station c.1658-1795: Criminal and political prisoners 1682-1795: East Asian Exiles 1771-1790: Quarantine Station</td>
<td>DEIC Prison Complex, water wells, quarries, signal place, graves and gardens</td>
</tr>
<tr>
<td>1795 – 1802 First British occupation</td>
<td>Prison</td>
<td>Military and criminal prisoners</td>
</tr>
<tr>
<td>1803 – 1806 Batavian Period</td>
<td>Prison</td>
<td></td>
</tr>
<tr>
<td>1806 – 1910 British Colonial Period</td>
<td>Prison and hospital 1808-1846: Military, criminal and political prisoners 1846-1931: Hospital for leper patients (until 1931), mental patients (until 1921) and chronically sick (until 1891) 1855-1869: Xhosa traditional leaders and chiefs at the time, held as Political Prisoners 1874-1890: Prisoners from Kwazulu Natal and Northern Cape 1886 – 1921 Convict station</td>
<td>The village prison, 1808 – 1846 with associated lighthouse, wells, gardens, graves, quarries and whaling station</td>
</tr>
<tr>
<td>1910 – 1961 Union of South Africa</td>
<td>Convict Station, hospital and Coastal Defence and training station 1846 – 1921 Convict Station 1846 – 1931 Hospital for leper patients (until 1931) and mental patients (until 1921) 1839 – 1959 Occupied by Army and Navy for training and coastal defence</td>
<td>The village hospital and leper settlement with associated lighthouse, wells, gardens, graves, quarries and convict station 1891 – 1931 Military Defence, barracks, harbour and village with associated lighthouse 1939 – 1959</td>
</tr>
</tbody>
</table>

3 Adapted from Harriet Deacon, (Le Grange et al. 2000)
Each of the historical eras adds value to the cultural landscape as a whole. The eras and their contexts, the uses of the Island in those times, all contribute to the intangible heritage on which the Island’s inscription on the World Heritage List is based. Not surprisingly, much has been written about the Island and continue to be written about it, and the qualities of humanity embodied there have been examined and re-examined; it can be said that the Island contains a richness that can be interpreted and re-interpreted for many years to come, always bringing fresh perspectives on the ‘triumph of the human spirit over adversity’, on the oppression of people by their fellow human beings, and the achievement of freedom and democracy.

2.3. The human-made environment
During the various historical epochs of Robben Island the infrastructure, buildings, structures and planned landscapes served the Island’s functions as supply station, light beacon, industry, defence post, hospital, prison, or most importantly, place of banishment and incarceration. The landscape is dotted with tangible physical heritage elements. This includes current and historic utility infrastructure, over 700 buildings, structures, remnants of structures and sites, various quarries and excavations, and some 68 ship wrecks within the marine zone.

Other tangible indications of human activity on the Island include the signs of past land uses, a range of archaeological sites, plantations, gardens, tree lanes, and so forth, illustrating the merging of the human environment with the natural. Taking the cultural landscape approach, one can identify a number of distinct tangible heritage landscapes on the Island (Table 2).

Table 2: Heritage landscapes at Robben Island

<table>
<thead>
<tr>
<th>Landscape Types and Tangible Heritage Elements</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Imprisonment Landscape</td>
<td>Imprisonment Landscape</td>
<td></td>
</tr>
<tr>
<td>Robben Island was used as a place of banishment and imprisonment by successive powers. The VOC (Vereenigde Oost-Indisch Compagnie) used two sites on the Island as prisons, while the British created a new prison settlement for political dissidents. Prisoners worked in the quarries and limekilns and constructed buildings in the village. From the early 1960s onwards political prisoners were housed in the Old Tronk and later in the Maximum Security Prison constructed in 1964-5. Prisoners mainly worked in the Slate and Lime Quarry and collected seaweed</td>
<td>Building of walls in Section-C Courtyard and between other cell blocks and ancillary buildings (1978)</td>
<td>Isolation Wards</td>
</tr>
<tr>
<td>Early VOC prison accommodation sites (1657 – 1802)</td>
<td></td>
<td>Prison Gateway</td>
</tr>
<tr>
<td>VOC Posthuis (Post House)</td>
<td></td>
<td>Robert Sobukwe’s house</td>
</tr>
<tr>
<td>Site of British Prison settlement (1808)</td>
<td></td>
<td>Tramway</td>
</tr>
<tr>
<td>Ou Tronk (pre-1955) (Old Jail)</td>
<td></td>
<td>Original Ring Road</td>
</tr>
<tr>
<td>Maximum Security Prison (1964/65)</td>
<td></td>
<td>Boundary / Lighthouse Roads</td>
</tr>
<tr>
<td>Bluestone quarry and route along Cornelia Road to this slate quarry (1962 - 1969)</td>
<td></td>
<td>New Power Station</td>
</tr>
<tr>
<td>Limestone quarry and south-west route to quarry (1964 - 1978)</td>
<td></td>
<td>Prison Roads &amp; Subsidiary roads</td>
</tr>
<tr>
<td>Temporary Jail: Wood and iron building for SWAPO prisoners</td>
<td></td>
<td>Department Correctional Services Housing</td>
</tr>
</tbody>
</table>
**Recreation room & ablutions**
- Criminal Prison: Former warders mess hall (1969)
- Fenced north-south route to Slate Quarry (1964 - 1978)
- Various routes and tracks used by the prisoners (1962-1991)

**Transport Section**
- Boathouse
- Tangible items made by the prisoners (1960-1991)
- The garbage dump used by prisoners to smuggle information (1960s-1970s)
- The gardens created by prisoners (1960-1991)

**Maritime Landscape**
More than 68 shipwreck sites around the Island's dangerous shores reflect Cape Town's history as a harbour from the 1500s onwards
- Faure's Jetty (1896)
- Murrays Harbour (1940), enlarged in 1956/7 and in 1987/89 with breakwater;
- Murray's Bay: landing & launching of boats (1652 – 1806)
- Whaling Station (1790s - 1906)

**Infirmary Landscape**
The Island served as a leper colony already during Dutch times, as a mental asylum and hospital for the chronically sick under the British. The remains of the leper colony exist as archaeological sites on the eastern side of the Island
- Site of the early VOC leper colony
- The mental asylum facilities (1846-1921)
- The male and female leprosarium (1846-1931)
- Female Leper and Mental Patient bathing place
- The Village: street scale and grid pattern
- The Village Church: Anglican (1841)
- Church of the Good Shepherd (1895)
- 18” gauge tramway line (1892)
- Medical Superintendent’s House: Current Clubhouse
- Residency
- Leper Cemetery

**Spiritual Landscape**
A number of places of worship have been established on the Island, specifically near the Village. There are four known cemeteries, and an unknown number of ad hoc and unknown graves
- Kramat (1967) and Grave of Hadje Mattarm (1745)
- Leper Church: Church of the Good Shepherd
- Personnel cemetery off Lighthouse Road (1858 – 1923)
- Leper Cemetery
- Dutch Reformed Parsonage (1895)
- Tomb of Prince of Madura
- Dutch graveyard in prison precinct

**Mining Landscape**
Quarries on the Island supported construction on the Island and the mainland, going back to the VOC. The linked shell lime industry relied on two mines on the Island (1650s-1970s)
- Van Riebeeck Stone quarry
- Bluestone quarry mined for slate
- Limestone quarry
- Old quarries around village
- Old quarries in prison precinct
Military Landscape

Much development occurred on the Island during the Second World War, when bases were developed by the South African Military and Navy. The construction of various structures and infrastructure often destroyed away evidence of earlier occupation of the Island, but also left an entirely new landscape layer of meaning. This was the only time in the history of the Island that it was not a place of banishment and imprisonment.

- Varney’s Fort
- Underground magazines & plotting rooms (1940+)
- Observations Towers (1940+)
- Searchlights: Camouflaged as seaside cottages (1940)
- Cornelia Battery: three 12 pounder quick-firing guns (1940, 1942)
- Harbour
- Degaussing Range (1941)
- Robben Island Battery (1940, 42, 45)
- Airport Runway (1942)
- Lighthouse: Also called Charlie’s Candle during the Second World War and fire signal since 1658 (1861)
- WAAS Barracks
- Village Church: Anglican
- Cape Peninsula Garrison Institute shop (1949+)
- Bakery
- Wreck of Liberty Ship
- Fog Siren
- RI Battery: two 9.2” guns
- Dummy Guns
- Old Cemetery
- Tomb of Prince of Madura
- Naval Church
- Sub-Depot and associated cables at harbour
- Air raid shelter
- SAAF crash boat station
- Village
- NE Quarters
- Harbour Roads
- SANF Depot (HMSAS Cement)
- Radio transmitters

One could add more ephemeral landscapes like the Archaeological Landscape to the landscape categories in Table 2 above. The point, however, is that a cultural landscape always consists of multiple layers and dimensions. The multiple landscapes all overlap and collectively contribute towards the OUV of the Island. The erosion of any single landscape feature leads to an erosion of the total heritage value of the Island, including its OUV. All of these landscapes are therefore of equal value and the ICMP has to ensure that all of them receive the needed protection. In the process of compiling the 2nd ICMP the following issues relating to the management and conservation of the tangible human environment were uncovered, and are summarised in Table 3.
Table 3: Tangible heritage conservation issues and consequences

<table>
<thead>
<tr>
<th>Issues</th>
<th>Consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Overarching</strong></td>
<td></td>
</tr>
<tr>
<td>• Conservation policy statements are too general and not informed by contemporary management practice or legislation</td>
<td>• No mention of the conservation of spiritual and sacred sites and values in the WHS</td>
</tr>
<tr>
<td>• Exclusive focus on the Political Imprisonment Landscape</td>
<td>• Insufficient attention given to the overall landscape, other older elements of the human environment and loss of physical heritage assets</td>
</tr>
<tr>
<td>• Lack of a Built Environment Conservation Manual and Archaeological Management Plan</td>
<td>• Reactive, uncoordinated and ad hoc maintenance of the human environment; and neglecting also the intangible heritage component of the sites/structures</td>
</tr>
<tr>
<td><strong>Built environment</strong></td>
<td></td>
</tr>
<tr>
<td>• Coordination problems, unequal prioritisation of conservation objectives, and implementation of unscheduled projects</td>
<td>• Implementation of capital projects only and neglect of essential building conservation and maintenance, and basic site signage</td>
</tr>
<tr>
<td>• Insufficient understanding of the full range of heritage of the Island, and insufficient attention to detail</td>
<td>• ‘As new’ building improvement and erosion of heritage features</td>
</tr>
<tr>
<td>• Emphasis of maintenance without consideration of cultural significance</td>
<td>• Lack of attention given to overall human landscape, site and building conservation</td>
</tr>
<tr>
<td>• Lack of clarity about non-negotiable conservation work needed</td>
<td>• Cumulative erosion of evidence and values of sites, particularly in absence of baseline information</td>
</tr>
<tr>
<td>• Maintenance outsourcing focuses on facilities maintenance contract and DPW</td>
<td>• Maintenance therefore does not refer to conservation objectives</td>
</tr>
<tr>
<td><strong>Archaeology</strong></td>
<td></td>
</tr>
<tr>
<td>• Minimal implementation of the recommended policy towards archaeological remains since the original archaeological survey (1997)</td>
<td>• Neglect and loss of archaeological sites and heritage features</td>
</tr>
<tr>
<td>• Insufficient consideration of archaeological features in operations and planning</td>
<td>• The loss of finer landscape details such as stone verges around trees, planting beds, decorative stone arrangements and verges to paths no doubt constructed by prisoners themselves</td>
</tr>
<tr>
<td>• Insufficient protection from tourism operations</td>
<td>• The destruction of a group of 18th and 19th century inscriptions on stones near the van Riebeeck stone quarry (as a result of bus wheels)</td>
</tr>
<tr>
<td>• Non-implementation of written conservation policy</td>
<td>• Advanced corrosion of metal components of the WW2 defensive system</td>
</tr>
<tr>
<td><strong>Maps, records and archives</strong></td>
<td></td>
</tr>
<tr>
<td>• Documentation and records distributed between various locations: RIM, individual consultants, libraries, researchers, archives</td>
<td>• Difficulty connecting tangible and intangible heritage</td>
</tr>
<tr>
<td>• Existing heritage databases not integrated, and not well-managed or used</td>
<td>• Difficulty obtaining baseline information</td>
</tr>
<tr>
<td>• Maps focus on priority areas and do not present integrated view of the cultural landscape</td>
<td>• Disconnect from the cultural landscape and heritage layers and uncoordinated approach</td>
</tr>
</tbody>
</table>
2.4. The intangible human environment

