

# PROPOSED PHOTOVOLTAIC CELL PLANT: ROBBEN ISLAND WORLD HERITAGE SITE

DRAFT HERITAGE IMPACT ASSESSMENT REPORT  
Conducted in terms of Section 27 of the NHRA (Act 25/1999)



SAHRA CASE NUMBER: 8981, reference 9/2/018/0004

Prepared for

**Robben Island Museum**

By Sally Titlestad, Rennie Scurr Adendorff Architects,  
with Cedar Tower Services

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>3</b>
<b>1 INTRODUCTION</b>	<b>1</b>
1.1 Introduction and Background to the project	1
1.2 Legal Framework	2
1.3 Approach to the Heritage Impact Assessment	3
1.4 Study Methodology	3
1.5 Assumptions and Limitations	5
1.6 Specialist Team and details	6
1.7 Declaration of Independence	6
1.8 Report Structure	7
<b>2 PROJECT DESCRIPTION</b>	<b>8</b>
2.1 Proposed Land mounted Photovoltaic cells and associated infrastructure	8
2.2 Site Selection	9
2.3 Status of Robben Island against which the proposed project is assessed	15
<b>3 ROBBEN ISLAND: DESCRIPTION, HISTORY, CULTURAL LANDSCAPE AND SIGNIFICANCE</b>	<b>17</b>
3.1 Brief History of the Island	20
3.2 Robben Island as a World Heritage site	22
3.3 Robben Island as a National Heritage site	22
3.4 Cultural Landscape and Significance of the Island	23
<b>4 THE IDENTIFIED SITES</b>	<b>27</b>
4.1 Current Conservation Status of Proposed Sites	30
4.2 History of the identified sites	35
4.3 Table of Archaeological Observations	54

<b>5</b>	<b>CONSULTATIONS</b>	<b>56</b>
<b>6</b>	<b>IMPACT ASSESSMENT</b>	<b>60</b>
6.1	The Current Proposals in relation to Significance	60
6.2	Conservation policies and Heritage Indicators	61
6.3	Heritage Considerations and concerns	63
6.4	Archaeological Impacts	66
6.5	Visual Impacts	69
6.6	Integrated Heritage Impacts	73
<b>7</b>	<b>CONCLUSIONS AND RECOMMENDATIONS</b>	<b>83</b>
<b>8</b>	<b>BIBLIOGRAPHY OF SOURCES</b>	<b>1</b>
<b>9</b>	<b>APPENDICES</b>	<b>1</b>
9.1	Alternate Sites (WSP PB)	1
9.2	Letter From SAHRA Outlining requirements for the HIA	1
9.3	Robben Island NATIONAL Heritage Site Gazette notice	1
9.4	Visual Impact Assessment Study report	1
9.5	Table Of Stakeholder Consultations	1

## EXECUTIVE SUMMARY

---

This heritage impact assessment has been conducted for Robben Island Museum to assess a National Department of Tourism proposal to establish a photovoltaic cell plant on the Island on a site of approximately 1ha.

Rennie Scurr Adendorff Architects was appointed by Robben Island Museum to conduct a Heritage Impact Assessment for two proposed sites as part of the Basic Assessment being undertaken by WSP|PB in terms of the National Environmental Management Act. This HIA incorporates archaeological and visual components into the overall assessment.

Five potential sites were initially identified. Three of these were excluded for various reasons prior to the appointment of the Heritage specialists. The two remaining sites, namely the *cricket ground* and the *agricultural site*, were put forward for study by the specialist heritage team in the HIA.

The study has involved extensive fieldwork, desktop research and stakeholder consultation. The study finds that the proposed photovoltaic cell plant installation will constitute a change in character to the local site. However, when assessed against the criteria that any proposed change should not adversely the setting and qualities of the overall site (Robben Island), it is concluded that the proposal is acceptable on a site with no heritage significance, provided that any resultant negative visual impacts arising from this installation are able to be mitigated. The study also finds that the potential uncovering of the lost locations of the boundaries of the old Convict Station and Male Leper wards would positively contribute to the significance of the Island.

The assessment finds that the broader *agricultural site* is a site exemplary of Outstanding Universal Value and should be conserved and protected from any development. This site is therefore not suitable for use for the PV plant and was excluded from detailed assessment.

The assessment finds that the *cricket ground site* is currently largely unused and does not contribute to the heritage significance at National or World Heritage levels and is therefore suitable for use for the PV installation. Mitigation of the negative impact on the change in form, scale and visual reading of the site can

be done with landscaping and interpretation. Positive impacts of the proposal will be the increase in sustainability of the Island and the possibility of locating previously lost structures relating to the outskirts of the Convict Station and ancillary Leper colony structures.

### The HIA recommends that SAHRA:

1. Adopt and endorse the report's Heritage Indicators for the installation of the proposed PV plant.
2. Endorse the assessed significances of the proposed sites,
3. Endorse the exclusion of the agricultural site from infrastructural development because of its assessed OUV and vulnerability to erosion of significance.
4. Endorse the assessed impacts of the installation on the cricket ground site,
5. Endorse the use of the cricket ground site for the proposed installation,
6. Endorse and adopt the assessed conditions and limitations for the proposed installation,
7. Endorse and adopt the Heritage Impact Assessment report.

We would like to acknowledge and thank all those who took the time to assist in the assessment process, and particularly the ex-political prisoners and residents with whom we consulted. We are acutely aware that they put aside outstanding issues of some difficulty in order to be able to constructively and meaningfully engage in and contribute to the assessment process. We are deeply grateful for this contribution, without which the assessment would not have been complete.

# 1 INTRODUCTION

## 1.1 INTRODUCTION AND BACKGROUND TO THE PROJECT

The National Department of Tourism has a pilot project proposing supplying land mounted renewable energy generation facilities to identified tourist sites around South Africa. Robben Island was identified by the National Department as an appropriate recipient of this pilot project.

WSP|PB was appointed by the National Department of Tourism to conduct an independent Environmental Assessment and stakeholder engagement for this project.

A site meeting between RIM management and the Engineers was held to identify potential sites on 6 October 2015<sup>1</sup>.

There is the possibility that the desalination plant could be solely run on renewable energy and there was a preference for sites relatively close to it for that reason. A site of  $\pm 1$  ha is necessary to provide the generating capacity of 300-500kW.

Rooftop structures were found to be unsuitable as most of the roof structures are asbestos and in a poor state of repair and would require replacement prior to construction which would make the project economically unfeasible.”<sup>2</sup>

Five potential sites were identified. Three of the five were excluded for various reasons prior to the appointment of Heritage specialists. Please see Alternate sites document appended.

---

<sup>1</sup> RIM management in attendance at that meeting were the Chief Heritage Officer, Infrastructure Manager, Environmental Manager, and Estates Manager. Perss.Comm. Jacqui Fincham, WSP|PB

<sup>2</sup> WSP|PB 2016 “Robben Island Photovoltaic facility Project\_Alternative sites 2. Unpublished draft provided to Specialists.

### Robben Island Status Quo regarding electricity

Robben Island has its own power supply system that provides the Island’s electricity needs. This is achieved by five 275 kilowatt diesel generators, with 11kW underground power lines conducting power through the grid. The current cost of diesel to run these plants is in the region of 11 million rand a year. (WSP|PB)

Almost half of the power used is consumed by the desalination plant, which produces up to 50 000 litres of potable water per day and is located within the village precinct to the south east of the Island.

The generation of electricity, particularly for the production of potable water, is critical to the maintenance and optimal use of Robben Island and the Integrated Conservation Management Plan (2013-2018) for Robben Island has identified the need to prioritize increasing the Island’s energy efficiency.

Rennie Scurr Adendorff Architects was appointed by Robben Island Museum on 21 December 2015 (with assessment work beginning on 11 January 2016) to conduct a Heritage Impact Assessment for two proposed sites as part of the Basic Assessment (BAR) being undertaken by WSP|PB in terms of the National Environmental Management Act (NEMA) (Act 109/1998).

Rennie Scurr Adendorff appointed Cedar Tower Services to undertake the archaeological component of the Heritage Impact Assessment for the proposed Robben Island Photovoltaic Facility Project.

This report incorporates the archaeological components of the work into the overall Heritage Impact Assessment.

## 1.2 LEGAL FRAMEWORK

There are a number of legislative frames that the Robben Island Museum (RIM) functions within. For the purposes of this assessment only those frameworks that require addressing are outlined:

Robben Island is a State owned property within the coastal zone in terms of the National Environmental Management Act (Act 109/1998) and therefore any proposed infrastructural development on the Island triggers the requirement for Environmental Impact Assessment. The project is subject to a Basic Assessment Report (BAR) under the NEMA.

Robben Island is a declared World Heritage Site (WHS) and a National Heritage Site (NHS) in terms of the National Heritage Resources Act (NHRA) (Act 25/1999). The process requires a permit in terms of Section 27 of the NHRA for construction of the plant if the proposal is accepted. As the site is formally protected, Section 38(8) of the NHRA does not apply and the applicant must obtain approval from both SAHRA in terms of Section 27 of the NHRA and the Department of Environmental Affairs in terms of the NEMA.

World Heritage is partly managed under the inscription into South African Law of the World Heritage Convention Act (Act 49/1999), which seeks to implement the World Heritage Convention of 1972 (WHCA), which South Africa ratified in 1997<sup>3</sup>.

The general objectives of the WHCA include:

- The cultural and environmental protection and sustainable development of, and related activities within World Heritage Sites;
- To promote, manage, oversee, market and facilitate tourism and related sustainable development in connection with World Heritage Sites in accordance with local law, the Convention and the Operational Guidelines for the Implementation of the Convention, so as to maintain the cultural and ecological integrity of the sites;
- To ensure that the cultural and natural heritage of South Africa is protected, conserved and represented;

- To encourage investment, innovation and job creation in connection with World Heritage Sites;
- To promote the development of sustainable projects in connection with World Heritage Sites;
- To promote empowerment and advancement of historically disadvantaged people in projects related to World Heritage Sites

This impact assessment is conducted to evaluate the impacts of the introduction of a renewable energy facility to Robben Island.

The proposal triggers Section 38 1(a) and (c) of the NHRA as follows:

Section 38 (1) a) “construction of a road, wall, power line, pipeline or similar linear development or barrier exceeding 300m in length”, and

38 c) “any development or activity that will change the character of a site i) exceeding 5000m<sup>2</sup>” must immediately inform the appropriate Heritage authority of the intention and comply with guidelines set by that authority.

Notification of the project was formally submitted to and received by SAHRA on SAHRIS 19<sup>th</sup> January 2016. Communication was received from SAHRA on February 9<sup>th</sup> outlining their requirements: (See Appendix 2)

1. “The SAHRA has no objection to the envisaged approach to both the Heritage Impact Assessment (HIA) and the Visual Impact Assessment (VIA). It is clear from the letter of intent that the VIA will form part of the Basic Assessment process and will focus on the visual impacts relating to the shipping route and the visual impacts from the Island itself. The HIA, as stated, will be following the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011) which SAHRA supports as Robben Island is a World Heritage Site;
2. SAHRA would like to take into account and be made aware of any comments or objections made relating to the project;
3. SAHRA must take into account the considerations of the ex-political prisoners and it is required that they should be consulted directly during the public participation process;
4. For alternative 1 (cricket ground) there is no need for a Palaeontological Impact Assessment as it is previously disturbed. For alternative 2

<sup>3</sup> Robben Island 2007-2012 ICMP, p56.

(undeveloped land), a desktop palaeontological assessment will be required”.

SAHRA is both commenting authority to the National Department of Environmental affairs on the Environmental application, and is the approving authority for the National Heritage Site.

### 1.3 APPROACH TO THE HERITAGE IMPACT ASSESSMENT

The approach to this specialist study is based and guided by the following reports, legislation and guidelines:

- ICOMOS Guidance on Heritage Impact Assessment for Cultural World Heritage Properties (2011),
- The National Heritage Resources Act (Act 25/1999),
- International Council on Monuments and Sites (ICOMOS) Burra Charter (1999),
- Guidelines for Involving Heritage Specialists in EIA processes: Edition 1 CSIR report No. ENV-S-C 2005 053 RSA, Provincial Government of the Western Cape, Department of Environmental Affairs and Planning, Cape Town (DEA&DP). These guidelines are based on accepted international best practice guidelines.
- Heritage Western Cape Guidelines for Heritage Grading, and
- The 1998 report on conservation policy approaches for Robben Island and the 2007-2012 and 2013-2018 Integrated Conservation Management Plans for Robben Island Museum.

The assessment has achieved the following requirements set out in section 38 (3) of the NHRA:

- The identification and mapping of heritage resources.
- Assessment of the significance of heritage resources in terms of the criteria set down by the Act.
- Assessment of the impacts of the proposals on resources identified at WHS and National level, and evaluation of impact relative to the sustainable social and economic benefits to be derived from the development.

- Where heritage resources will be adversely impacted, the consideration of alternatives.
- Recommendations for mitigation of adverse impacts where these are identified and where alternative sites have not been available. This is coupled with assessment of the level at which mitigation would successfully address the negative impacts on resources or on OUV.

### 1.4 STUDY METHODOLOGY

The methodology implemented in the study was broken down into eight components, namely:

- **Site and route alternatives:** WSP|PB Engineers and RIM Management identified sites alternatives before the appointment of the Heritage professionals, based on the identified need to reduce diesel usage and improve energy efficiency on the Island, a need identified in the 2013-2018 ICMP.
- **Collection of baseline information:** Robben Island has been fairly extensively holistically assessed and its significances on both the level of World Heritage and National Heritage articulated in multiple documents. The Registry of the SAHRA was consulted to understand the administrative processes of the Island along with all previously completed Heritage and Archaeological Impact Assessments on the Island.

The nomination dossiers compiled for the declaration of the Island as a National Monument, National Heritage Site and World Heritage Site were instrumental in helping to understand the Island’s significant landscapes.

The Integrated Conservation Management Plans (2007-2012 and 2013-2018) have provided the framework within which all activities on Robben Island are to be conducted, such as the principles to follow when development is carried out and for identifying responsible parties and stakeholders.

The Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (ICOMOS, 2011) was also consulted to ensure best practice and international standards were followed for this Heritage

Impact Assessment. Additional research was conducted using the South African Heritage Resources Information System (SAHRIS) to review all issued permits and any developments on the Island during the last decade.

Given the immense amount of detailed information available about Robben Island, we did not conduct further primary archival research at the National Archives of South Africa as there was more than sufficient material available to assess the impact of the development on the Island and its significance.

- **Collecting additional data:** Additional assessment and the collection of primary data has occurred only in places where the significance of the identified sites has been unclear or was unknown and undeveloped at the time of the baseline studies. The cricket ground site and the agricultural site, both seen as 'open spaces' or associated places in previous assessments have required the collection of additional data. RIM ran a reference group research project with ex-political prisoners during 2001 and 2002, and oral histories relating to prison sites were collected and recorded from ex-prisoners who worked at particular sites or on certain work gangs during their period of imprisonment. This information has been collated with previous assessments and with site visits conducted with ex-prisoners to determine whether existing assessments of the identified sites adequately captured the significance and meanings of the site. An oral interview was conducted with an ex-warder to establish details of the 'cricket ground' site.

The Directorate of Surveys and Mapping (DSM) supplied historical maps to better understand the actual changes in the landscape over time. Unfortunately, because of the military and political history of Robben Island, no maps or aerial imagery are available from 1938-1989. The earliest dated map available at the DSM is a 1:600ft map from 1894. There is also a 1:5000 aerial photograph that was taken in 1938 and an aerial photograph taken in 2008. There are references to an aerial photo survey undertaken by the Directorate in 1988 but this dataset is currently not available at the DSM. All necessary information from this survey is included in Robben Island's Survey of the Built Environment (Le Grange et al., 1998, 2000).

- **Consultation with stakeholders:** An introductory meeting with RIM management was held at Robben Island Gateway on 15 January 2016. Key stakeholders were identified by RIM management at that meeting. RIM undertook to consult with Transnet directly.

The Heritage specialists were tasked to inform stakeholders of the proposed project and to conduct consultations with these groups where desired by the group. Detailed information about the consultation processes is contained in that section of the report. Sally Titlestad, Mike Scurr and three archaeologists from CTS visited the Island on 25 January 2016 to meet with ex political prisoners employed by the Island and to carry out the field survey. Consultation with an ex-warder (there was only one contactable) took place on 25 January. One member of the CTS team, along with Sally Titlestad held a second consultation meeting with EPPs on 27 January. Mr Muntu Nxumalo (the Director of the Department of Correctional Service in charge of Island activities, and ex-political prisoner) attended a site visit with the above team members on 27 January 2016, accompanied by an ex-political prisoner employed by the Island, Mr Grant Shezi.

A consultation meeting with residents of the Island who may be effected by the proposal took place on 8 February.

- **Fieldwork:** The two proposed development alternatives and their associated infrastructure such as the power line routes and battery storage areas were surveyed. Mr Grant Shezi, an ex-political prisoner, accompanied the team to Alternative 2, where he gave an in-depth explanation of the history of the Landbou site before the team commenced the field survey.

Both alternatives were covered in transects and observations were plotted using a handheld GPS (Garmin eTrex Vista hcx) and photographed using digital cameras (Olympus Stylus TG-830 iHS and Nikon D3500 SLR). The maps included in this report show GPS tracks recorded by one member of the team. Archaeologically significant locations were recorded and photographs were taken of the general areas, specific artefacts and their positions.



There were no constraints or limitations during the survey. The surface visibility was excellent at Alternative 1 (the Cricket ground) and generally good at Alternative 2 where only a small section was overgrown with vegetation.

- **GIS & Data processing**

The archive of archaeological sites and observations reported in previous HIAs, particularly by the ACO, were captured on SAHRIS and moderated against previous entries in the system (Hart et al., 1998; Halkett, 1999; Hart, 2001, 2002, 2003). After the data capturing was completed, the new data from the field survey carried out in January 2016 was uploaded to an integrated GIS database management system so that the results could be compared to previous studies on the Island (see Figure 1).

The sites and observations were interrogated against various layers of maps which included present-day aerial photography available on Google Earth, historical aerial photography from the DSM and various historical maps such as Barbier's Map of 1785, the topographical map by Biesheuvel, Watson and Whittingdale of 1933, the Public Works Survey of 1972 and the 1:1000 R6-T11 to R6-T11/9 map from the DSM made in 1989.

- **Establishing Heritage Indicators:** Guiding principles relating to development within cultural landscapes of Outstanding Universal Value and of National significance were drawn from existing studies. Conservation principles and policies that apply to the sites have been collated. These serve to provide Heritage Indicators and provided the analytical framework for the assessment process.
- **Assessment of Impacts, Determining scale of impacts, and assessing possible mitigation measures that may be required:** Impacts of the proposals on the cultural landscape and on intangible heritage embedded in the landscape as well as on individual resources have been undertaken in terms of the analytical framework established by Heritage Indicators.

Assessment tables identify, describe and assess impacts and their scale on the significances at the level of World Heritage and at National level. Considerations are thereafter made of the proposal and its probable impacts and what may mitigate these impacts - whether mitigation would reduce impacts to acceptable levels successfully as directed by the ICOMOS guidelines.

- Conclusions were drawn and recommendations were made.

## **1.5 ASSUMPTIONS AND LIMITATIONS**

It is assumed that the data on the proposed project provided by WSP|PB and Robben Island Museum is accurate and up to date at the time of finalising the HIA.

It is assumed that previous assessments have been thorough and that those that have been submitted to authorities have been accepted and endorsed as relevant and appropriate. We have therefore used previous assessments as the basis of the current assessment.

The HIA faced the following limitations:

- All sites were selected before the independent Heritage specialist team was appointed. WSP|PB and RIM Management selected the sites and the specialist team was appointed to assess two pre-selected sites;
- Notification to the Public in terms of the NEMA process (newspaper adverts and public posters on site) were published in December 2015 before the appointment of the Heritage specialists,
- The limited extent of detailed technical information available at conceptual stage has restricted our assessment to the detailed technicalities provided,
- Extremely tight timeframes for the HIA, with the Environmental assessment having independently progressed to public notification has had significant disadvantages for the HIA process.
- Archaeological survey limited to above ground observations.

## 1.6 SPECIALIST TEAM AND DETAILS

**Sally Titlestad** (B Soc Sci (Social Work)(Hons), UCT; BA (Psych) (Hons), UWC; MPhil Arch (UCT) is a senior independent specialist spatial historian and professional heritage management consultant on complex projects. She has been part of the PI team for the Department of Public Works (Groote Schuur Presidential Estate) Integrated Conservation and Management Plan, has prepared and presented expert evidence to the Land Claims Court and is the Principal Heritage Consultant to the Lutheran Church in Cape Town, a Provisionally protected National site. Sally is an accredited Professional Heritage Practitioner with more than 10 years experience.

**Mike Scurr** (M Phil (CBE) (UCT) BArch (UCT) BAS (UCT) Pr.Arch MIArch CIA), Architect and Heritage Practitioner, is a Director of Rennie Scurr Adendorff Architects cc. The practice specialises in the field of conservation of historic buildings and precincts, but is also actively involved in general architectural commissions.

Mike graduated with a B.Arch degree from UCT in 1989 and later obtained and MPhil in Conservation of the Built Environment from UCT in 2011. This has facilitated a wider and better integrated understanding of heritage matters. Professional work is currently divided roughly equally between architectural commissions (both conservation and contemporary in nature) and engagements as heritage practitioner. As a Professional Heritage Practitioner, Mike has completed many successful applications to HWC, including Section 34 and 27 applications as well as larger Section 38 applications as part of assessment teams.

Mike is a member of Heritage Western Cape's BELCom committee. He is also the current Chairperson of APHP (Association of Professional Heritage Practitioners), a member of the docomomo EXCo and sits on the Cape Institute for Architecture's Heritage Committee.

### **Cedar Tower Services Team:**

**Nicholas Wiltshire** (BSc (Archaeology)(Hons), UCT; MSc (Archaeology) (UCT)) has more than 10 years of heritage management experience and has a Masters degree in Archaeology from the University of Cape Town. Nic has worked both

at SAHRA and HWC and developed SAHRIS, South Africa's national heritage management system. He has been involved in systematic archaeological surveys of the Cederberg and West Coast region since 2008 with the eastern Cederberg Rock Art Group (eCRAG) led by Dr Janette Deacon and he has conducted several impact assessments over the course of the years. He is currently the Director of Cedar Tower Services.

**Mariagrazia Galimberti** (BA (Conservation of Cultural Heritage)(Hons) Venice; Msc (Archaeological Science) Oxon; PhD (Archaeology), UCT) has more than seven years of experience in heritage management. Grazia worked as heritage officer at the South African Heritage Resources Agency where she was responsible for permitting of archaeological National Heritage Sites and assessments of Heritage Impact Assessments from several renewable energy facilities and various developments all over the country. She is currently the Heritage Executive at Cedar Tower Services.

**Kyla Bluff** (B Soc Sci (Archaeology)(Hons), UCT) is an Associate at CTS and is completing her Masters degree in Archaeology at the University of Cape Town. She has extensive excavation experience at a range of Stone Age sites across the country including Klipfonteinrand, Mertenhof, Pinnacle Point, Hollow Rock Shelter, Elandsfontein, Putslaagte, Ntloana Ntsoana and Ha Mokotoko in Lesotho. She has also assisted in conducting several Heritage Impact Assessments.

## 1.7 DECLARATION OF INDEPENDENCE

This is to confirm that Sally Titlestad and Mike Scurr of Rennie Scurr Adendorff and Cedar Tower Services are responsible for undertaking the above studies and are independent and have no vested or financial interest in the proposed development on the alternative sites and routes being either approved or rejected by the relevant authorities.