By now it should have become clear that it is not its physical aspects that bestow Outstanding Universal Value (OUV) on the Island. Inscription of the property on the World Heritage List has its roots in the many important events that occurred there through time, yet it is the deeper meaning of the Island that emerges from those events that is most closely related to its heritage values. The period starting with the arrival of the settlers, the beginning of a long history of colonial oppression with its many consecutive stages, brought many different layers of heritage into being.

From a certain perspective the Island has come full circle. It is thought that the Island may at least have been temporarily inhabited at a time when it was connected to the mainland some 10 000 years ago and early inhabitants freely roamed the land. Then came a prolonged era of oppression and in present day democratic South Africa, freedom reigns again. In the time in-between periods of freedom humans were oppressed across the land and beyond. The Island became a physical stage for the worst types of oppression, humiliation and alienation from humanity; only to later develop into a universal symbol of heroism, the unshakable belief and un faltering perseverance in pursuing what is right, to finally celebrate the noble greatness of spirit that allows forgiveness, and in general the triumph of the human spirit over adversity. Cumulatively all the layers make up the rich tapestry that is considered heritage of universal significance based on the central theme of overcoming repression.

It is these intangible heritage qualities that stirs the imagination and penetrates the very souls of human beings; they have transformed the erstwhile political prison and place of banishment into a pilgrimage destination that appeals to that part of our humanity that aspires to freedom, fairness and universally applied human rights.

The 2004 Yamato Declaration on Integrated Approaches for Safeguarding Tangible and Intangible Cultural Heritage defines intangible cultural heritage as:

‘... the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognise as part of their cultural heritage [...] this intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity’ (UNESCO, 2004).

Intangible heritage, therefore, deals with cultural meaning and memory and encompasses the living and recorded memories, mental constructs, values, impressions and thoughts of all people who had ever lived or spent time on the Island, dating back to the beginnings of recorded history.

RIM’s intangible heritage further includes what has been recorded in the Mayibuye Archives or the National Archive in Cape Town, and all narratives about the Island in literature, and
academic and other writings; oral traditions, expressions, and language. It extends to the arts and crafts, artistic performances, and social practices, rituals, events and practices; the meaning inherent in visual aspects such as patterns in the landscape, important sightlines, the wider setting of the Island, or simply the overall visual impression of the landscape. In short, the intangible heritage of Robben Island relates to everything about the Island that had been created by the human mind (Table 4). These aspects need as much protection as the tangible human landscape.

Table 4: Intangible heritage landscapes

<table>
<thead>
<tr>
<th>Landscape categories</th>
<th>Important intangible heritage elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Visual Landscapes</td>
<td>The meaning inherent in specific advantage points or lines of sight on the Island, or from the Island to the mainland or the other way around, constitute relevant heritage. Some such sites are vested with significant and highly vulnerable meaning</td>
</tr>
<tr>
<td>Audiovisual Landscapes</td>
<td>A large number of films, both documentary and fictitious, have been made about or on the Island. This represents an important component of the visual history of the Island. One could include many photographs into this category. All of these items link meaning with specific points on the landscape. Very little of this remains on the Island</td>
</tr>
<tr>
<td>Literary Landscapes</td>
<td>A wide range of people have written about the Island, referring to various points across space and time. This includes the memoirs of political prisoners, important politicians like former president Nelson Mandela, prison guards, and others. Also, poems, or works of fiction by a wide range of authors, some of which are careful historical reconstructions. These provide nuanced insights into life on the Island, and the meanings associated with specific locations</td>
</tr>
<tr>
<td>Linguistic Landscapes</td>
<td>Each of the groups that lived on or managed the Island, left intangible linguistic evidence of their presence. This is reflected in written material, but also in the names of locations or buildings. Collectively, the languages used and embedded in the landscape, telling highly relevant stories about the Island. Robben Island is also the first place in South Africa in which Islamic jurisprudence was written down. The language used, apparently, was Afrikaans</td>
</tr>
<tr>
<td>Artistic Landscapes</td>
<td>Artists of every description have produced works that reflect on the Island. These works were produced for a wide variety of reasons and motivations. Sadly very little of this remains on the Island</td>
</tr>
<tr>
<td>Oral Landscapes</td>
<td>The Island has a significant oral history. Some of this is contained in the various archives, including that of newspapers, reflected in memoirs, films, academic interviews, and storytelling. Much of it exists in the form of unrecorded stories still being told today by former political prisoners, guards, and members of the public</td>
</tr>
</tbody>
</table>

The categories in Table 4 indicate that intangible heritage is overlapping and interlinked, and that a good understanding of one element also requires an understanding of the other elements. Intangible heritage cannot therefore be viewed in isolation. It is also inherently vulnerable and is easily lost as people pass away. Issues relating to management and conservation of the intangible heritage are summarised in Table 5 below.
Table 5: Intangible heritage conservation issues and consequences

<table>
<thead>
<tr>
<th>Issues</th>
<th>Consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Inadequate understanding of Cultural Landscape and its multi-layered nature</td>
<td>• Important intangible heritage elements and the linkages between heritage layers remain underutilised and undiscovered</td>
</tr>
<tr>
<td>• The Interpretation Plan and content evaluation is not properly implemented</td>
<td>• Insufficient protection of the intangible aspects leading to a loss of the multi-layered narrative</td>
</tr>
<tr>
<td>• The Interpretation Plan has a narrow focus on the Political Imprisonment landscape</td>
<td>• Reduced overview and ineffective management of intangible heritage</td>
</tr>
<tr>
<td>• Intangible heritage is not researched, itemised and mapped in a holistic and integrated manner</td>
<td>• Erosion of the authenticity and integrity of the Island’s OUV and narrative and a loss of heritage</td>
</tr>
</tbody>
</table>

Intangible heritage that is not protected will disappear, thereby undermining the OUV of the Island as a whole. Of particular concern is the passing of those people who were incarcerated on the Island, whose living memories cannot remain with us always. A dedicated process is therefore needed to interpret, catalogue and link the intangible heritage of the Island to the tangible, for instance exactly where events took place and when, as well as how they relate to tangible assets. This requires a system by which cultural assets can be positioned spatially in relation to one another, and in which different layers can be examined on how they influenced or otherwise relate to one another. An established tool deployed in other World Heritage Sites is Cultural Landscape Mapping (CLM).

The intangible heritage of Robben Island does not only reside in tangible written records but in the people of Robben Island, and what could be viewed as the ‘local community’ of Robben Island. This community of stakeholders and representatives of organisations is diverse and ranges from EPPs, specific people deeply connected to the story of Robben Island, to residents on Robben Island, to South African people as a whole, and more broadly in terms of the Island’s links to surrounding countries and the African continent. The Island is further of global value as an iconic place for humanity. More specific to Cape Town there are special interest groups, including in matters related to biodiversity. Such interest groups include BirdLife South Africa, South African Foundation for the Conservation of Coastal Birds (SANCCOB) and Earthwatch because of their special interest in the African penguin, a threatened species, and other birdlife.
2.5. The natural environment

Robben Island is part of the Cape Floral Kingdom and has the additional ecological importance as a seal colony and as a breeding site for many bird species. However, humans have introduced alien flora and fauna to the Island, fundamentally changing the natural environment. The changed natural environment can also be interpreted as part of the tangible human cultural landscape. As such it is worthy of protection, but also as a natural environment worthy of protection in its own right. Most importantly, it is the physical vessel in which the heritage in the RIWHS is transported from one generation to another, it is the ‘place where it all happened’ and that alone requires that the natural environment be carefully protected.

The Environment Management Plan (EMP) 2002 aimed at maintaining the multi-layered historical-natural landscape. The overarching goals for environmental management to achieve this ‘desired state’ were ‘aimed at ensuring the Island’s natural ecosystems are restored to a condition in which they will become self-sustaining and can be kept in that condition with minimal management input – thus meeting a basic criterion of sustainability’ (Chapman et al, 2000).

For various reasons the natural environment has not received the attention needed. Since 2002 the conservation of threatened indigenous species, especially seabirds has increased in importance, and the need to conserve all components of the natural environment from an environmental conservation perspective is now recognised. This includes protecting the impacts arising from development of the Island, and the activities of the human residents and visitors. From the 2nd ICMP review the main issues relating to the natural environment are summarised in Table 6 below.

<table>
<thead>
<tr>
<th>Issues</th>
<th>Consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Threatened seabird species remain insufficiently protected</td>
<td>• Neglect of the natural environment, including the marine environment</td>
</tr>
<tr>
<td>• A strong focus on historical heritage, particularly the imprisonment landscape</td>
<td>• Inadequate implementation of environmental protection measures, particularly in respect of threatened and endangered species</td>
</tr>
<tr>
<td>• Insufficient awareness of environmental issues on the part of staff and visitors</td>
<td>• Inadequate implementation of a fire management regime</td>
</tr>
<tr>
<td>• Inadequate coordination with environmental conservation authorities</td>
<td>• Impacts arising from tourism and resident populations</td>
</tr>
<tr>
<td>• In adequate implementation of the EMP</td>
<td></td>
</tr>
<tr>
<td>• Poaching within the 1nm buffer zone</td>
<td></td>
</tr>
<tr>
<td>• Proliferation of alien invasive vegetation species</td>
<td></td>
</tr>
</tbody>
</table>

The Natural Environmental Management Plan (NEMP) that forms part of the 2nd ICMP now firmly positions environmental management within the overall conservation of cultural landscape.
2.6. Assessment of Significance

In order to manage the Island so that the heritage it contains is safeguarded one first has to have a full grasp of what this heritage is. The Application for Inclusion on the World Heritage List (1999) identified the layered history of tangible and intangible heritage elements revolving around oppression of humans by humans, as a key justification for inscription of the Island on the World Heritage List (WHL). The Outstanding Universal Value (OUV) of the Island is well summed up in the Statement of Significance in the Robben Island Nomination File: World Heritage Site Status.