## 1.8 REPORT STRUCTURE

The report is divided into 7 Sections, namely:

Section 1: Introduction: Presents the background information, legal framework, approach to the project, team details and report structure.

Section 2: Project Description: includes a description of the proposed infrastructure, sites being assessed and the significances against which the proposal is measured.

Section 3: Robben Island: Description, History, Cultural Landscape and Significance: Provides a brief history and explores the Island as a National and World Heritage site.

Section 4: The Identified Sites: Explores the proposed sites and their histories, significance, conservation status, and archaeological observations from field survey conducted on the sites.

Section 5: Consultations: Provides the breadth and depth of consultations entered into in making the assessments.

Section 6: Impact Assessment establishes Heritage Indicators appropriate to the project, measures the proposals and establishes the scale, permanence and degree of impact.

Section 7: Conclusions and Recommendations: Presents the limitations of the study that should be applied to the proposal and sets out conditions under which a positive outcome for the proposed installation should be expected.

Section 8: Bibliography

## 2 PROJECT DESCRIPTION

---

The National Department of Tourism is proposing to install land mounted Photovoltaic (PV) technology on Robben Island to improve its sustainability efforts and reduce power generation costs on the Island<sup>4</sup>.

The proposed facility will cover  $\pm 1$  hectare. All sites being investigated are relatively flat with limited biodiversity value. The PV plant will have the generation capacity of approximately 300-500kW<sup>5</sup>.

### Background Information:

Robben Island has very little naturally occurring potable water. Water drawn from the Island's boreholes is brackish, and a desalination plant that renders seawater potable was installed and has been updated over time. The desalination plant makes the highest demand on electricity of all usages on the Island. The RIM management wish to utilize this opportunity to

- Reduce the carbon footprint of the Island and the fuel emissions created by using diesel generators,
- Increase the sustainable functioning of the Island as a tourist destination and as a National and World Cultural Heritage site, and
- Use sustainable energy to enable much needed conservation and interpretation work.

### 2.1 PROPOSED LAND MOUNTED PHOTOVOLTAIC CELLS AND ASSOCIATED INFRASTRUCTURE

The project proposes to install  $\pm 1$  hectare (ha) of solar plants which will include a substation and inverter house. The substation and inverter house will measure  $\pm 3\text{m} \times 5\text{m} \times 3\text{m}$  high.

The system will link to the existing 11kW power network at the closest possible point with new trenching (each site having different proposed routes). In addition there is a need for the PV plant to have a communication connection with the main power plant by means of fibre optic cable to ensure that the diesel

generators step in if and when the solar power provided requires augmentation from another source.

### Description of the PV technology and associated infrastructure:

Preliminary design is based on fixed tilt polycrystalline PV modules. It is anticipated that the mounting system will be aluminium or steel galvanized frames or similar with pile driven, screw pile or concrete foundations.

**Height of tilted panel:** 1.9m

**Depth of trench:** 0.5m

**Routes for cables/trenches:** All power lines will be trenched underground using existing routing, except where new routing is required to link the PV plants with the existing power network.

Fibre optic cable will be installed in new trenches along the route of existing power lines and within the road reserve.<sup>6</sup>

Possible cable routes for each site were provided by WSP|PB.

**Approximate lifespan of cells:** 20 years design life

**Fencing:** The PV structures can co-exist with wildlife, having other species grazing/browsing under them. However, allowing penguins to gain entrance will negatively affect the operational and maintenance requirements of the facility. Therefore it is proposed that a penguin proof, burrow proof fence will be installed.

Security needs will also be addressed by using fencing up to a height of 1.8m (the worst case scenario has been used for investigation purposes).

**Security measures proposed:** Security patrols, off shore nautical mile patrols to be conducted regularly and the installation of low level lighting at the site may be required. Cameras will not be installed.

---

<sup>4</sup> All Information provided in this section is as provided by WSP|PB

<sup>5</sup> WSP|PB Basic Information Document, 9 December 2015.

---

<sup>6</sup> Perss.Comm. clarification Jacqui Fincham, WSP|PB 11 February 2016.

## 2.2 SITE SELECTION

On the 6th October 2015 the WSP|PB team undertook a site visit of Robben Island to explore potential sites for the proposed development of a Photovoltaic (PV) facility on the Island. This meeting was attended by the Chief Heritage Officer, and the Infrastructure, Environmental and Estates Managers of RIM<sup>7</sup>.

Sites that were considered needed to be within reasonable distance of the main power plant and desalination plant on the Island in order to supply alternative energy to reduce the consumption of diesel. There are proposals to convert the desalination plant on the Island to only run on solar energy, therefore selecting a site within close proximity of the desalination plant was seen as preferable. In addition to this any future proposed development for the Island will be focused around the village precinct and therefore increased power supply on the Island will be required<sup>8</sup>.

In order to create a facility capable of generating between 300 and 500kW it has been determined that a surface area of approximately 1ha would be required. A suitable receptor site would need to have sufficient surface area with limited obstructions to provide 1ha of solar panels. Although roof top surfaces on the Island were investigated, the option was deemed unsuitable as many of the roof structures are made of asbestos and in a poor state of repair and would therefore require replacement prior to construction that would make the project economically unfeasible.

Five receptor sites were identified:

- 1) The landing strip
- 2) Helicopter landing strip
- 3) The pistol shooting range
- 4) The cricket ground
- 5) The agricultural site

The two landing strip sites were excluded because there are possibilities that this may be used in the future. The shooting range was excluded

because it was too small and the walls would need to be demolished in order to make the site usable. In addition this site has archaeological potential to reveal burials<sup>9</sup>.

Two remaining sites – the cricket ground and the agricultural site - were put forward for study when the specialist Heritage team were appointed in late December 2015.

Basic Information Documents (BID) and comments forms were published and made available by WSP|PB on 9 December 2015.

---

<sup>7</sup> Perss Comm. Jacqui Fincham WSP|PB

<sup>8</sup> WSP|PB, Alternate site Selection, appended to this document

---

<sup>9</sup> ACO

Figure 1: Robben Island showing the location of the two alternate sites being studied in relation to the Main Power plant and the Desalination plant (Source Builtcare & DAC)

Main Power Plant  
Site 2  
Site 1  
Desalination plant

See Overleaf for Site Layout Plans

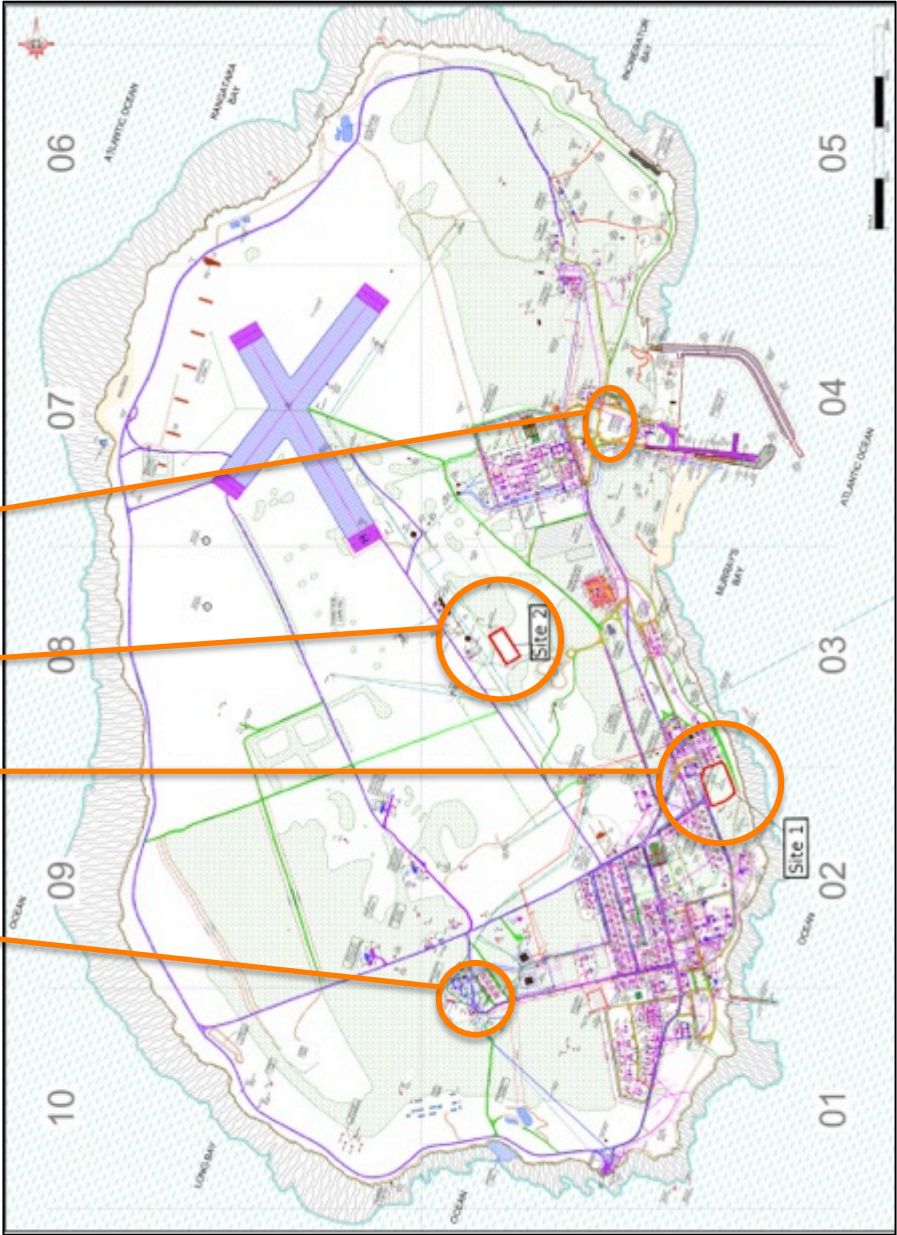
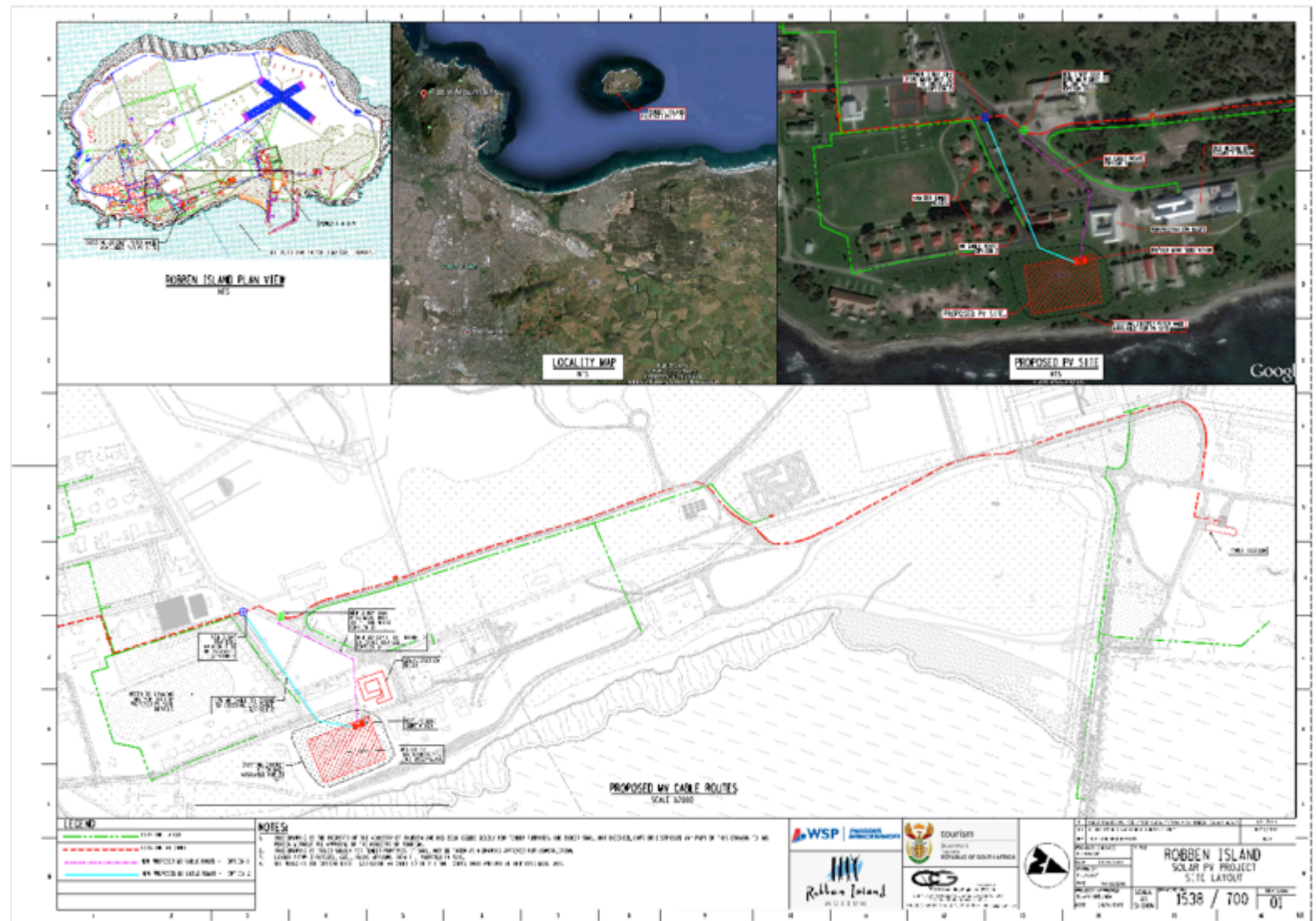




Figure 2: Proposed Site plan for Site Alternative 1 The Cricket Ground. Two new power line alternatives to link with existing power network are provided. Fibre optic cable will be installed in new trenches along existing power line route as indicated. (As provided by WSP/PB January 2016)



Rennie Scurr Adendorff 2 March 2016

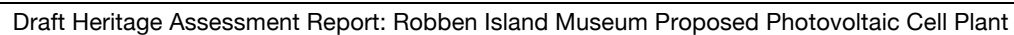




Figure 4: Proposed layout for site Alternative 2 - The agricultural site, with proposed new power cable lines to connect to existing. Fibre optic cables will be installed to connect the solar plant with main power plant along the same route. (As provided by WSP|PB January 2016)

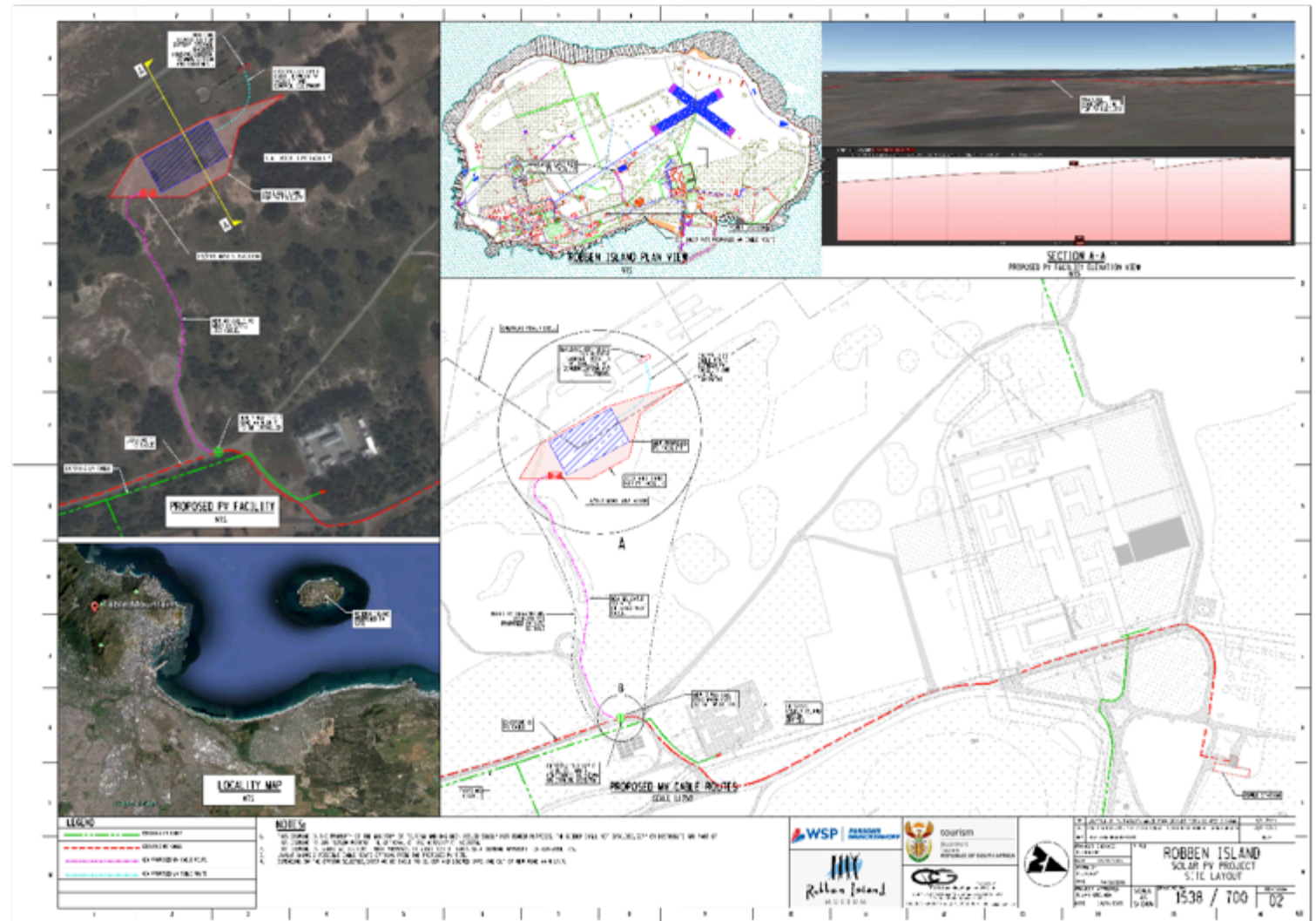
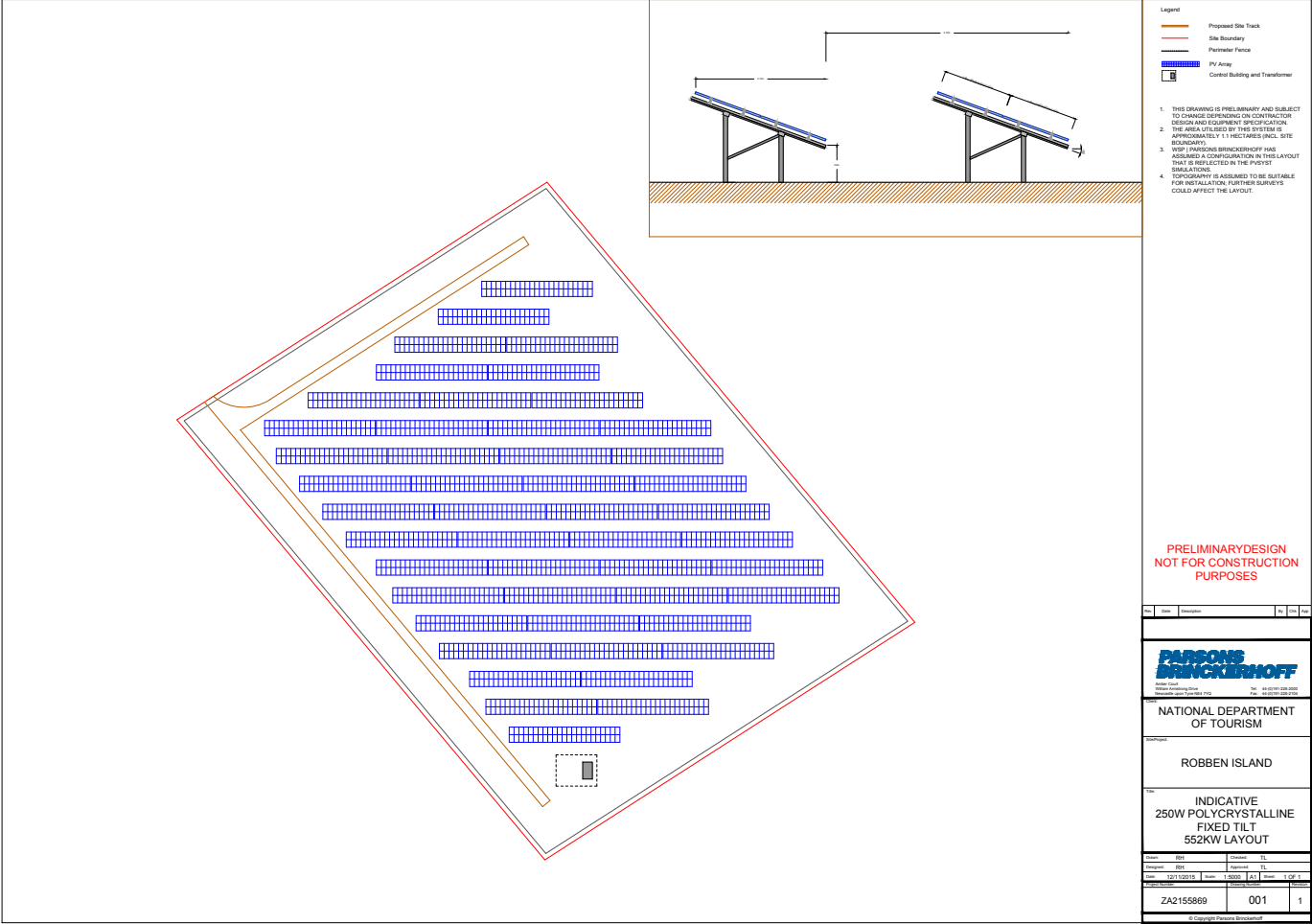


Figure 5: Proposed layout of solar panels with all panels facing north on site (WSP|PB January 2016)



## 2.3 STATUS OF ROBBER ISLAND AGAINST WHICH THE PROPOSED PROJECT IS ASSESSED

Robben Island was declared a World Heritage Site on the basis of

**Criterion (iii)** the buildings of Robben Island bear eloquent witness to its sombre history, and

**Criterion (vi)** Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression.

These are the Outstanding Universal Values (OUVs) which must be taken into account throughout the assessment and against which any impact must be weighed. This is regulated by the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties issued by ICOMOS in 2011.

**Integrity:** The remains on the Island as a landscape reflect the history of the Island since the 17th century and all the attributes that convey its value.

**Authenticity:** Precisely because it has followed a historical trajectory that has involved several changes of use without conscious conservation efforts directed at preservation, the authenticity of the Island is total.<sup>10</sup>

The evidence of layering reflects its history since the early 17th century and the events with which it is associated.

The Island is also a declared National Heritage Site.

Cultural significance is defined as “historical, architectural, aesthetic, environmental, social or technological/scientific value or significance” (NHRA 25 of 1999).

The NHRA lists broad criteria for the assessment of cultural significance<sup>11</sup>:

- Importance in the community or pattern in South African history;

---

<sup>10</sup> UNESCO

<sup>11</sup> Section 3(3) of the NHRA,

- Possession of uncommon, rare or endangered aspects of South African's natural or cultural heritage;
- Potential to yield information that will contribute to an understanding of South Africa's natural and cultural heritage;
- Importance in exhibiting particular aesthetic characteristics valued by a community or cultural group;
- Importance in demonstrating a high degree of creative or technical achievement during a particular period;
- Strong or special association with a particular community of cultural group for social, cultural or spiritual reasons;
- Strong or special association with the life or work of a person, group or organisation of importance in the history of South Africa; and
- Sites of significance relating to the history of slavery in South Africa

These criteria are categorised, in terms of the NHRA, as follows:

### Historical:

- Associated with an historic person or group, an historic event use or activity or is representative of an historical period.
- Associated with a historic event, use or activity
- Is representative of a historical period

### Architectural:

- Significant to architectural or design history
- Important example of a building type
- Possesses special features, fine details or workmanship
- Work of a major architect

### Environmental:

- Contributes to the character of an area
- Part of an important group of heritage resources or features
- Landmark quality
- Important for reasons of natural environmental considerations

### Social:

- Associated with economic social and religious activity
- Significant in terms of social memory
- Associated with living heritage and cultural traditions

**Technical/Scientific:**

- Important to industrial technological or engineering development
- Important to archaeology, palaeontology, geology and botany.