The 1st ICMP reassesses the Statement of Significance. It assesses and grades the value of various categories of heritage, and identifies the ‘Political Imprisonment Landscape’ and the associated cultural and natural resources as Priority 1. ‘All other’ heritage resources within the WHS was graded as Priority 2 in respect of maintenance and protection.

The 2nd ICMP in particular focuses attention on the core value of the Island as per the Nomination Dossier, namely ‘the triumph of the human spirit over enormous hardship and adversity.’ This value binds together the wide range of landscapes and cultural heritage elements of the RIWHS into one integrated whole. The Interpretation Plan in particular dwells on the overall significance of the Island.

The development and use of the Island and the required enhancement of the OUV and other attributes will always be critically reviewed - any impact resulting from the use, enhancement and commemoration of the OUV and other attributes must be identified, its nature and severity assessed and negative impacts be avoided or minimised through mitigation. The impact assessment tools are prescribed by both the World Heritage Centre (WHC) and the SAHRA25/99.

2.7. Integration

The focus of the 1st ICMP was on the Political Imprisonment Landscape. This may have led to a neglect of the full heritage value of the Island’s multi-layered cultural landscape. Combined with insufficient conservation of important elements of the tangible (built) and intangible (memories, values, and so on) of the human and natural environments within the RIWHS, the danger exists that the Island’s OUV may be eroded. Focus should be holistic, inclusive of all the related heritage layers and assets, and on the Island as an all-inclusive entity. Integration however should not end with the conceptualisation of the Island’s total heritage; it must be adequately reflected in the management of the Island. Therefore, governance should proceed in a holistic and cooperative manner and the institutional framework adjusted accordingly.

In order to fulfil RIM’s conservation mandate in a holistic manner, the cultural landscape with its landscape layers and associated features should be documented through maps and a database as a multiple record of historic research, location, description, condition, and threats based on a field assessment. This documentation then creates a permanent record to use for management decisions and establishes a baseline for future reference. It is
important that all stakeholders involved with the site all be included in the documentation effort. Documentation can be stored by using Geographic Information Systems (GIS) – the appropriate tool for capturing, storing, manipulating and displaying data for management and planning purposes, as well as for monitoring the implementation of the plan. Further historical research and Cultural Landscape Mapping (CLM) will elucidate political, economic, technological, social and cultural processes over time, show how they relate to the landscape, who was involved, and explain the most important landscape-shaping events.

CLM has further uses. The view onto the Island from various locations along the mainland has cultural significance and may need to be protected from change. So too should be the views onto the mainland from Robben Island itself. These visual connections are part of and enhance the intangible heritage of the place. They also amply demonstrated the need for a holistic approach as reflected by the 2nd ICMP. Most importantly, in an area where there is much spatial overlap between different values and assets, a GIS-based Cultural Landscape Map can be a major tool in decision-making. One of the sub-programmes in the emerging Strategic Plan, namely the 9.1.1 Researching the Social History and Cultural Landscape of RIM (Draft 2, pp 37) is a good start in the right direction; actions are proposed in the Implementation Plan to strengthen this initiative.

**Management Imperative:** A Cultural Landscape Mapping (CLM) Unit needs to be established on the Island. This is in line with the sub-programme: *Researching the Social History and Cultural Landscape of RIM*, in the Strategic Plan.
3. Legislative and Governance framework

3.1. Legislative framework and issues
The governance of the RIWHS is subject to a complex legislative framework consisting of international agreements, national, provincial and municipal statutes, legislation and ordinances. Important sets of relevant national legislation include the following:

- National Monuments Act of South Africa
- National Heritage Resources Act
- Cultural Institutions Act
- Public Finance Management Act
- World Heritage Convention Act
- Government Immovable Asset Management Act
- National Environmental Management Act
- National Environmental Management: Biodiversity Act
- National Environmental Management: Protected Areas Act

Protection under the latter Act implies that mining or prospecting will be completely prohibited from taking place within the property or its buffer zone. Furthermore, any unsuitable development with a potential impact on the property will not be permitted by the Minister of Environmental Affairs. Additional national legislation is listed in the Reference Bundle.

Robben Island falls within the municipal boundaries of the City of Cape Town, making all by-laws applicable; however it is not governed by the City’s land use planning frameworks and has been excluded from the City’s Coastal Management Programme and related work such as sea-level rise risk assessments. As the Island and buffer zone falls under the jurisdiction of the National Government, Provincial and Local Government Planning legislation do not and the City is not required to oversee matters such as land-use planning, zoning and building regulations on the island.

The most important international agreement is the 1972 Convention for the Protection of the World Cultural and Natural Heritage, supported by a range of subsequent ICOMOS principles and charters. Very relevant to the issues currently faced with the RIWHS is the Yamato Declaration on Integrated Approaches for Safeguarding Tangible and Intangible Cultural Heritage (2004). Other International legislation is presented in the Reference Bundle. Legislative issues are summarised in Table 7.
### Table 7: Legislative issues and consequences

<table>
<thead>
<tr>
<th>Issues</th>
<th>Consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Multiplicity of laws, including heritage related laws and institutions</td>
<td>• Complex overlapping mandates and responsibilities of organs of state</td>
</tr>
<tr>
<td>• Insufficient definition of roles and responsibilities in the legislation and ambiguities in interpretation</td>
<td>• Misinterpretations of legislation and misalignment between institutions</td>
</tr>
<tr>
<td>• Compliance with environmental and heritage legislation required and lengthy</td>
<td>• Gaps in implementation of the ICMP</td>
</tr>
<tr>
<td>• Conflicts between different sets of biodiversity legislation</td>
<td>• Delays of restoration projects leading to degradation of the heritage items concerned</td>
</tr>
<tr>
<td>• Focus on NHRA and heritage legislation the detriment of environmental legislation</td>
<td>• Conflict between removal of alien vegetation and species protection</td>
</tr>
<tr>
<td>• Non-compliance with MLRA, NEMBA, and provincial Nature Conservation Ordinances</td>
<td></td>
</tr>
</tbody>
</table>

### 3.2. Wider institutional framework

Maintenance and construction on the Island is implemented by a mixture of DPW personnel, independent contractors and RIM staff, creating coordination needs and issues (see Table 8 below). A 2005 Memorandum of Understanding (MoU) defined the roles and responsibilities of the DPW, SAHRA and RIM and established a Heritage Advisory Committee (HAC), with representatives from Heritage Western Cape (HWC) and the City of Cape Town (CoCT). The HAC was to provide expert advice and expedite permit applications. However, the MoU in general and in particular the HAC, do not appear to have been fully implemented. DPW recently proposed the use of a single comprehensive 5-year outsourcing contract to deliver all maintenance work, citing the delivery backlog and the difficulty inherent in supervising staff at a remote location.

The legislative framework provides the mandate for the actors involved in the governance of the RIWHS as summarised in Table 8 below.
<table>
<thead>
<tr>
<th>Institution</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dept. of Arts &amp; Culture (DAC)</td>
<td>Oversight over RIM</td>
</tr>
<tr>
<td>Parliamentary Portfolio Committee for Arts &amp; Culture</td>
<td>Shared oversight over RIM</td>
</tr>
<tr>
<td>Dept. of Arts &amp; Culture (DAC)</td>
<td>Executive authority under DAC; directly responsible for RIM and predominantly financing the management of Robben Island</td>
</tr>
<tr>
<td>Dept. of Environmental Affairs (DEA)</td>
<td>Environmental management on the Island, including marine and coastal management and providing support not only in terms of environmental management the Island as a whole in its role focal point for World Heritage Sites in South Africa</td>
</tr>
<tr>
<td>Dept. of Public Works (DPW)</td>
<td>Supervision of maintenance and construction on the Island, for instance as related to bulk services</td>
</tr>
<tr>
<td>Department of Water Affairs</td>
<td>Potential inputs by Working for Water</td>
</tr>
<tr>
<td>South African Heritage Resource Agency (SAHRA)</td>
<td>Oversight in respect of heritage conservation and providing support</td>
</tr>
<tr>
<td>National Archives, Cape Town</td>
<td>Management of important archival materials. Significant potential inputs regarding history and heritage of the Island</td>
</tr>
<tr>
<td>RIM Council</td>
<td>Policy and financial oversight</td>
</tr>
<tr>
<td>RIM Executive Office</td>
<td>Strategic direction and reporting to RIM Council. Implementation of the ICMP through subsidiary departments; coordination with other institutions</td>
</tr>
<tr>
<td>Provincial institutions</td>
<td>Potential inputs by Heritage Western Cape (HWC), Provincial Department of Environmental Affairs and Development Planning (DEA&amp;DP), CapeNature and the City of Cape Town</td>
</tr>
<tr>
<td>Universities</td>
<td>The Mayibuye archives at the University of the Western Cape; relevant departments at the University of Cape Town and University of Stellenbosch: potential inputs into Management, research, interpretation and service delivery</td>
</tr>
<tr>
<td>Civil society</td>
<td>Interpretation and expertise inputs by the Ex-Political Prisoners Association (EPPA)</td>
</tr>
</tbody>
</table>
### 3.3. Internal RIM institutional structure

RIM's internal institutional structure is summarised in Table 9 below.

**Table 9: Internal RIM institutional structure**

<table>
<thead>
<tr>
<th>Department</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Office</td>
<td>• Oversee and facilitate the implementation of the ICMP and Strategic Management Plan</td>
</tr>
<tr>
<td>Finance</td>
<td>• To provide financial management oversight to the organisation, give guidance with regard to Supply Chain activities and ensure business continuity through effective and efficient IT activities</td>
</tr>
</tbody>
</table>
| Heritage Resources and Environmental Management  | • To ensure that Robben Island’s Outstanding Universal Value is not impaired or compromised  
• To manage the cultural heritage in a manner that sustains and enhances it  
• Conservation and management of and access to the collections  
• Interpretation and presentation of Robben Island heritage                                                                                                                                                                                                                                                                                                                                                       |
| African Programme in Museum and Heritage studies | • To provide a platform for critical heritage studies and scholarship                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Public Heritage Education Programmes            | • Increase awareness among the various target groups  
• Develop suitable learning material for the various target groups  
• Develop stimulating and creative educational programmes to communicate RIM significance  
• Promote access to information held on the Island’s Resource Centre collections                                                                                                                                                                                                                                                                                                                                                                  |
| Tourism Services                                 | • Island and Prison tours  
• Events and conferencing                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Marketing                                        | • To market and promote RIM to stakeholders  
• To position RIM as a reputable heritage institution and tourism destination of choice                                                                                                                                                                                                                                                                                                                                                                                                  |
| Ferries Department                               | • To ensure adequate supply of vessels required to carry RIM daily tourism staff and visitors                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Human Resources (HR)                             | • To provide comprehensive HR management processes and systems  
• To support business partners in delivering a world class service HR management  
• Training                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Estates Department                               | • To fulfill the government mandate to redevelop and maintain the Island facilities                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
Institutional shortcomings are summarised in Table 10 below.