The NHRA grades sites according to their national (Grade 1) provincial (Grade 2) or local (Grade 3) significance.

The following additional criteria are used to understand cultural landscapes and the cultural significance places in terms of their contextual qualities<sup>12</sup>:

**Intrinsic Significance:** Ability for physical or material evidence to demonstrate a past design style, period, technique, philosophy or belief. The degree of heritage significance is determined by:

- Age
- Scarcity
- Intactness (presence of original features)
- Representational value (outstanding, important or typical value)
- Evidence of historical layering

**Associational Significance:** Associational links with past events, activities, persons or social groupings for which there may not be physical evidence. Degree of Significance is determined by:

- The significance of past events
- Intimacy of the association
- Duration of the association
- Evocative quality of a place and its setting relative to the period of association

**Contextual/Experiential Significance:** Qualities that give a place historical character, a sense of continuity with the past, a sense of orientation, and structure within the landscape. It encompasses the physical properties (scale,

form edges, alignments, views spaces, orientation) of a place and its setting. Degree of significance is determined by:

- Level of coherence or unity
- Level of intactness
- Level of interpretive qualities
- Level of continuity or historical layering
- Level of vividness
- Relationship with its setting
- Evocative versus disruptive qualities of contrasting elements.

**Assessments of Impacts**

Criteria for the assessment of heritage impacts has been based on those contained in the ICOMOS Guidelines for World Heritage Sites, with additional information relevant to the NHRA.

“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.”<sup>13</sup>

---

<sup>12</sup> Kerr 2000

---

<sup>13</sup> RIM, 2014 ICMP:Volume 1:12

### 3 ROB BEN ISLAND: DESCRIPTION, HISTORY, CULTURAL LANDSCAPE AND SIGNIFICANCE

---

Descriptions and detailed information about the Island and its multifaceted conservation elements abounds, and a brief summary description relevant to this application is provided here.

“Robben Island is a rather barren, 2 km long rocky Island outcrop in Table Bay”<sup>14</sup>, approximately 6.7km from the nearest coastline point on Bloubergstrand and 9.5km from the nearest coastline point on the Granger Bay coast. It is identified as farm 1436 incorporating farms 432 and 433, Cape District and is 475.8409 hectares in extent<sup>15</sup>. It is surrounded by a 1 nautical mile buffer zone.<sup>16</sup> The Island (along with other RIM landholding assets) were inscribed as a World Heritage Site (WHS) in 1999.

The Island is roughly kidney shaped, with its longest axis (3.4 km) being north-south<sup>17</sup>. It was voluntarily settled by an Goringhaikona Khoe-khoe, lead by Autshumao (referred to at times as “Harry” and a few followers”<sup>18</sup>) in the middle of the 17<sup>th</sup> century, and since has housed those who offended the social, political and medically understood order of the day until its transformation into a Museum in 1997.

Geologically it consists of underlying strata of ancient Malmesbury shale (Tygerberg formation) forming a rocky and largely inhospitable coastline. On this is layered a fairly thick limestone and calcrete deposit (Langebaan formation) covered by windblown sands and shell fragments (Witzand formation). The Island is low lying with its highest point on the southern coast at Minto’s Hill being 24m above sea level.<sup>19</sup>

Unique geological and metamorphic circumstances led to the formation of Robben Island slate, which is different from formations on the mainland<sup>20</sup>.

The climate is Mediterranean, with winter rainfall and hot dry summer conditions. Climatic conditions are more extreme than those experienced on the mainland, with significantly stronger winds and a colder and much drier winter than Cape Town and its hinterland.<sup>21</sup>

#### Fauna and Flora:

Studies have shown that the vegetation and animal life of the Island have been greatly modified by human influence over the last 400 years. The original indigenous vegetation is typically that of the Cape Flats dune Strandveld<sup>22</sup>. Alien plant species (Manitoka, Rooikrans, Eucalyptus and others) and animals have largely replaced indigenous forms<sup>23</sup>. Tortoises and Mole snakes indigenous to the Island have increased in numbers in recent years<sup>24</sup>. Vegetation is more plentiful predominantly on the eastern and southern side of the Island.

Vegetation is exposed to a fairly severe maritime environment with no part of the Island being more than 1km from the sea.<sup>25</sup> There are areas of fairly dense alien bushes and trees, and some formal plantings of alien vegetation to settle windswept areas has occurred. Some of these areas have become sheltering and nesting places for birds endemic to Southern Africa including the African Penguin, Bank Cormorants, Crowned Cormorants, and Hartlaub gulls and the Island has a significant population of swift Tern, African Oystercatchers and a heronry<sup>26</sup>.

Cape Nature and the University of Cape Town are involved with conservation and management of fauna and flora, and the Island is a breeding place for endangered penguins, oystercatchers, and a number of indigenous seabird

---

<sup>14</sup> RIM (2013-2018) Integrated Conservation Management Plan, Section 1 Operational Management Plan, p13

<sup>15</sup> SG 3052/1993

<sup>16</sup> The buffer zone of the Island’s declaration is defined by the Maritime Act and not by the NHRA. It is unclear whether section 28 of the NHRA is invoked for the protection of the Island.

<sup>17</sup> Riley, 1993, p1

<sup>18</sup> Ibid, p5

<sup>19</sup> Ibid, p1 and Robben Island World Heritage Nomination, p12

---

<sup>20</sup> Ibid, p5, RI World Heritage Nomination dossier, p12

<sup>21</sup> RI World Heritage Nomination dossier, p12

<sup>22</sup> Ibid: 13 and SANBI in RIM, 2014

<sup>23</sup> Ibid: 13 and Cape Nature report (1986)

<sup>24</sup> Perss. Comm. Environmental manager, RIM

<sup>25</sup> Riley, p1-2 and RIM World heritage nomination dossier, p13

<sup>26</sup> Riley, p2,

species<sup>27</sup>. There are small numbers of exotic small game, and the rabbit population has been significantly reduced resulting in the marked recovery and regrowth of low brush vegetation.

#### Land Use:

“Robben Island has a chequered history of maritime contacts, confinement and banishment, oppression and hard labour, torture, segregation and discrimination. It has also been a military post, World War Two garrison, leprosarium and mental health facility, a prison for common law criminals and for political prisoners. Very few places in the world have such a long and layered history of human suffering, the fight for freedom of the mind and the body, and of subsequent triumph.”<sup>28</sup>

The Island is now a Museum and tourist destination. In excess of 200 000 people visit the Island annually<sup>29</sup>. A number of Museum management staff work on the Island, and approximately 134 people (including children) live on the Island at the current time<sup>30</sup>.

#### Settlement:

The Island has always belonged to the State. During the Dutch East India Company (VOC) period until about 1845 the Island was run and managed by military. Thereafter it was largely managed by the Medical Superintendent (until the 1930s) and the departments of Defence (1939-1960) and Prisons (1960 onwards) until a reunion of ex political prisoners in 1997 made a proposal to turn the Island into a Museum. The Island is now in the hands of the RIM Board in partnership with the Department of Public Works.

The ground on which the lighthouse and the Church of the Good Shepherd stand are ceded to their managing organisations.

“Unlike most inhabited Islands, settlement of Robben Island has always been characterised by discontinuity. As each different set of users has come and

gone – nearly always interspersed by periods of abandonment and neglect – completely different groups of people have been on a short term basis. Only between 1846 and 1931 is there evidence of more than one generation of a few families employed serving the needs of the patients on the Island ...”<sup>31</sup>

Since the mid 17<sup>th</sup> century “people have only lived on the Island when compelled to do so or when employed there. In fact it has not been possible to live there unless that was the case”<sup>32</sup>. People are no longer compelled to live on the Island, but it continues to be the case that employment by the Managing Authority is the only means of authorisation to live there, and that those who live there are there by the grace of their employers and employment.

It has been difficult to reliably establish the numbers of people resident on the Island over time, as those who were there involuntarily were not counted as residents. As far as we could establish, the numbers of people living on the Island during the hospital and leper period were  $\pm 700$ <sup>33</sup>. In 1993, Riley recorded that during the prisons period the number of employed personnel remained stable at  $\pm 470$  in family houses, including children, and  $\pm 120$  men living in single quarters. According to Christo Brand (ex-warder interviewed for this assessment) the numbers of people in single quarters during the late 1970s and 1980s were  $\pm 250$ .

It has not been possible to establish how many common law and political prisoners were housed in the prisons at any one time, nor their fluctuations in number. It is believed that about 3 500 political prisoners were held on Robben Island over the period that it was used as a prison for political offenders<sup>34</sup>.

Largely because of prevailing winds, settlement has always been on the east side of the Island. During the VOC period it was centred above (now) Murrays Bay and to the north. From the British period onwards settlement has developed on the southeast of the Island. It is said that Boundary Road formed the barrier

---

<sup>27</sup> Riley, 1993, p7 and WSP|PB

<sup>28</sup> Robben Island Museum, ICMP 2014

<sup>29</sup> RIM 2014, Visitor Management plan, p2

<sup>30</sup> Perss. Comm. Chief Heritage Officer 8 February 2016

---

<sup>31</sup> Riley, 1993:5

<sup>32</sup> Riley, 1993:5

<sup>33</sup> Riley, 1993

<sup>34</sup> Perss. Comm. RIM Tour Guides 25 January 2016. Establishing these details as a means of establishing the occupation of prisoners should be undertaken.

between staff and the patients.<sup>35</sup> World War II installations differ from this pattern, but are not considered to reflect the settlement patterns.<sup>36</sup>

Currently there are ±140 people living on the Island in family structures of their own determination.

The rest of the Island is basically undeveloped, with a ring road encircling it and a now disused airstrip taking up part of the central land. The open land houses naturally occurring fauna that shift over time.

Services: These are detailed where relevant to the application.

Water: Robben Island has no fresh water springs and water use has always posed challenges. There is some evidence that the underground water supply has decreased and that in earlier times Islanders have been able to keep extensive gardens using rain and ground water only.<sup>37</sup> Wind pumps were later used.

In 1993 there were 7 boreholes which provide brackish water suitable for all purposes except washing and drinking. A desalination plant was installed to purify the brackish water. From 1961 and during the prison period 54 000 litres of potable water was shipped from the mainland to the Island daily. The water was pumped directly from the harbour to a reservoir and delivered to the dwellings by tanker. Each house had two tanks, one for rain water and one for the storage of fresh water<sup>38</sup>. Whether any fresh water was for prison use is not recorded.

In the 1960s prisoners were given brackish and salted water to wash with and to drink, causing health issues, particularly in the summer months<sup>39</sup>. At some point (date unknown) a desalination plant to purify sea water was built<sup>40</sup>. This plant runs off diesel generators.

Electricity: Power has always been supplied by generators. These were replaced during WWII. In 1993 a new diesel generator plant containing 7 generators was installed near the harbour<sup>41</sup>. Electricity on the Island is still provided by this plant.

Transport, Communication, Telephone and Internet: Ferries carry staff to and from the Island daily, and deliver spouses and children of Island dwellers to the mainland to attend work and school. Helicopters are used to transport VIP guests and in emergencies.

Roads are tarred or are made from a mixture of compacted lime, shells, and gravel. There are many historical and new footpaths to and from well accessed places.

Telephone lines 'used to rely on a cable beneath the sea to Cape Town' and a microwave exchange system for internal conduction across the Island. All buildings on the Island have the ability to receive telephone communications.

Internet and email communication is reliant on a Telkom Diginet fixed line that delivers 1 megabyte per second speed, shared across all Island access points. The intranet is point-to-point wireless linking sites on the Island. Emails and internal communications rely on the microwave link.<sup>42</sup>

---

<sup>35</sup> Riley, 1993:6

<sup>36</sup> Riley, 1993:4-5

<sup>37</sup> Riley 1993:6

<sup>38</sup> Ibid:6

<sup>39</sup> Perss. Comm. Monde Mkunqwana and Michael Dingake, ex political prisoners, 18 January 2016

<sup>40</sup> Perss. Comm. Sabelo Madlala, Environmental manager.

---

<sup>41</sup> Riley, 1993:7

<sup>42</sup> Perss. Comm. Mike Durham, IT Department, 15 February 2016

### 3.1 BRIEF HISTORY OF THE ISLAND

There is little evidence of pre-colonial use of the Island. The highest point of the Island is only 24 meters and it was likely linked to the mainland only during the Last Glacial Maximum and previous glacial periods. The Archaeology Contracts Office (ACO) identified a few possible pre-colonial sites close to the Maximum Security Prison<sup>43</sup> (MSP) but did not identify any further pre-colonial material on the Island. Monitoring of excavations during new developments has also failed to yield evidence of pre-colonial sites<sup>44</sup>.

The earliest indications of continuous habitation of the Island are the stone quarries (Blue stone and Limestone), both worked during the early Dutch east India Company (VOC) period.

Most of the archaeological resources on Robben Island relate to its more recent history as a place where the marginalised and excluded were relegated, either because of their sickness and mental infirmity, or as punishment or banishment.

The earliest sporadic occupation on the Island occurred between 1490 to 1652 before it became an outpost of the Dutch East India Company. A group of Goringhaikona Khoe-khoe, lead by Autshumao, voluntarily stayed on the Island between 1632 - 1640 but had to leave after food reserves were decimated by overexploitation<sup>45</sup>. Autshumao returned to the Island as its first political prisoner in 1658.

Unofficial acts of banishment took place as far back as 1615 when it hosted ten prisoners sent from England<sup>46</sup>. Incarceration was formalised in 1671 when the Island became known as a Convict Station. Its function as a prison was not abandoned completely until 1991.

The Island hosted a leper colony and an asylum for mentally impaired patients from 1846 to 1931<sup>47</sup>. The Island was self-sufficient during this time as the patients were made to work in the gardens and at various farming areas. By

1931, all patients were moved away from the Island and relocated to hospitals on the mainland<sup>48</sup>. All buildings related to the leper colony were demolished except for the Good Shepherd Church<sup>49</sup>. Remnants of this phase are still identifiable underground and partly on the surface and include extensive terracing from the gardens and reservoirs and sewerage that were part of the water reticulation system<sup>50</sup>. Some remains of the buildings that were burnt down during the end of the leper phase in 1931 may be identified during future surveys of the Island.

The Island played a significant role as a military outpost from 1895 up until the end of World War II. There are naval guns at the Cornelia and Robben Island Batteries, watch-towers, observation and command posts and at the (now disused) airstrip<sup>51</sup>.

Numerous shipwrecks have occurred around the Island. In 1991-1992, Operation Sea Eagle was conducted in collaboration with the South African Navy to survey all shipwrecks within one nautical mile of the Island which is the extent of the buffer zone designated by Unesco<sup>52</sup>. According to the most recent Conservation Management Plan (ICMP), a total of 68 shipwrecks have been located around the Island. These intertwined layers of history led the ACO to describe Robben Island as a cultural artefact<sup>53</sup>.

After attempts were made to sell the Island when the Lepers left in 1931 were unsuccessful, the department of Defence managed it until the Department of Prisons took it over in 1960.

“Having been devoid of prisoners for nearly half a century, Robben Island accepted the first half of its next batch of unwilling residents in 1961.”<sup>54</sup> It was

---

<sup>43</sup> Hart, 1998

<sup>44</sup> Patrick et al., 2012; Seeman, 2014

<sup>45</sup> Riley, 1993

<sup>46</sup> Le Grange, 1998

<sup>47</sup> Riley, 1993

---

<sup>48</sup> Hart, 2001

<sup>49</sup> Riley, 1993

<sup>50</sup> Patrick, 2012; Hart, 2001

<sup>51</sup> Riley, 1993; Hart, 2001

<sup>52</sup> Werz & Deacon, 1992, Werz 1993 and 1994

<sup>53</sup> Hart, 2001

<sup>54</sup> RIM World Heritage Nomination dossier, p21



used as a maximum security prison for political prisoners and a medium security prison for ordinary criminals under the apartheid government<sup>55</sup>.

“Only Black men were chosen for incarceration on the Island. The first wave of political prisoners was sent to the Island in 1962 and the last ones were transferred from the Island in 1991. The last ordinary prisoners left the Island on the prisons closure in 1996. The Island’s isolation and the cruelty of its prison staff, particularly in the 1960s and early 1970s made it the most dreaded prison in the country. While conditions improved during the course of the 1970s and 1980s, it remained the most inhospitable outpost of apartheid.”<sup>56</sup>

In March 1960 Robert Sobukwe was arrested and charged with incitement and sentenced to three years. When he had served his sentence, Parliament enacted a General Law Amendment Act. The Act included what was termed the 'Sobukwe Clause', which empowered the Minister of Justice to prolong the detention of any political prisoner indefinitely. Sobukwe was moved to Robben Island, where he remained for an additional six years.<sup>57</sup> He was kept apart from other prisoners and in civilian clothing and was allowed books. He was released in 1969, banned and kept under house arrest in Kimberley until his fatal illness in 1978. He is the only prisoner to have been kept in this way by the apartheid authorities.

In 1991 political prisoners were released, and by 1994 the prison was being closed. A reunion of political prisoners on the Island in 1997 proposed the site as a Museum.

After the Island was declared a National Monument in 1996 and a World Heritage Site in 1999, the archaeological sub-committee of the Island requested that an archaeological survey of the entire Island be conducted. The Archaeological Contracts Office (ACO) conducted most of the archaeological research for the Island between the late 1990s and the early 2000s. The

collected data has been a crucial component in understanding the archaeology of the Island and is considered to be the most complete dataset to date.

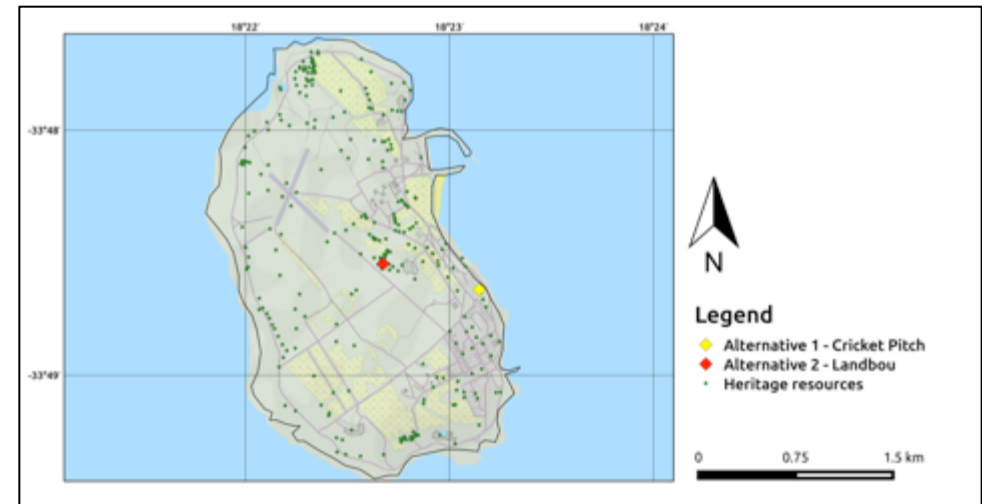


Figure 6: Heritage Sites identified during archaeological surveys of the Island

<sup>55</sup> RIM, 2014:16 and WHS nomination dossier. The dossier sites the Island as maximum security prison for both political and common criminals but other sources site it as a maximum security prison for political offenders and a medium security prison for common law offenders.

<sup>56</sup> RIM World Heritage dossier 1998, p21

<sup>57</sup> <http://www.sahistory.org.za/people/robert-mangaliso-sobukwe#sthash.UVnR6jmQ.dpuf>

### 3.2 ROB BEN ISLAND AS A WORLD HERITAGE SITE

In 1999 Robben Island was listed as a World Heritage site with the following inscription:

*Robben Island was declared a World Heritage Site on the basis of criterion (iii) the buildings of Robben Island bear eloquent witness to its sombre history, and criterion (vi) Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression.*

The Outstanding Universal Values (OUVs) above must be taken into account throughout the assessment and any potential impact must be weighed against them. This is regulated by the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties issued by ICOMOS in 2011.

OUV, despite the apparent determination of the World Heritage inscription linking this significance to **buildings**, may be found in any aspect of the tangible and intangible landscape and cultural landscape of the Island. Where such intangible link is found, it should be explicitly linked to the material and to the core criterion to which it belongs<sup>58</sup>.

As a World Heritage site, the Island has three core significances

- the landscape of the prisoners where this can be seen to reflect either the ‘sombre history’ or ‘symbolising the triumph of the human spirit, of freedom, and of democracy over oppression’,
- the landscape of those who did the imprisoning where it reflects on the sombre history or the oppression which was overcome by the human spirit, by freedom, and by democracy over oppression, and
- the containing landscape which encompasses the juxtapositions above or provides a mediating space between those or away from them to allow some uncontrolled space.

---

<sup>58</sup> ICOMOS, 2011:7, 4-1

Any assessment conducted must therefore assess the activity proposed and the spaces that it proposes to occupy in terms of how they may effect these three overriding significances.

### 3.3 ROB BEN ISLAND AS A NATIONAL HERITAGE SITE

The Statement of Significance for Robben Island is:

“Robben Island - from incarceration to liberation. From the punishment of the body to the freedom of the spirit.

From the punishment of the body to the freedom of the spirit Robben Island is a place of great symbolic value and is directly associated with ideas, beliefs as well as events that are of eminent universal significance. 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.

Of the many roles that Robben Island has assumed over the past four hundred years, it primarily served as a place of banishment and isolation. Throughout documented South African history, the Island has been associated with incarceration, pain and the subjugation of the human spirit. During the periods of Dutch and English occupation of the region, the Island was used as a place of imprisonment for those who opposed colonial rule. With the early banishment of Khoisan leaders, Malaysian Muslim religious figures and Xhosa chiefs to the Island, its role as a symbol of resistance against oppression was established. The Island's more recent ability to function as a crucible for the consolidation of the anti-apartheid movement bears further testimony to the symbolic value of the place.

However, out of these conditions of extreme hardship, pain and suffering has arisen a spirit of hope and tolerance that has, in the words of President Nelson Mandela, turned this Island into a world-wide icon of the universality of human rights, of hope, peace and reconciliation. Another famous prisoner, Walter Sisulu, has written “The name Robben Island is inextricably linked to the struggle against colonialism, for freedom, democracy and peace in South Africa. Robben Island's notorious history as the place to which so-called undesirables of our society were banished.... should be turned around into a source of

enlightenment and education on the dangers of myopic philosophies, social and economic practices whose primary and sole objective is the oppression of one group by another.”

It is this condition of duality - of suffering and hope, of resistance and tolerance - embodied within the spirit, history and cultural landscape of Robben Island, that underscores the site’s significance and imbues it with special symbolic value.

Robben Island offers to a world struggling under social injustices and intolerance, the example of the indomitable nature of the human spirit.<sup>59</sup>

This criterion of *symbolic value* is today embodied in the various cultural 'landscapes' that exist on the Island. These 'landscapes' include the 'landscape of prisoners', the 'landscape of the infirm', the 'military landscape' and the 'cultivated landscape'. of which material evidence still exists in all cases. They are directly associated with historical events and human suffering as well as with ideas and beliefs that have informed the symbolic value of Robben Island. They remain elements of material culture that makes possible for both direct and intangible associations to be made with values and sentiments that are of universal significance.