Table 10: Institutional issues and consequences

<table>
<thead>
<tr>
<th>Institutional issues</th>
<th>Institutional consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Insufficient cohesion/coordination between RIM and government institutions, especially DPW</td>
<td>• Non-cooperation and non-implementation of the ICMP and important projects, especially maintenance</td>
</tr>
<tr>
<td>• Multiplicity of government departments and units</td>
<td>• Cumbersome decision-making processes that impede coordination</td>
</tr>
<tr>
<td>• A multiplicity of contracts and service level agreements</td>
<td>• Cumbersome administration that impedes implementation</td>
</tr>
<tr>
<td>• Turnover of senior RIM personnel and vacancies in key positions</td>
<td>• Lack of leadership and changing development priorities</td>
</tr>
<tr>
<td>• A top-down approach within RIM and ‘silo’ operations</td>
<td>• Poor communication and inefficient decision-making</td>
</tr>
<tr>
<td>• <strong>Large number of undertrained staff</strong></td>
<td>• Managerial, capacity and skills deficiencies</td>
</tr>
<tr>
<td>• Little monitoring &amp; reporting systems</td>
<td>• Insufficient accountability and coordination</td>
</tr>
<tr>
<td>• Critical shortage of specialised equipment</td>
<td>• Technical inability to perform critical tasks</td>
</tr>
<tr>
<td>• Disruptive labour relations and union conflicts</td>
<td>• Energies spent on conflict resolution and reduced staff motivation</td>
</tr>
<tr>
<td>• Inappropriate financial decisions and financial insecurity</td>
<td>• Staff salaries exceed DAC subsidy with insufficient funding for important projects</td>
</tr>
<tr>
<td>• Insufficient coordination and communication across the organisation</td>
<td>• Delays of implementation or no implementation at all</td>
</tr>
<tr>
<td>• Insufficient engagement of civil society actors</td>
<td>• A loss of valuable inputs into research and interpretation</td>
</tr>
</tbody>
</table>

Clearly there is a need for closer scrutiny of the internal RIM institutional structure. At some point a simple institutional review can be commissioned, correlating management needs with the institutional structure and then also a capability assessment of individual staff to do the work assigned to them. However, knee-jerk reactions should be avoided at this point considering the many other aspects of management that needs to be put in place. Only once the 2nd ICMP is in place and the Strategic Plan and Implementation Plan has been internally reviewed and updated, can one consider assessing the capability of the current internal RIM institutional structure of acquitting itself of the multi-faceted task of managing the Island. A review of the RIM institutional structure could be part of the turnaround strategy that features prominently in the Strategic Plan.
3.4. Operational issues

The legislative and governance issues identified coincided with a number of operational issues, such as the non-implementation of management plans and the failure to collaborate on important conservation projects. Resultant operational shortcomings related to research, interpretation, education and tourism are summarised in Table 11 below.

Table 11: Operational issues and consequences

<table>
<thead>
<tr>
<th>Issues</th>
<th>Consequences</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Research, Interpretation and Education</strong></td>
<td><strong>Lost opportunities to conduct creative research adding value to interpretation</strong></td>
</tr>
<tr>
<td>• A failure to collaborate with researchers and specialists outside of the organisation</td>
<td>- Insufficient overview over and use of collections held at different locations</td>
</tr>
<tr>
<td>• Failure to review the Collections Management Plans</td>
<td>- Insufficient linkages between tangible and intangible heritage being communicated</td>
</tr>
<tr>
<td>• Interpretation Plan and content evaluation not properly implemented</td>
<td>- Core value of the Island not effectively communicated. No closure takes place at the end of the visit; no holistic narrative about the Island and its landscapes</td>
</tr>
<tr>
<td>• No clear interpretative objectives for sites, places, landscapes or the stories</td>
<td>- Underutilisation of the multi-layered heritage of the Island</td>
</tr>
<tr>
<td>• <strong>Interpretation is not linked to tourism options and visitor experience</strong></td>
<td>• <strong>Deterioration of OUV due to a lack of diversification of visitor experience</strong></td>
</tr>
<tr>
<td>• A narrow focus of heritage interpretation on the Imprisonment Landscape with insufficient integration with other landscape layers</td>
<td>• Little development of interpretation or deepening of meaning and experience</td>
</tr>
<tr>
<td>• Little proactive use of vast amount of archival data and information</td>
<td>• Difficulty in inspiring and instilling dignity on the part of visitors</td>
</tr>
<tr>
<td>• Budget limitations</td>
<td>• Difficulty in meeting the ICMP objectives</td>
</tr>
<tr>
<td>• Insufficient internal education, training and communication</td>
<td>• Limited understanding of integrating natural environment and heritage into programs</td>
</tr>
<tr>
<td>• Underdeveloped educational programmes</td>
<td><strong>Marketing, tourism and visitor management</strong></td>
</tr>
<tr>
<td><strong>Visitor Management Plan not implemented</strong></td>
<td><strong>Unmanaged visitors impact on the heritage and natural environment</strong></td>
</tr>
<tr>
<td>• One undifferentiated tourism product and inefficient use of heritage resources</td>
<td>• Opportunities for a longer stay on the Island are limited and loss of repeat visitors</td>
</tr>
<tr>
<td>• Important heritage elements like the quarries not included in tours or interpretation</td>
<td>• Key aspects of core message of the Island are not communicated</td>
</tr>
<tr>
<td>• <strong>Halting of new tourism projects (exhibitions, walking tours and interpretation efforts)</strong></td>
<td>• No further development of the tourism product and the loss of income opportunities</td>
</tr>
<tr>
<td>• High visitor numbers and large group sizes; and use of large tour buses</td>
<td>• Overcrowding, short schedules, reduced visitor experience and erosion of heritage</td>
</tr>
<tr>
<td>• High cost of visits</td>
<td>• Limited access to local and regional market</td>
</tr>
<tr>
<td>• Unstable and inappropriate ferry schedules, and insufficient logistics and facilities</td>
<td>• Unnecessary risk exposure</td>
</tr>
<tr>
<td>• Lack of marketing plan with clear feedback for visitor management and interpretation</td>
<td>• Limited opportunities and access for visitors; frustration on the part of visitors</td>
</tr>
<tr>
<td></td>
<td>• Uncoordinated visitor management and interpretation</td>
</tr>
</tbody>
</table>
Internal RIM institutional structure and all the other factors that may impact on management efficacy are closely related to the operational issues listed in Table 11 above. An example is interpretation activities that did not communicate the powerful and integrated message of the RIWHS as it could have, one that is linked to the universal significance of the site. Problems experienced were enhanced by operational issues, such as a lack of staff motivation and insufficient staff knowledge and training about the multi-layered nature of the Island’s heritage, and how to create linkages with the natural environment.

When combined with the limited tourism product, operational and logistical shortcomings related to the ferry and tourism infrastructure, the identified weaknesses result in an overall reduction of visitor experience, making it difficult to reach the emotional and other learning objectives of the Interpretation Plan. These shortcomings lead to the erosion of the Island’s Outstanding Universal Value (OUV). It also contributes to the neglect of certain heritage layers and the erosion of the tangible and intangible heritage that underpins the OUV of the Island.

These factors collectively conspire to reduce the financial viability of the Island as a business operation, and ultimately its ability to fulfil the country’s obligations to protect the Island as a WHS.

3.5. The RIM Turnaround Strategy

After the 2012 UNESCO Mission, RIM launched an institutional turnaround strategy as outlined in Figure 2, taken from the RIM Strategic Plan. It is however proposed in the OMP that the COO be put at the executive level also, considering the importance of operations. In order to ensure that the turnaround strategy is effective, it is necessary to orientate the resources and attention in the organisation towards heritage conservation with the necessary support provided by the Human Resources and Finance departments in RIM. It is also necessary to provide for the necessary executive posts in terms of Chief Heritage Officer and Chief Operations Officer, in order to ensure that the necessary Project Management Unit, Cultural Landscape Management Unit and Business Unit are established to provide for the necessary bridging of information, communication and performance monitoring across all the RIM departments.

Management Imperative: The Chief Heritage Officer (CHO) and Chief Operations Officer (COO) posts should be filled soonest. The CHO is essential in terms of looking after heritage as the core business of RIM, while the COO is a prerequisite for achieving effective operations which currently are largely lacking (see section below).

The turnaround strategy of course need to be a comprehensive one that can be based on the 2nd ICMP and embodied in the Strategy Plan, as the details and working of such a strategy belongs in a Strategic Plan rather than in the 2nd ICMP – precisely because it is a reactionary strategy that RIM management should workshop on an as-needed basis rather than one that necessarily need to last out the tenure of the 2nd ICMP. It is however important to flag its importance in the 2nd ICMP as well as give support and impetus to it.
**Management Imperative:** The RIM turnaround strategy as embodied in the emerging Strategic Plan should be made as comprehensive as necessary and must carry the support of all staff as well as the RIM Council.

Figure 2: The RIM turnaround strategy
3.6. Comparative Analysis

Four case studies were identified for the 2nd ICMP as relevant to the challenges faced by RIM today. These include the Jesuit Missions of Chiquitos (Bolivia), the Solovetsky historical, cultural and natural complex (Russia), the Sintra Cultural Landscape (Portugal), and the Le Morne Cultural Landscape (Mauritius). These case studies should be investigated in-depth by the relevant RIM personnel and organising study tours is a further possibility for hands-on learning.

The Jesuit Missions of Chiquitos, Bolivia

This case study demonstrates the value of GIS as a management tool. In 2000, an area centring on six Jesuit Mission churches in the Chiquitos region of eastern Bolivia, inclusive of the surrounding high-biodiversity forests, was recognised as a World Heritage Ensemble. UNESCO proposed the development of management plans for these cultural heritage sites using four steps, namely: research, analysis, response and implementation. GIS was used to assist with each of these steps to record features of the sites, assess the sites as a component of a bigger whole, inform development plans and conservation proposals, and support monitoring for improved management responses. A functional institutional framework was recognised a pre-requisite for building up standardised GIS-data, metadata and meta-databases (a registry of existing databases) and the system was implemented as an international pilot (Hardy et al. 1997).

Solovetsky Islands (Russian Federation):

This case study demonstrates the need to re-present all landscape values for improved management of the total landscape (Mitchel et al. 2009). In 1991, six islands of the Solovetsky archipelago in the western part of the White Sea were nominated as a WHS. The nomination initially covered a complex landscape of cultural heritage sites. However, the ‘cultural landscape’ category became available only after 1998, and the eventual nomination was based solely on the monastic architecture on the islands under criterion iv. This separated the cultural and natural values, and discouraged integrated management by the local authorities involved. The Solovetsky Islands is still being reworked as a ‘cultural landscape’ nomination, covering the natural and cultural, and all parts of the landscape, not just the centre. The holistic perspective will improve conservation of the cultural heritage of all historical periods reflected in the region, including that of landscape components such as canals and meadows. It will also make it easier to create a single Executive Forum involving all relevant stakeholders: different tiers of government, religious organisations, local enterprises, conservation authorities and other institutions (Venedin, 1998 p.115-118).

Cultural Landscape of Sintra (Portugal)

The key lesson to be drawn from this case study relates to reactive monitoring and the need to mobilise stakeholders for improved management (Mitchell, 2009). The site was inscribed

---

as a World Heritage Cultural Landscape in 1995. It has the unique architectural heritage of the Pena Palace at its centre, surrounded by a wider architectural-botanical landscape. By 2000 management problems had become evident, leading to issues with the conservation of major monuments, tourism impacts, and environmental management. A UNESCO Mission recommended a reassessment of the values and interpretation of the site, the inclusion of local roads and the forests as integral elements of the cultural landscape, and the development of a clear management plan. They also recommended the creation of an independent Cultural Landscape Advisory Committee, and an advisory body/Association of residents. However by 2006 little progress had been made and the systems still did not meet WHC requirements.

Le Morne Cultural Landscape
This case study demonstrates the value of involving a wide range of stakeholders in a consultative structure. Le Morne Cultural Landscape was inscribed as a WHS in 2008 under criteria iii and vi. An island in the Indian Ocean, it was used as a shelter by runaway slaves, and delivers exceptional testimony to ‘maroonage’ or resistance to slavery. The site is managed by the Le Morne Heritage Trust Fund, responsible to the government and local people via a standing Consultative Forum. The Consultative Forum meets on a three monthly basis and serves as a mechanism through which all stakeholders can be consulted about the management of the site. The members of the forum are drawn from local communities, fishermen, villagers, and local organisations, and socio-cultural groups. This mechanism has given the site significant local support and credibility.

Key lessons
Key lessons drawn from these case studies include the following:
1. *Improved use of GIS* (Jesuit Missions of Chiquitos) would transform heritage management on Robben Island, but presupposes trained and resourced staff.
2. *The need for an integrated approach* that covers more than one heritage dimension (Solovetsky Islands and Sintra), thereby to overcome conservation and interpretation issues;
3. *An integrated management plan* that covers all heritage as a prerequisite for heritage proper management (Sintra and the Solovetsky Islands), especially in combination with a Spatial Development Framework;
4. *An improved management structure* (Sintra and the Solovetsky Islands) as a pre-requisite for proper management and conservation of a site’s OUV.
5. *The use of a Consultative Forum* used at the Le Morne Cultural Landscape demonstrates the value of wide stakeholder participation and input into management.
3.7. Integration

Key management elements related to integration were identified during stakeholder and staff interviews, in the collaborative SWOT Analysis, and in the UNESCO Mission Report. These include inter alia the identification of several additional Management Imperatives:

1. **Management Imperative**: Identify and address legislative, governance and organisational issues underpinning some of the operational problems identified. Operational improvement will not take place without these having been;

2. **Management Imperative**: The different Management Plans link well with one another. However, the coordination and coherency must be expanded to operations. RIM needs a Project Management Unit, overseen by the COO that will ensure coordinated implementation of plans, as well as integration in operations. It is critical to clearly identify the activities needed for the implementation of each of the plans concerned, specifying when they have to be implemented and by whom. It is at this level that the need for different departments and stakeholders to collaborate has to be specified;

3. **Management Imperative**: Integration between the Marketing Plan, the Visitor Management Plan, the Interpretation Plan and the Collections Management Plan, as well as with purely operational plans such as Disaster Management Plan and the Operating Plan for the Ferry and Cargo Operations must be stepped up at every opportunity. An ongoing planning process which elaborates the links between each of these plans needs to take place. For instance, Collections Management depends substantially on the Interpretation Plan, which in turn has to reflect the needs of the Visitor Management Plan and from there on influences and is influenced by the Marketing Plan. All these plans are linked and have to be approached in an integrated manner. Ensuring integrated planning is ultimately the responsibility of the CEO;

4. **Management Imperative**: RIM is a national asset that lies at the heart of the Nation. It does not belong to any particular group. Therefore involvement and consultation with other stakeholders must occur systematically. It is imperative that an all-inclusive Consultative Forum (CF) be established (see example of the Le Morne Cultural Landscape). Involvement by parties such as EPPs, researchers, special interest groups, etc. in activities like planning, research and interpretation will only boost RIM. Furthermore, the involvement of beneficiaries of the RIWHS, including educational concerns and tour operators can lead to valuable feedback. A formal CF should have a constitution that clarifies the process of becoming involved in the forum, who can be involved, and how the CF operates;

5. The need to establish a Cultural Landscape Mapping (CLM) Unit has already been listed as a management imperative in terms of enriching the understanding of RIM. Here it is mentioned again, this time in terms of governance. Fact is, for good and swift decision-making there has to be a basis that is ready at hand. CLM will provide a basis for easy, transparent, and quick decision making in planning and implementation (see example of the Jesuit Missions of Chiquitos and other case studies).
4. ICMP Policy and Principles

4.1. Strategic Objectives

The ICMP aims at the integrated management of the RIWHS and protection of its OUV, ensuring sustainable development and effective protection of its tangible and intangible cultural and natural resources. The objectives of the ICMP are to:

1. Develop RIM as a world-class, sustainable and fully capacitated and motivated WHS management institution, which makes use of the full array of appropriate financial and operational management and reporting systems;
2. Develop a supportive institutional framework for sustained cooperative governance across stakeholder divisions, departments, units and the RIM Executive Office and Council;
3. Develop an improved holistic and integrated understanding and interpretation of the RIWHS as an integrated and layered cultural and natural landscape, including previously neglected heritage elements;
4. Protect and enhance the Island as a WHS, its overall OUV and all aspects of the multi-layered cultural and natural landscape, through appropriate and systematic conservation, maintenance and protection measures;
5. Promote the WHS through the development of appropriate tourism products and infrastructure, supported by a holistic narrative of the multi-layered cultural heritage of the Island and sensitive use of the Island’s heritage resources;
6. Develop pro-active and creative heritage research, interpretation, and education supported by accessible, digitised and linked collections, archives, integrated databases, records and information about the Island and its heritage;
7. Promote universal access to the Island, and improved outreach and education to all sectors of society, transmitting the core values of the Island as a WHS and National Heritage Site.
4.2. Overarching ICMP Policy

The ICMP has the following overarching policy requirements:

1. RIM’s main function is the conservation, interpretation, presentation and communication of the unique symbolic and cultural significance of the RIWHS;
2. The core value of the RIWHS, as expressed in the Nomination Dossier, is ‘the miracle of the triumph of the human spirit over enormous hardship and adversity’. This value binds together disparate landscapes and heritage elements into one integrated whole;
3. Within the mandate of the RIM World Heritage Act, the conservation based management of Robben Island will follow the mandatory requirements forthcoming from the Inscription as World Heritage and the related UNESCO Operational Guidelines, Charters and Guidelines, and the international charters and guidelines from the advisory bodies to the WHC (ICOMOS, ICCROM and IUCN) will be used in heritage management decisions;
4. A cooperative governance approach to the conservation of cultural and natural heritage on the Island, aiming at proper collaboration with all mandated institutions, organisations and stakeholders able to provide RIM with support and expertise;
5. RIM will rely on a Spatial Planning Approach supported by Cultural Landscape Mapping (CLM) as the basis for planning and the use of conservation tools such as zoning areas for particular use(s). The maps should show operational areas, conservation actions, controls and indicators, and finer detail like existing and planned future tourist routes, nodes of interest, public and private areas; also overlaps between the different environments or landscape layers, and the specialised management requirements of overlapping cultural landscapes;
6. Minimisation of change of the cultural and natural landscapes of the Island, following the dictum: do as much as necessary to protect the site and to make it useable, but otherwise maintain change at minimum levels to retain its cultural and natural significance;
7. Much intensified heritage research, covering all heritage components of the RIWHS, including also hitherto neglected or ignored heritage elements and the ongoing evolution of debates about Robben Island’s meaning (see: ICOMOS Charter for the Interpretation and Presentation of Cultural Heritage Sites, 2008 in Reference Bundle);
8. An approach to heritage Management and interpretation that is inclusive, respectful of cultural diversity, reflecting the different perspectives of different groups about their history on the Island;
9. Recognition of the right of all stakeholders to participate in a supportive heritage community (Faro Convention, Council of Europe 1985) and the universal right of access to the heritage of the Island.
4.3. Governance
The governance of Robben Island will rely on the following principles:

1. **Heritage is RIM’s core business.** The conservation, interpretation and communication of the tangible and intangible heritage of Robben Island, inclusive of its natural heritage, is the core business of the RIM. This responsibility extends to all the historical eras in evidence on the Island;

2. **DAC as the ultimate authority** with oversight over RIM and liaises closely with DPW and DEA, and the Parliamentary Portfolio Committee of Arts and Culture;

3. **RIM is a legally independent organisation,** responsible for reporting to DAC and the Parliamentary Portfolio Committee of Arts and Culture;

4. **Cooperative governance and an integrated approach between RIM and external stakeholders,** especially in respect of conservation of the built environment: SAHRA, DPW and DEA have representatives on the RIM Council and cooperate closely with RIM on the writing of needs-statements, budget proposals for DAC or other funding, and the implementation of conservation projects. These parties have joint oversight over procurement and implementation for conservation, making collective ownership of the ICMP important;

5. **Cooperative relations** that are clear and integrated must exist between RIM and provincial institutions like CapeNature, the provincial Dept of Environmental Affairs and Development Planning (DEA&DP), Heritage Western Cape (HWC) and the City of Cape Town, so as to optimise the management and conservation of the Island’s cultural and natural resources;

6. **Management should be inclusive.** Platforms should be provided for meaningful collaboration with EPPs, heritage professionals, and other stakeholders, especially in heritage research and interpretation, but also in implementation. The focus here is on mobilising the substantial expertise that exists within the community and which is often available to RIM free of charge;

7. **Internal coordination and cooperative governance within RIM** with solid collaboration between departments and units. Joint and integrated planning, implementation and monitoring of policies, plans and projects;

8. **The importance of heritage as the core business of RIM** is reflected in the structures and budget of the organisation and the budgets should be re-prioritised towards the core strategic functions of the organisation;

9. **Rigorous administration, monitoring and reporting:** a Monitoring system and Periodic Reporting system, linking also with annual WHC and Advisory bodies reporting and the CLM system, is part of the overall management system;

10. **World class tourism products.** New tourism products are priced in terms of their infrastructure, staff support, presentation needs as well as research and conservation costs. At the same time the issue of universal access is addressed, and the impacts of these products are identified and understood;

11. **Capable and sufficient staff.** Key staff positions are filled and there is continuous development and training of staff to ensure that they have the qualifications, capacity and skills needed to manage the Island to an international best practice standard.
4.4. Human-made environment

Effective management of the tangible cultural landscape relies on meeting the following additional requirements:

1. The architectural heritage from all eras and historical landscapes needs to be protected, inclusive of the intangible heritage components;
2. The intangible heritage associated with a tangible cultural landscape cannot be separated. All conservation management plans for the tangible and natural landscapes, as well as for their individual components, must deal also with the intangible heritage;
3. The full extent of the heritage features have not yet been established and damage could inadvertently be caused during maintenance work or during the upgrading of infrastructure;
4. All changes, including small changes, to the fabric of the Island by all Departments, and ad hoc maintenance processes contribute to the small but cumulative losses of the fabric and landscape of the Island. Minimum changes to the fabric should be subject to stricter control;
5. Projects that change the built landscape may only proceed on the basis of a Heritage Impact Assessment, following the ICOMOS Guidance for Impact Assessment in Cultural World Heritage Sites, and subject to a permit from SAHRA and a positive recommendation by the WHC. The Heritage Impact Assessment (HIA) should be an independent assessment, though RIM may also make separate recommendations to SAHRA;
6. Development proposals and alterations must be guided by the Built Environment Conservation Manual (BECM) that gives thorough attention to the heritage impact of the development, and will require at least a modest HIA. However, if no baseline data exists or if the cultural significance of the attributes has not been defined, then the HIA has to define this in great detail as the basis for the assessment;
7. The statement of significance of each cultural landscape layer, and its components or group of components, must become the basis for all conservation work, of which maintenance is but one part;
8. Buildings must not be repaired to an ‘as new’ state, arbitrarily removing patina caused by use or natural decay, as this erodes authenticity and loss of significance. When conservation work is required, elements should be repaired or partially replaced, and if neither is possible, then a replica could be made and recorded where and when it was installed;
9. Tender documents for capital projects should make full reference to the ICMP and maintenance actions should take consideration of short/medium/long term plans and focus also on heritage values and history;
10. Signage, tourism amenities, route lighting, dustbins, seating and infrastructure must support the historical fabric and visual character of the Island, and resonate with the historic built landscape without being fake-historic;
11. New infrastructure and buildings are required to develop the island as a research, educational and tourism facility. Many buildings can be re-adapted for this purpose without thereby undermining their heritage value, subject to careful assessment and evaluation;
12. Maintenance should be implemented by a well-trained on-site maintenance team with necessary skills in the various historic structural systems and materials involved in all structures;

13. Allocation of maintenance and construction work on the Island should be guided by guidelines that apply to government funded works, such as Expanded Public Works Programme projects, namely with a preference to the historically disadvantaged community and adhering to following BEE guidelines, without jeopardising the quality of such works;

14. Conservation of the Built Landscape must take place in a systematic and integrated manner, governed by a BECM.

4.5. Intangible heritage
Effective management of the intangible cultural landscape relies on meeting the following requirements:

1. A focus on the intangible heritage elements of all the historical epochs of the RIWHS, covering also previously neglected heritage elements;

2. A comprehensive assessment of the documentation that exist on Robben Island, inclusive of archival sources and libraries, documentation held in various offices and files with in RIM, by researchers and consultants;

3. Development of a database of intangible heritage elements, based on ongoing recording and mapping (CLM) of all heritage elements; also identification of the level of significance of each of the heritage elements, associated conservation obligations, and linkages with the tangible landscape;

4. Ongoing reliance on the Mayibuye Archives, making use also the National Archive in Cape Town and archives elsewhere in the world. Development of a digital archive aimed at making the wider archival heritage more accessible; and linking it with initiatives such as the digitised VOC Archives in the Netherlands, similar initiatives in the United Kingdom, and UNESCO’s ‘Memory of the World’ Programme;

5. Ongoing improvement of heritage interpretation, covering hitherto ignored heritage elements in an inclusive and even-handed manner (see Interpretation Plan), and targeted communication of the meaning of RIWHS to a wide range of audiences;

6. Adequate consideration of the intangible heritage in the management and maintenance plans of the tangible components of the human cultural and natural landscapes;

7. Cooperative governance of the intangible cultural heritage of the Island, involving all relevant individuals and units within RIM, the relevant RIM Council subcommittees, the WHC, SAHRA, DAC, HWC, archives and relevant academic and educational institutions, and all other relevant stakeholders such as the EPPs.

*Management Imperative*: All of the above requirements should be considered as one multiple management imperative to ensure that integration is strengthened, its individual parts having been unpacked in the Implementation plan. The revised Interpretation Plan forms the basis of the approach to the interpretation and conservation of the intangible heritage resources of the Island.
4.6. Natural Environment

Effective management of the natural environment relies on the following principles:

1. The growing importance of the Island for the conservation of threatened indigenous species, especially seabirds, and the need to rehabilitate and maintain the health of terrestrial, coastal and marine ecosystems;
2. Recognition of the fundamental overlap of the natural and cultural landscapes and the need to conserve both of these landscapes, also in respect of their relation to one another;
3. The implementation and regular monitoring and updating of the Natural Environment Management Plan (NEMP), inclusive of monitoring and evaluation, research, and a regular impact assessments;
4. The need to assess the implications that all Management Plans and projects have for the environment in the conception of those plans, as in their implementation; also to ensure that subsidiary plans link meaningfully with the NEMP;
5. Cooperative governance of the natural environment of the Island, involving all relevant individuals and units within RIM, CapeNature, DEA, and relevant research and educational institutions.

The 2012 NEMP in the Appendix contains a detailed description of the goals for environmental management, operational procedures, and specific objectives.
5. Development and Use of the Island

5.1. Historic development of the Island
Some 10,000 years ago, when the Island was connected to the mainland, it was roamed and its resources presumably used by people. From the advent of colonial period onward the Island continued to be used as a resource, but mostly as a place of banishment or imprisonment and development on the Island proceeded according to the needs within that context.

Since 1995 the development of the Island has revolved around its status as an internationally important heritage site, and the need to ‘memorialise and promote its unique universal symbolism of the triumph of the human spirit over adversity and injustice using both its tangible and intangible resources’ (ICMP 2007-2012). The new status brought with it different development needs.

This has resulted in the construction of tourism infrastructure, the installation of exhibitions and most importantly, the initiation of a conservation programme that aims at protecting all the natural and cultural attributes of the Island. An attempt to develop luxury housing on the Island was defeated as it would have been out of line with what is expected of development on a heritage site of this stature. Nonetheless it is generally accepted that the Island is far from having reached its full potential and that it can continue to be developed as a major national asset.

5.2. The Development Plan
Many parties have many ideas of what the Island can be – while development of the Island obviously has to occur within the context of a World Heritage Site, all the possible development opportunities are not immediately clear. How far can tourism really be expanded? Can the Island be developed as a destination with a range of products and possibilities that far exceed the current tours operating there? What is really possible there? How can its full potential as a national asset be reached, and exactly what is that potential?

Development proposals have strong implications on capital expenditure projects. Projects relating to World War II assets, upgrading facilities for overnight stays, or establishing a training centre(s), etc. all will require funding. Viable ideas can be consolidated in a single Development Plan. First they can be elaborated upon in a workshop to which relevant parties are invited to contribute their ideas. A workshop or Summit on the Island’s future development trajectory will put a positive spin on certain negative current perceptions on how the Island is used.

From the Summit a clear and unambiguous development trajectory can be defined and the Development Plan can be approved by DAC and DEA, or if deemed necessary by Cabinet itself. Thus a situation where the different cooperative governance partners and implementers may have different ideas in terms of expenditure, priorities and implementation can be avoided. The Development Plan will also ensure that funding from
different sources will be channelled in the same direction and that implementation is coordinated under unified supervision.

It should be noted that the 2\textsuperscript{nd} ICMP however, focuses primarily on \textit{management} and hence is not a development plan as such. It addresses how heritage assets and the RIWHS as a whole should be managed so its heritage values are enhanced or at least remain intact as far as this may be possible, or if this is not possible how negative impacts can be mitigated. The 2\textsuperscript{nd} ICMP does not focus much on \textit{development} of the Island as such, on how its full potential can be achieved. Hence there is a need for a free-standing Development Plan. The Development Plan can help address questions such as exactly \textit{what} can happen \textit{where}. Clearly the Development Plan would need to include a Spatial Development Framework which will be a useful tool for future planning and implementation decisions to be made by RIM, DPW and other parties. The Development Plan will guide capital expenditure projects in a coherent fashion along a set trajectory.

The Development Plan should contain a fair amount of detail. It should address expansion in a phased and ordered manner. It will address the need for restroom facilities, information kiosks, the provision of food and beverages, and resting places at existing locations and guide the development of new interpretation routes to enhance visitor experience. The Development Plan will pursue a clear Vision of where the Island is going that emanated from the Summit but has to be guided by the principles and management framework in the 2\textsuperscript{nd} ICMP. The Development Plan should be informed by a feasibility and marketing study that distinguishes between local, regional and international visitors. Its pursuits should however not dwell far from its core business of protecting and promoting the heritage on the Island. Therefore improve access to local people, particularly the youth, should be outweigh purely profit-driven considerations. The making of this plan must be carefully guided by a comprehensive Terms of Reference or it will only compound confusion.

The Development Plan should maximise the use of existing infrastructure and buildings, reassigning use of buildings while taking care that their heritage values are not eroded in the process. It should aim at making the complete cultural landscape with all its layers accessible to visitors in a more holistic and integrated manner. It must be closely co-ordinated with further development of the Interpretation Plan and the Visitor Management Plan.

\textbf{Management Imperative}: A Comprehensive and visionary Development Plan for RIM should be commissioned and drawn up in consultation with all stakeholders. The Development Plan should clearly define the future direction of the Island in terms of the development of its assets, including and especially focusing on capital expenditure and diversification of products and services. Drawing up the Development Plan will require that an inventory be done on where each project on the Island stands – a ‘stock-taking’ exercise to find the best synergies between all ongoing initiatives as building blocks for the Island. The authorisation of this Development Plan by the relevant authorities, including SAHRA and DEA, is necessary and ideally it should be endorsed by the highest authorities. The Development Plan must fully adhere to the confines of the 2\textsuperscript{nd} ICMP and can specifically strengthen prospects for the implementation of the Visitor management Plan and the Interpretation Plan.
6. The RIM Management Planning Framework

6.1. An integrated approach
During the revision of the ICMP the lack of integrated management and operations was revealed as a major shortcoming. The response of the 2nd ICMP is to integrate a number of plans dealing with different aspects of operations and conservation management of the site (Figure 1).

This 2nd ICMP’s integration of planning instruments similarly should be reflected in the institutional structure and function of RIM. This would require the internal institutional reforms listed above as management imperatives, through improved cooperative governance arrangements with other entities which can be achieved in a carefully facilitated Role Players Workshop (see Section 3), and spelled out in a cleverly designed Strategic Plan.

The Operational Management Plan is closely linked to the three specific management plans: the Interpretation Plan, the Visitor Management Plan, and the Natural Environment Management Plan. They are briefly discussed below. These specific management plans are again integrated in the Implementation Plan that resonates strongly with RIM’s Strategic Plan.

6.2. The Interpretation Plan
The Robben Island Interpretation Plan aims at making the legacy of Robben Island ‘come alive’, ensuring access to the legacy of Robben Island and conserving its OUV. RIM’s overall Interpretation Objective is for all visitors to understand the core value of Island as ‘the triumph of the human spirit over enormous hardship and adversity’ and to move and inspire them to embrace tolerance as a way of life.

Following a set of interpretation principles, the Interpretation Plan presents the core value through four interrelated key interpretation themes:
1. Robben Island and the World: A microcosm of colonial and Apartheid South Africa
2. Robben Island – the University of/for Life
3. Resistance and resilience of the human spirit against the forces of evil
4. Conservation of the tangible and intangible heritage of Robben Island

These themes are expressed through four routes, which bring the visitor into contact with 31 sites. The Interpretation Plan further emphasises the need for:
1. Coordinating the interpretation with the Marketing Plan, the RIM Collections Plan, the Visitor Management Plan and the Operating Plan for the Ferry and Cargo Operations. The Collections Plan in particular needs to be reviewed, rationalised and consolidated;
2. Reconstituting the RIM Interpretation Committee through representation by senior managers from each Department and the RIM Council Heritage Subcommittee. The Interpretation Committee should meet on a regular basis to ensure interpretive coherence through the organisations programmes and activities.
**Management Imperative:** The RIM Interpretation Committee should be re-established or re-activated as a matter of urgency. It should be chaired by the CEO for the foreseeable future. Implementation of the Interpretation Plan should then ensure without delay.