Robben Island offers to a world struggling under social injustice and intolerance the example of the indomitable nature of the human spirit.”<sup>60</sup>

### **3.4 CULTURAL LANDSCAPE AND SIGNIFICANCE OF THE ISLAND**

The Island has a multiplicity of significances and represents a cultural landscape of association/s at National Level. Cultural landscapes of prisoners, patients and Military sites have elements in common as well as having discrete and exclusive patterning<sup>61</sup>.

#### **Heritage Values Associated with Robben Island<sup>62</sup>**

<sup>59</sup> RIM WHS Nomination dossier, 1999, p82-83

<sup>60</sup> Le Grange, February 1999, SAHRA File

<sup>61</sup> See Le Grange, et.al 1998 for more detail

<sup>62</sup> This is an extended quotation from the 2007 ICMP as it eloquently captures the significances accepted for RIM.

#### **“Historical value**

The historical and associative value of Robben Island is reflected in both the tangible and intangible heritage, which arise out of events and historical or cultural phases that have had a significant role in human occupation and evolution of the WHS. Through historical research and critical interpretation these two forms of heritage can be drawn together. The intangible significance is held in memories, as well as in places of significance within the landscape that presently do not show any physical evidence. Except for brief periods in the nineteenth and twentieth centuries, all previous political regimes in South Africa used Robben Island as a place of banishment and imprisonment, from 1657 to 1996. Hence the strongest associative value of Robben Island is that which is linked to banishment and imprisonment, and includes: • Dutch VOC officials of the *Vereenigde Oost-Indische Compagnie* in the Cape banished Khoikhoi leader, Autshumato, to Robben Island in 1657 and used the Island as a site of hard labour. Their counterparts in the East Indies also banished religious and political leaders to Robben Island. In both cases these banishments were used to remove indigenous political influences and threats to Dutch expansionism in the regions concerned.

During this period, the Island is also associated with slavery, with slaves in the Cape being sentenced to work in chains on Robben Island either because they resisted the authority of their masters or for various criminal acts. • Prisoners in this era were subjected to severe beatings and other forms of torture, near-starvation and extreme hard labour. The Dutch Fort, The Castle in Cape Town, constructed from Robben Island quarry stone, is a tangible outcome of this prison labour. • The British government continued using Robben Island as a prison when they took over the Cape from the Dutch in 1806. Convict labour was used to build the Garrison Church and the Faure Jetty on Robben Island, among various other buildings. • In 1960 the apartheid government established a Maximum Security Prison (MSP) on Robben Island for common law prisoners and political prisoners. Hard labour became a feature of Robben Island

imprisonment during the 1960s and 1970s. Political and common law prison labour resulted in the building of the MSP itself and various other constructions on the Island.

The significance of the tangible can be found in the many historical buildings, including among others, the Church of the Good Shepherd, the Garrison Church, the Female Asylum and the Medical Superintendent's House, which through historical interpretation can be linked to the period of the General Infirmary on the Island from 1846 to 1931. The MSP embodies the tangible significance directly linked with the period of political imprisonment from 1962 to 1991, and again links to the oral testimonies of resistance and activism by political prisoners.

The significance of this combined heritage is guided by the themes of banishment, isolation and, most importantly, resistance that recur throughout the multi-layered history of the Island. Through ongoing historical research at the Museum, continuous affirmation of critical analysis based on reading of the past is required.

### ***Social value (symbolic, spiritual, sacred value)***

Social values are essential reference points or symbols for communities' identities. Given Robben Island's historic use and the events and people associated with it, it has acquired a universal symbolism in terms of human oppression, resistance and transformation. It is also associated with values of the restoration of human dignity and pilgrimage. Robben Island's social values are manifest in all aspects of its cultural and natural environment – the tangible and the memories and associations embedded in this environment. These include the following:

- Robben Island's symbolic value, internationally and nationally, lies in the ultimate triumph of the liberation and anti-apartheid struggle over colonialism and apartheid.
- Robben Island has attained the status of a place of inspiration and a spiritual site of reflection due to the struggle and eventual victory over oppression.

- Robben Island's spiritual significance is constituted by the tangible and intangible heritage of the site.
- The presence of sacred sites further enhance its symbolic value as a site of spirituality and pilgrimage.
- Hundreds of marked and unmarked graves dating across centuries bear testimony to those people who died on Robben Island. A number of political prisoners died during their incarceration and, in some cases, their remains were never returned to their relatives. This heightens Robben Island's symbolic value as a site of loss and trauma. Through the efforts of political prisoners to engage in political and formal education in prison between 1962 and 1991, Robben Island is acknowledged as a centre of lifelong learning. Its role as a heritage site, museum and educational institution reinforces this symbolic association.

Political prisoners were sustained by sharing their diverse cultural practices and languages, and in the process new cultural practices and language emerged.

Sports and recreational activities also played an important role in overcoming barriers of culture and ideology. The uniqueness of this approach in conditions of adversity has enhanced the symbolic value of reconciliation.

- Under harsh prison conditions, the Island became a site of struggle, and a political and educational training ground for freedom fighters. A range of experiences and different forms of resistance were generated against oppressive conditions, including engaging in political debates, discussions and practices. In these ways a new vision for a future society based on tolerance, respect and non-racialism was achieved, thereby providing a powerful symbol of triumph over adversity.
- As a place of incarceration for leaders and activists fighting the apartheid regime, Robben Island attracted international attention and galvanised the whole world in supporting the fight for liberation. This iconic role is of symbolic value today for those fighting against oppression and abuse of human rights elsewhere.

### ***Place value***

Robben Island's setting has enabled colonial authorities to dictate its use as a place of banishment and exile. The place value of Robben Island derives from the built and the natural, which physically embody and collectively bear testimony to the Island's layered symbolism. The following elements are material proof of the intangible value:

- Robben Island's architecture is a physical embodiment of its layered history, and its layered re-use of buildings.
- Robben Island demonstrates a landscape of extraction and insertion. During its long history of human habitation and use, much of the natural vegetation of the Island was destroyed. The alien fauna and flora introduced over time, form part of the complex construction of the Island as a cultural landscape.
- Robben Island's setting, views and vistas, sounds and smell have a strong impact on thoughts, feelings and attitudes.
- The evolution of the human footprint on the Island reflects various periods of occupation and use.
- The use of punishment and hard labour is reflected by the Island's numerous and varied quarries. This form of forced labour spans from the 1670s up to the 1980s.
- The historical use and its physical location have resulted in a myriad of interwoven linkages with, and routes between, other sites – including Cape Town, South Africa and across the world.

### ***Educational value***

Robben Island is described as the 'university of life' in that it became a crucible, in which strategies for a future society based on tolerance, respect and non-racialism were nurtured and implemented. Its educational value is also seen in the following:

- The emphasis on education, on debate, and on lifelong learning is a testimony to the fight for justice and education, and is key to Robben Island's role as a heritage site and its human rights discourse.
- Robben Island's layered history, both tangible and intangible, provides a rich heritage resource for research. It provides an opportunity to explore the ways, means and methodologies used in the MSP to create, nurture and use knowledge.

### ***Environmental value***

Despite human impact, including construction of buildings and the introduction of alien plants and animals, the isolation of Robben Island from the mainland, has ensured its place as a haven of bird species and created an opportunity for numerous species of fauna to evolve separately. The Island has therefore remained an important place of environmental significance for the following reasons:

- Introduced plants and animals contribute visually to the rich fabric of the cultural and natural landscape. The Island is of international importance to the conservation of birdlife and qualifies as a wetland of international significance in terms of the Ramsar Convention of 1971.
- The Island is one of South Africa's most important breeding localities for sea birds and is currently home to 8 500 breeding pairs of African Penguins – the world's second largest colony of this vulnerable species.
- In addition to penguins, Robben Island supports some of South Africa's (and the world's) most important breeding colonies of Bank Cormorants, Crowned Cormorants and Hartlaub's Gulls – all species that are endemic to southern Africa. It further supports a growing population of African Black Oystercatchers, representing approximately 5 per cent of the global population of the species.

- Robben Island is the southern destination for several species of shorebirds that migrate annually from their breeding grounds in northern Europe.
- A number of mammal species including Bontebok, Springbok and rabbits were introduced to the Island and are an important part of the cultural landscape. Representative populations should be maintained where practical and humane.
- Robben Island is also a home to some species that have evolved separately from similar species on the mainland, for example, Legless Skinks.

Its level of intactness and authenticity/integrity as a site has largely been preserved across layered historical periods, and has been managed within two consecutive ICMPs.

“As a site of memory, intangible heritage plays a major role in the assessment of significance of the sites on Robben Island. The Conservation and Land Use Plan<sup>1</sup> compiled in 2000/2001 summarises the significance of the intangible heritage as follows:

*Robben Island is of cultural significance because of the social, historical, symbolic, experiential, sensory and recreational values that are associated with it. Its significance is derived from historical use that has included the exercising of political power, social control and resistance. The Island has acquired a universal symbolism because of the people and events associated with it. It has also assumed symbolic significance in terms of human suffering and transformation.*

*Furthermore, it has derived significance from its physical setting and the physical elements that make up its fabric. The various precincts, landscapes as well as individual buildings of different historical periods also contribute towards its significance. It is the interaction between these elements and associations that create a less tangible but equally important impression of the Island as being:*

- *A sacred place*
- *A place of melancholy and austerity*
- *A place of continuity and discontinuity*

- *An imposed rather than a spontaneous landscape*
- *A dramatic Island location enfolded in Table Bay, and*
- *A place of commemoration and learning and hope.”<sup>63</sup>*

Section 28 of the NHRA allows SAHRA the power to declare protected areas around national sites - “such area of land surrounding a national heritage site as is reasonably necessary to ensure the protection and reasonable enjoyment of such site, or to protect the view of and from such site”<sup>64</sup>.

The Island, declared in terms of Section 27 of the Act as a National site, is allocated a buffer zone defined in the declaration by the Maritime Act. Section 28 of the Act is not specifically invoked in order to declare a protected area. It is therefore unclear whether the provisions of this section of the Act apply or not.

<sup>63</sup> RIM 2007-2012 ICMP, Chapter 2, p17

<sup>64</sup> NHRA, 1999:24

## 4 THE IDENTIFIED SITES

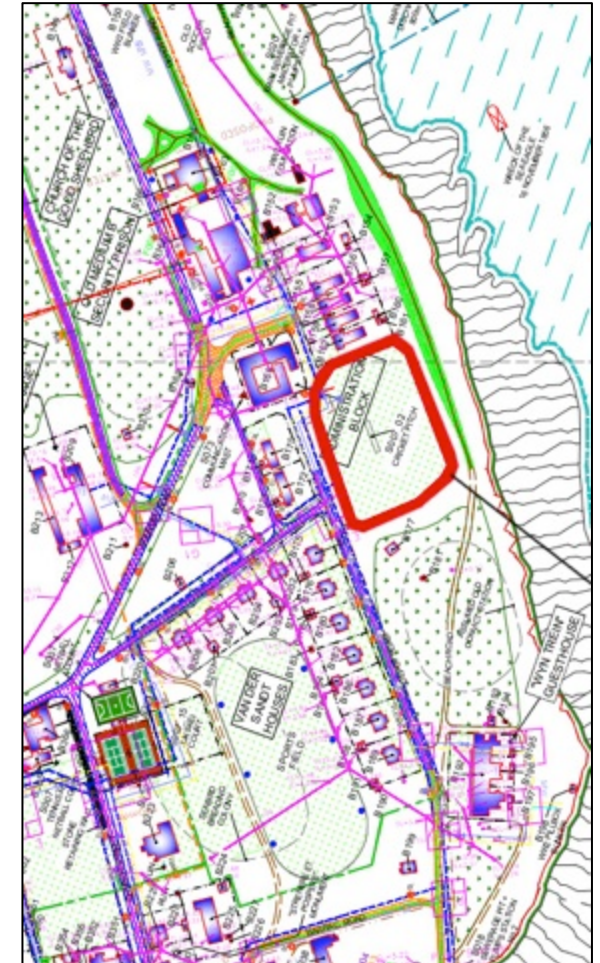
Two site alternatives have been studied in the current assessment. These are referred to as the (1) cricket ground site and (2) the agricultural site. Both references are slightly confusing and for the sake of clarity it becomes necessary to specify the locations, landscape links and boundaries of the sites under investigation.