### 6.3. The Visitor Management Plan

The Visitor Management Plan (VMP) aims at managing daily and overnight visitors going to and from Robben Island, including linking such tours to Jetty 1 and time spent in NMG. The purpose of the VMP is to enhance the experience of the visitor, while ensuring that the OUV of Robben Island remains protected. The VMP aims to optimise visitor experience and eliminate or mitigate negative impacts. It covers all aspects of visitor interactions with the WHS, from impacts to practicalities of how visitors get to the Island, where they go there and what they do there. Access to the Mayibuye Archives has long been an issue needing to be addressed. Key strategies in the Visitor Management Plan include the following:

1. Interpretation of the full and varied narrative of all the cultural landscapes at the Island and improvement of presentation at various locations;
2. Strengthened education programmes aimed at schools and students of different ages;
3. Diversified tour options covering a wider range of sites;
4. Staff training;
5. Development of needed tourism infrastructure, services and facilities.

**Management Imperative:** The VMP contains a detailed Action Plan. It should now be implemented without delay.

### 6.4. The Natural Environment Management Plan (NEMP)

The Natural Environment Management Plan (NEMP) addresses the natural environment in a comprehensive manner, yet with a focus on the natural environment as part of the overall cultural landscape. However, it is anticipated that environmental considerations go on recurring which is costly and frustrating to all parties concerned. It would be advantageous to further develop the NEMP into a more formal Environmental Management Framework (EMF), under the Environmental Management Framework (EMF) Regulations, 2 August 2010, as the main tool for guaranteeing proper environmental management on the Island. This can be done concurrently with the making of the Development Plan as the latter may bring new environmental management challenges that are not foreseen in the current NEMP. An EMF is a framework within which environmental management as well as future development within an area can occur with minimal damage to the environment, and where impacts of developments can be mitigated. Therefore, if further development is foreseen on the Island, then the development of an EMF will be useful in particular if it is developed with the future developments in mind. It is a legislated management tool that allows for the determination and environmental sensitivities, through establishing a layered GIS database, allowing for improved planning and decision-making. Using the current NEMP as the basis for an EMF to be developed in concert with the Development Plan will not be an exhaustive task and in the long run will save money and time, in particular when it comes to environmental approval processes.

6.5. Closing the Gaps
While the 2nd ICMP provides a comprehensive framework there are several other plans (some of them already in draft form while others have not been done at all) and policies that need to be developed to close all the gaps. They are:

1. The Built Environment Conservation Manual;
2. The Collections Management Plan;
3. The Marketing Plan;
4. The Disaster Preparedness Plan;
5. The Operating Plan for the Ferry and Cargo Operations.

The plans listed here are briefly discussed below.

6.6. The Built Environment Conservation Manual (BECM)
The Built Environment Conservation Manual (BECM) should focus on the built environment of the RIWHS. Its purpose should be to guide the maintenance and restoration of the built environment in ways that are practical. It should be cost-effective yet robust enough to not damage the Authenticity of Integrity of the built environment assets. The BECM should consider inter alia the following:

1. The architectural heritage of all historical eras of the Island, inclusive of all basic infrastructure and human-made features such as buildings, roads, routes, excavations, and quarries;
2. The archaeological heritage of the Island, inclusive of the remnants of structures, historic garbage dumps, other signs of human activity and habitation, and human-made features such as cultivated landscapes, hedgerows, forests and so forth;
3. Visual landscapes, including important viewpoints to and from the Island, visual connections between significant heritage elements or landscapes, and important view-lines, visual axes, or view-scapes;
4. The intangible values associated with all of the above, including, for instance the heritage value of sacred and spiritual sites.

Management Imperative: To ensure proper maintenance and care of the very important built environment, a Built Environment Conservation Manual (BECM) must be commissioned and created to cover aspects of the built environment.
**6.7. The Collections Management Policy**

There is a Cultural Heritage Policy and Procedure Document within the Collections Management Policy for Robben Island Museum (RIM), which establishes the principles and criteria for the acquisition, disposal, documentation, loan, care and use of the movable heritage resources and collections of RIM in accordance with international standards of museum and archival practice. It covers all the collections of Robben Island Museum, Jetty 1 at the Victoria and Alfred Waterfront, Nelson Mandela Gateway on the Waterfront and the UWC Robben Island Mayibuye Archives, including collections on exhibition or in storage as well as collections on loan to other institutions. The following individual policies are classified as part of the Collections Management Policy (Ref RIM CH-01) and should be referred to in conjunction with the afore-mentioned policy:

1. RIM CH-01-01: Collection Management Policy: Acquisition Policy;
2. RIM CH-01-02: Collection Management Policy: Documentation Policy;
3. RIM CH-01-03: Collection Management Policy: De-accessioning and Disposal Policy;
4. RIM CH-01-04: Collection Management Policy: Loans Policy – Incoming and Outgoing;
5. RIM CH-01-05: Collection Management Policy: Access to the Collections, Archives and Resource Centre;

*Management Imperative*: Policies and procedures related to all aspects of collections need to be consolidated and unpacked into a complete set of management instruments that will take care of the total management of the collections of RIM.

**6.8. The Marketing Plan**

There exists a Draft Marketing Plan that contains a product strategy that is based on product diversification supported by improvements of the overall narrative, the Visitor Management Plan, and Customer Service. It explicitly aims at expanding the tourism niche aimed at by inclusion of previously excluded heritage elements like shipwrecks, birding, the World War II heritage, and the religious buildings. It covers the following key issues:

1. Processes and ‘Distribution’ plan (actually bookings and information);
2. Pricing plan;
3. A detailed Promotion Plan and strategies;
4. Facilities;
5. Training of personnel.

*Management Imperative*: The Draft Marketing Plan needs to be finalised in conjunction with, and informed by the 2nd ICMP. All needed activities must be brought together in an Action Plan.

**6.9. The Emergency and Evacuation Plan**

The 2004 UNESCO Mission Report 2004 recommended that a disaster preparedness plan should be developed for the Site, including the Mayibuye Archives. RIM has since produced an Emergency and Evacuation Plan (latest draft March 2012) within the Health and Safety function. The plan deals with the following:
1. Accidents at sea involving the Robben Island Ferries;
2. The stranding of foreign vessel on Robben Island;
3. Oil pollution on Robben Island;
4. Fire prevention and control;
5. Nuclear disaster or potential nuclear disaster;
6. Bomb incidents, and;
7. A general disaster evacuation plan for Robben Island.

However the plan does not cover the Mayibuye Archives. Not all staff is aware of the plan and the procedures to be followed in the case of incidents.

**Management Imperative:** The Emergency and Evacuation Plan should be revised and expanded and put into operation. This includes the following actions:

1. The Plan should be introduced and explained to all staff involved, allowing staff to gain clarity on any uncertainties regarding procedures. Thereafter the plan should be placed on a central drive so that it can be accessed at all times, and a summary of procedures and emergency contact numbers should be drafted and distributed so that it may be printed and made visible in the various offices;
2. Staff should receive training on protocols and the equipment needed for fire control;
3. A separate plan should be drafted for the Mayibuye Archives;
4. A fire contingency plan, which covers direct and indirect impacts on fauna and their habitats, should be developed. It should make special reference to endangered seabirds, including responses to habitat loss, foraging patterns and even evacuation of certain species, such as penguins;
5. Outbreaks of animal and bird disease, with special consideration to endangered seabird species should be included in future iterations of the plan;
6. Plans for climate-change related events such as extreme weather conditions, storm seas, coastal erosion and sea level rise as a long term threat should be included in future iterations of the plan;
7. An independent review of the Emergency and Evacuation Plan should determine whether further risks are likely and would identify whether the plan is effective and has been properly communicated to staff.

**6.10. The Operating Plan for the Ferry and Cargo Operations**

The emerging RIM Strategic Plan identifies the need of an Operating Plan for the Ferry and Cargo Operations as part of the RIM turnaround strategy. Considering the importance of these operations and the impact they have on the functioning of the Island, including visitor experience such a plan should be completed as soon as possible.

**Management Imperative:** The Operating Plan for the Ferry and Cargo operations should be completed as soon as possible. The former in particular should resonate strongly with the Visitor Management Plan.
7. Implementation Plan

7.1. The Origin of actions to be implemented
Any plan is only as good as its implementation. To facilitate implementation the Operational Management Plan identified various Management Imperatives that are noted throughout the document. These management imperatives are all taken up in the Implementation Plan. The Strategic Objectives in the Operational Plan are linked to the Action Categories in the Implementation Plan. The Action Categories represent a systematic organisation of all necessary management actions that have been identified in the revision of the ICMP.

7.2. Prioritisation of actions to be implemented
At a first sight the number of actions listed under the Action Categories appears daunting. However, many of them are already under some degree of implementation. Tasks have an overall priority rating that can be designated in an initial operational management workshop after publication of the 2nd ICMP. Prioritisation shows the RIM management where to start, and immediately make the overall number of tasks less daunting as not all have to be implemented at the same time. The answer to the old question of how one eats an elephant remains as true as ever: one bite at a time!

The priority rating exercise should be repeated in internal RIM workshops which will enable management to further unpack, prioritise and usurp the actions into its Strategic Plan and accordingly allocate them across the relevant RIM departments and programmes. During this process RIM management can also internally assess its capability to accomplish the different tasks and even make a call on which ones they may want to outsource or may require outside assistance with. Periodic intra-departmental prioritisation workshops are also recommended and can be done after periodic M&E exercises.

Management Imperative: A planning workshop should be held with RIM management, possibly first at a departmental level and then in a plenary session, to prioritise all actions and agree on, or modify the Implementation Plan timelines so that the practicalities of implementation can be fully agreed upon by all parties.

7.3. Monitoring and Evaluation
The only way to measure both the roll-out of the 2nd ICMP and then also effect that it has on the management of the Island is through Monitoring and Evaluation. In this instance it can be said that the implementation of the plan has to be carefully monitored. It is proposed that the Implementation Plan be expanded into a log frame format. This will allow for the main actions to be broken down into clear steps, deliverables, indictors and timelines, with tasks assigned to, and accepted by the responsible parties. Every quarter progress can be assessed by monitoring what steps have been taken (or not). Obstacles can then be discussed and ways of overcoming them sought. The advantage of monitoring is that bottlenecks in management can also be easily identified and timely assistance can be provided to the respective and responsible parties.
Finally, an evaluation matrix that focuses on end results must also be part of the M&E system and here the actual impact of the 2nd ICMP can be evaluated. Not everything in the 2nd ICMP may be as effective as is anticipated at the time of writing the plan. Certain approaches or actions may have to be modified and entirely new ones may need to be brought in to ensure the desired effect is reached. This is called adaptive management, and without monitoring and evaluation this is not possible. And added advantage is that a good M&E system can greatly assist in reporting to the relevant ministries and parliamentary subcommittees as well as UNESCO. An M&E system need not be over-complicated – like in all aspects of the 2nd ICMP, simple is good. Its existence will make management easier rather than complicate it. Without it management has no way of knowing how they are doing.

With the different plans now in place, accompanied by a good Monitoring and Evaluation (M&E) framework that must be developed in the near future, RIM management will be equipped by a powerful set of tools. Beyond that, there is ‘nothing to it but to do it’. Implementation of the 2nd ICMP is ready to start.

Management Imperative: The design of a comprehensive M&E framework and putting it in place is a prerequisite to adaptive management and should be put in place shortly after the start of the 2nd ICMP.
Glossary

**Adaptation**: Renewing or modifying a building to retain its character to suit proposed compatible uses even if the end is no longer authentic in all respects. Adaptation is acceptable where the conservation of the place cannot otherwise be achieved, and where the adaptation does not substantially detract from its cultural significance. Adaptation should be limited to that which is essential to a use of the place. Fabric of cultural significance unavoidably removed in this process of adaptation should be kept safely to enable future reinstatement.

**Apartheid**: A systematic official policy of racial segregation, and political and economic discrimination applied by the South African government between 1948 and 1994. The hierarchical structure of discrimination was arranged on the basis of four main groups in which people were classified: White, Coloured, Indian and Africans.

**Audience**: People who participate in RIM initiated and constructed activities outside of the site; such as the members of the RIM road-show/travelling performance, reference group meetings, research activities, or those who watch or listen to RIM programming via various kinds of media and curated exhibitions.

**Authenticity and integrity**: Authenticity and integrity are aspects of the quality of heritage that may be protected within a World Heritage Site or other locations. Such heritage may date from a specific period of time relevant to the significance of the site. A site may not be intact but it could still be authentic. A ruin with most of its fabric missing, for example, may be authentic because it has not been overlaid or distorted by subsequent layers. Memory and documentation can also be authentic (although not necessarily accurate) because it derives from the period under study or from someone who had direct experience of an event. For conservation purposes, authenticity and integrity mean the same thing, although in the case of Robben Island the term authenticity is used primarily with regard to the cultural environment and integrity to the natural environment.

**Conservation**: All efforts to retain the cultural heritage and significance of a site. It includes maintenance and may include preservation, restoration, reconstruction and adaptation. It will usually be a combination of several of these strategies.

**Cultural landscape**: A landscape designed, improved or at least affected by human activity, whether deliberately or not. In other words, a cultural landscape refers to tangible human modifications of a natural environment and the intangible meanings associated with that modified landscape, like memories, traditions and stories. The *Application for Inclusion on the World Heritage List* describes Robben Island as a cultural landscape that contains a built environment, with its allied structures that were constructed and demolished over a period of some 350 years, an island transformed by its inhabitants over that same period and including sites and places of cultural significance. Cultural landscapes typically tend to be layered, reflecting a range of activities over time and the connection of ‘the past, present and future are seamlessly connected’ (O’Hare 1997:47). Examination and appreciation of the different layers and their interrelationships ultimately brings a deeper understanding and appreciation of the Island’s universal significance. While the earlier layers have tremendous value in their own right, they also provide a profound context for the oppression during Apartheid and finally, the achievement of freedom and democracy.
**Cultural significance**: Historic, scientific or social value of past, present or future generations.

**Democracy**: A method of governing in which power is vested in the people regardless of their religious, racial or ethnic origin and is exercised by them directly or indirectly through a system of representation usually involving periodically held elections. For South Africa, democracy was introduced, through a free and fair election process, with the election of a government that abolished Apartheid laws that were discriminatory on the grounds of race, gender or religion.

**Heritage**: Heritage is our legacy from the past. It includes those places, objects, languages, memories or cultural activities that have aesthetic, historic, scientific or social significance or some other special value bestowed on them by society.

**Intangible heritage**: Heritage associated with a place that is not expressed physically. It includes aspects such as symbolic meaning, values, activities like dancing, storytelling and music-making, memory and routine.

**Integrated Conservation Management Plan**: A management plan that integrates a range of subsidiary plans and processes into a single overarching and logically consistent whole, i.e. it describes the whole and the relation of its parts, inclusive of such elements that may still have to be put in place. An integrated conservation management plan, by implication, focuses on conservation.

**Interpretation**: The process of deriving and communicating meaning and understanding of the values and significance of the WHS in a manner that enhances the national as well as universal significance and the spirit of Ubuntu, which was forged through hardship and struggle and is revealed in the oral stories, objects, artifacts, landscapes and sites of Robben Island. Interpretation is a key conservation tool of the intangible and tangible heritage resources of the Political Imprisonment Landscape of Robben Island.

**Landscape**: A collection of natural and cultural features that characterise a particular place.

**Layers**: These are the parallel documents/texts, narratives, memories and commentaries associated with places at a site.

**Layering**: This may be interpreted as the visible and physical manifestation of change to buildings and structures affected over a period of time.

**Living heritage** as denoted within the UNESCO definition at RIM, is the practices, values, stories, and memories which are embodied in people such as the ex-political prisoners (EPPs), warders, WW2 veterans and peoples of South Africa and the world who resisted Apartheid. The visitor to RIM becomes a part of building and conserving the legacy of the Island and contributes to new memories, stories and histories through various public programme activities.

**Maintenance**: The continuous protective care of the fabric, contents and setting of a place, and is to be distinguished from repair.

**Memory landscapes** are associations, including feelings which people have with regard to a particular landscape or environment. The landscape or traces may not exist in tangible form any longer or at all.\(^5\)

---

\(^5\) For example; political prisoners may only recall sites and landscapes on the island to which they were exposed through hard labour or walking.
**Mindful and unmindful visitors:** ‘Mindful people actively process information, question what is happening and have maximum control over their own behaviour and situations they are in (Mascardo, 1996).’ Unmindful visitors are visitors who do not actively participate in the communication process and alienate themselves from the values associated with the environment and significance of the place they are in.

**Mitigation:** Any action to reduce the negative impact of intervention.

**Outstanding Universal Value:** Outstanding universal value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole.

**Overall Interpretation Objective:** This is what RIM sets out to achieve through all of its interpretation strategies. Evaluation and assessment of the success of the communication of the content of interactions with RIM visitors and audiences should be measured against this objective.

**Patina** is a tarnish that forms on the surface of copper, bronze and similar metals (produced by oxidation or other chemical processes); stone; a sheen on wooden furniture produced by age, wear, and polishing; or any such acquired change of a surface through age and exposure. Patinas can provide a protective layer to materials that would otherwise be damaged by corrosion or weathering. They may also be aesthetically appealing.

**Pilgrimage:** Memorial visits to symbolic/sacred sites. In 1999 the concept of ‘pilgrimage’ was developed by RIM, as an overarching concept through which the visitor management experience would be mediated. This would be ‘implicit’ and subtle - a framework for RIM to develop its ‘services/products’ rather than an ‘explicit’ process.’ The pilgrimage concept provides RIM with, in the words of the Conceptual Plan, ‘a strategy which minimises vulnerabilities / protects the significance of the Island through an evocative visitor experience in the precinct (prison) and which recognises that visitor needs are a critical museum consideration and thus form an integral part of this conservation / interpretation strategy’ (Le Grange, 2000. Conceptual Plan: Prison Precinct Visitor Experience.)

**Public Programming:** Active, planned activities which are initiated and managed by the RIM which engages the Public in interaction and dialogue about the legacy of RI which results in community development and empowerment.

**Publics:** The people of South Africa and the world, who may or may not have an interest or stake in the legacy of Robben Island. RIM may choose to identify groups of people within these ‘publics’ and target them to become ‘visitors’. These include groups such as the economically disadvantaged, groups which may not be visiting for one reason or another or others, such as 25-35 year olds who are economically active and frequent travellers but who have not visited RIM.

**Resistance:** Resistance in the Robben Island context was understood and practiced to mean all attempts to maintain human dignity, self respect and respect for others in the face of conditions and systems which dehumanised and degraded. The use of education, sport, arts and culture, are examples of successful attempts on the part of the political prisoners to resist these dehumanising conditions and perceptions of themselves. Resistance therefore took physical (through hunger strikes) and spiritual and cognitive forms (through highly organised formal and informal education classes, poetry writing, performance of plays, debates and sport).
**Risk:** A hazard measured against vulnerability. In other words, the degree to which loss is likely to occur, as a function of the nature of particular threats in relation to particular circumstances. More broadly speaking, risks include any factor that could render RIM unable to achieve its Strategic Objectives.

**Robben Island Museum (RIM):** The institution that is legally charged with the management of Robben Island as a World Heritage Site. It is responsible to the Department of Arts and Culture and the Parliamentary Portfolio Committee of Arts and Culture.

**Robben Island World Heritage Site (RIWHS):** The Island, inclusive of a 1 nautical mile buffer zone, which has been listed as a UNESCO World Heritage Site. This means that the site has certain Outstanding Universal Values of international significance that have to be protected in accordance with UNESCO WHS conservation management principles.

**Statement of Outstanding Universal Value:** A concise statement of the outstanding heritage value of a WHS, the value which provides such a site with universal value.

**Tangible and intangible heritage:** The UNESCO 2003 Convention defines Intangible Cultural Heritage as the practices, representations, and expressions as well as knowledge and skills that communities, groups and in some cases, individuals recognise as part of their cultural heritage. It is traditional and living at the same time. RIM recognises ‘the indivisible nature of tangible and intangible heritage. Intangible heritage gives meanings, values and context to objects and places’. The individual elements cannot be separated, they are inextricably linked. RIM also understands that there are a multiplicity of values that exist within any one site and that these relate to emotive, intellectual, physical and sensory experiences of the site.

**Theme-based:** Thoughtful and careful planning is the key to good interpretative strategies. These include a reflection on the RIM Statement of Significance and identifying key anchors which emerge as story-lines for tour narratives, exhibitions, educational activities, research and publications.

**Tolerance:** Does not mean ‘turning the other cheek’ or mere ‘getting along’ with someone. It was the conscious attempts to understand difference, seek similarities and through this to nurture self respect and respect for others.

**Ubuntu:** An African word meaning humanity to others. Loosely translated into English it means; ‘I am what I am because of who we are’. Archbishop Desmond Tutu in 1999 defined Ubuntu as follows: ‘a person with ubuntu is open and available to others, affirming others, does not feel threatened that others are able and good, for he or she has a proper self-assurance that comes from knowing that he or she belongs in a greater whole and is diminished when others are tortured or oppressed.’

**Visitor:** People who make a conscious decision to travel from their homes and places of residence to Robben Island and spend time on the site\(^6\). This could be for two to three hours or up to extended periods of many days or months.

---

\(^6\) Site includes the Island as well as all satellite buildings; Nelson Mandela Gateway, Jetty 1, and UWC/RIM/Mayibuye Archive.
Bibliography

Unpublished reports, policy documents and plans


Stellenbosch University. 2011. Short term vegetation changes following the control of European rabbits on Robben Island, Research Highlights Brief for Resource Managers, November 2011.


**Select Publications**


Sherley, RB et al. In prep. *Growth and decline of a penguin colony and the influence on nesting density and reproductive success*.