The cricket ground refers to the site of a previously formal, now degraded open space with a cricket ground relatively recently topped by a cricket mat on the pitch. The place is bounded by houses to the north, the beach road/path (lined on the seaward side with tall (almost 2m) brush and the beach to the east, derelict open space to the south and Depot Road, lined with occupied houses and the administration block and its associated buffer space to the west.

*Figure 7 (right): The cricket ground site bordered to the North by houses that were warders houses during the prison period (some occupied), to the east by the beach path and the beach beyond, to the south by unused open space and to the west by Boundary and (Builtcare and DAC 2011)*



*Figure 8 (above): The cricket ground from the corner of the administration block looking from the northwest corner towards the southeast. Please note that the vegetation along the beach side is almost 2m high despite its appearance as 'scant'.*





The agricultural site, or landbou, is located off the coastline and towards the middle of the Island, directly between the old agricultural buildings (specifically the piggery), the Limestone Quarry and the area of 'bush' located east of the agricultural buildings and marked as planned planting to be considered for conservation in Le Grange (2001). It is contained in a natural dip in topography between these features.

*Figure 9 (right): Portion of the Builtcare and DAC site plan showing the location of the agricultural site proposed for installation of photovoltaic cells. (Builtcare and DAC, 2011)*

*Figure 10 (Below): Panorama view across the site from the piggery with the Limestone Quarry beyond the telephone pole and the agricultural terraces to the left. Please note that the foreshortening of the piggery is an illusion of the panorama (MS 2016)*

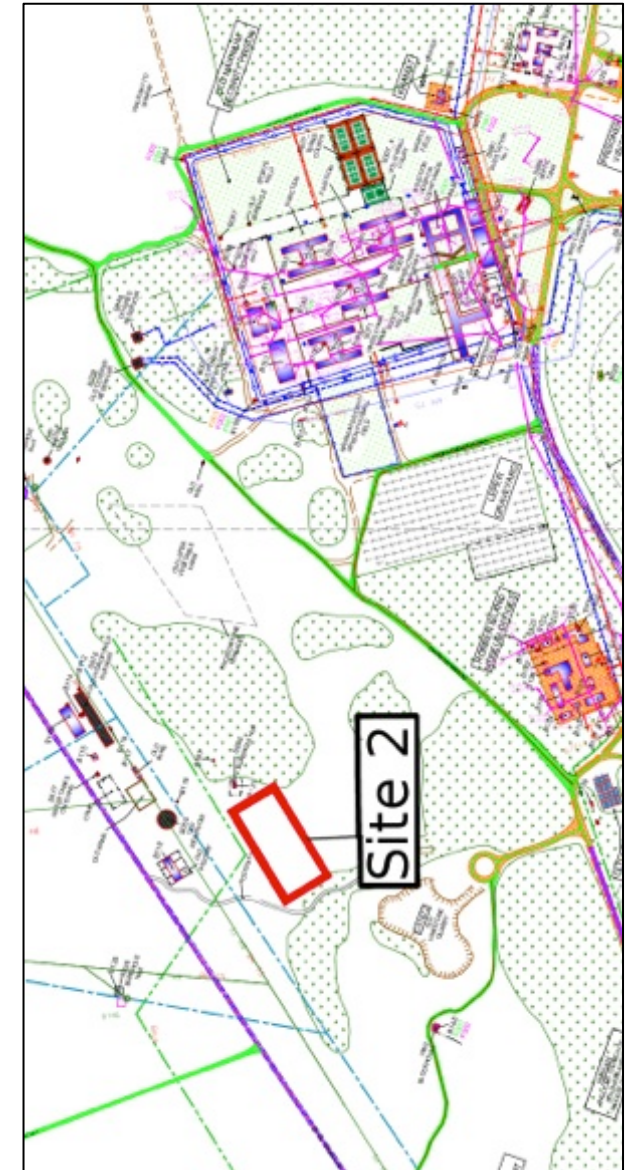




Figure 11: Google earth image showing landscape layout and links between material parts of the landscape (Google Earth).

From top and then left –

The Maximum security prison (without marker),  
Terraces of the leper agricultural area,

the hydroponics building and tunnel bases,  
the old kraal,  
the reservoir,  
the piggery,

the Lime Quarry and  
rabbit path between the Quarry and the identified site.



## 4.1 CURRENT CONSERVATION STATUS OF PROPOSED SITES

The two identified sites have quite different characteristics, beginning with one being within the ‘urban edge’ and the other being in what at first glance appears to be open and undeveloped landscape. The Landbou site has been previously recognised as a site, but its qualities, associations and location have not been well articulated in ways that contribute towards its recognised contribution to the National or World Heritage Site.

The cricket ground site is not individually identified as a site with any heritage values attached. Some general principles of note were however established in conservation discussion documents in 1998 and 2000 which should apply.

‘Landbou’ site and the hydroponics building were identified as significant cultural landscapes in relation to the prison in the first ICMP.

Landbou was described as

“a sandy site situated to the southwest of the MSP and close to the Limestone Quarry. As part of a punishment regime, prisoners were marched from the MSP to work on this site. Once they arrived there they were forced to push wheelbarrows with metal wheels, loaded with sand, in the soft sandy soil from one part of the site to another, for no apparent purpose. It was also on this site that warders beat and tortured prisoners. At least two prisoners are recorded to have been buried up to their necks, leaving only their heads exposed for breathing. It is also reported that on asking whether they were thirsty the warders urinated in their faces. The site epitomises the extreme forms of humiliation meted out by two infamous warders in particular, the Kleynhans (sic) brothers, who worked in collaboration with common law prisoners in the early 1960s”<sup>65</sup>.

The hydroponics<sup>66</sup> building, earlier used as a dairy, is described as being ‘similar in style to other 1960s buildings on the Island, with exterior stone

cladding’. The building later became a hydroponic greenhouse with a translucent roof, and was coupled with greenhouse tunnels for the production of vegetables. A stone walled cattle-kraal was added (date unknown, but similarly finished to the hydroponics building).

“From the 1960s to the 1980s, political prisoners worked at the site, initially as part of their punishment, but it was later regarded as part of their ‘social rehabilitation’”<sup>67</sup>.

Despite the excellent description of individual sites and buildings, the location of ‘Landbou’ has been poorly spatialised and the relationships between buildings and spaces and their roles in the functioning of the prison are not made explicit. This constitutes the vulnerability of the components of this site. Consultation and further specific research have allowed this investigation to re-assess the components and their parts in the greater whole, and their contributions to OUV (see analysis of sites) and to conclude that the agricultural site should, in its entirety, be considered part of the core MSP site for the purposes of conservation. It is a site exemplary of the core OUV criteria for which the Island was declared a World Heritage site, despite not being contained within a building: **criterion (iii)** the buildings of Robben Island bear eloquent witness to its sombre history and **criterion (vi)** Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression.

<sup>65</sup> Robben Island Museum, 2007, p 31-32

<sup>66</sup> Wikipedia describes hydroponics as “**Hydroponics** is a subset of hydroculture and is a method of growing plants using mineral nutrient solutions, in water, without soil. Terrestrial plants

may be grown with their roots in the mineral solution only, or in an inert medium, such as perlite or gravel.”

<sup>67</sup> Robben Island Museum, 2007, p32

## Characteristics and Heritage Values of the sites guiding considerations:

### 1. The Cricket Ground site:

The cricket ground falls within the urban edge of structures supporting the system of imprisonment on the Island. Early in its history it was a marginal space between the Convict Station and the Male Leper Wards (demolished in 1930s) and was possibly the southern end of the site of part of the Male Leper settlement during the period when the Island housed those marginalised by society for health issues.

It is a formal structured open space in the system of places and spaces that during the prison period were occupied by the warders, and are now occupied by ex prisoners and Robben Island Employees. The space has relatively recently (circa 1991, date unconfirmed) become a cricket ground, and was previously the parade ground of the warders and training warders during the prison period<sup>68</sup>.

It was possibly used as a parade ground during WWII occupation<sup>69</sup>. A parade ground is central to a conceptual system of militarised discipline, drills, parades and achievements, acting as a space of power and control within the military system. The parade ground conveys structure and the power of the system to its employees - in this case warders working within the prisons system (now Department of Correctional Services). A parade ground strikes a note of respect and awe in all those who subscribe to the authority concerned.

These values could only have been held for this space by those people functioning within the system of imprisonment. For persons outside of this system the space would be meaningless, and its conversion during the latter end of the 'Island as prison' and formalisation into a cricket ground during the cricket World Cup of 2003 is possible evidence of this.

It has some Heritage value as the old parade ground and as an open space contributing to the village environment, but this is limited by it being the buffer space between housing and administrative function zones and by it not being a central or valued since the end of the period of imprisonment. Its vulnerability lies in it being an open space, but this is mediated by its edge treatments making its boundaries as a cricket ground clear.

Its eastern seaward edge has value as an area where African Penguins, a protected species, breed.

### 2. The Agricultural Site:

The formally proposed site for installation of solar energy plants is on the sensitive buffer edge of an integral part of the agricultural or Landbou site, whose location and extent have not been previously well articulated. The site loosely appears to be open space in front of the old agricultural buildings, with a wooded area on the slight valley floor. The agricultural buildings were recommended for adaptive re-use by the 2007 ICMP.

The agricultural site's edges are elusive and intangible and the characteristics described here are layered and occur in generalised areas for the full extent of the landscape between the Limestone Quarry, Raymond Road, the path/walkway between to the northwest of the Old Leper vegetable gardens and terraces, and Dombaar and Highlander roads to the east. See diagram overleaf for depiction of detail of parts of the landscape being described (in orange bordered area).

During the period in which the Island functioned as a hospital for the mentally ill and for housing people afflicted with leprosy (1845 to 1931), the Island "appears to have been largely self-supporting with farm animals and gardens, it's own bakery, butchery, fishery etc." <sup>70</sup>.

The terraces (supported by rocks) developed during the Leper period for agriculture are contained in the greater area of the agricultural site. However, the slight valley area delineated by the Limestone Quarry to the south, the Leper terraces to the north, and Boundary road to the west contains at least another two sets of terracing. This terracing is supported by concrete sandbag formations, which extend through the plantation area and end right at the south end of the plantation and in direct line of site from the borehole building (number 5 on DAC site plans).

<sup>68</sup> Perss. Comm. Christo Brand, ex-warder 25 Jan 2016 and RIM Sites document, p231

<sup>69</sup> RIM, 2205, Robben Island Sites Information, p 231 and 673

<sup>70</sup> Riley, 1993, p5





‘building piles of sand. We were given wheelbarrows with metal wheels and there were corrugated iron strips placed end to end that you had to wheel the barrow along to make sure it did not sink in the sand. If your wheelbarrow went off the corrugated iron or you needed to pass another person and one of you went off the path, you were beaten by the warders, or they called a common law prisoner to beat you.’ ‘ A few weeks later the sand was moved back again.’

‘We were subjected to a lot of pressure to work hard and fast. You got blisters on your hands from doing this and needed to urinate on your own hands to keep them clean.’

In reference to treatment and atrocities committed by the Kleynhans brothers (a pair of brothers who were warders in the early 1960s and who were reported by numerous people as being particularly heartless and responsible for some of the very worst treatment of prisoners) Mr Mlambo commented that “ I discovered that a human being is much stronger than I thought”.

*Figure 13 (right): The Landbou reference group being photographed in 2001. Please note their location in the landscape - they are standing on the terraces constructed through their humiliation, and are located jut above the wattle plantation through which the terraces run and where some of the atrocities recorded took place. (RIM Heritage Calendar recording the reference group projects)*

Another prisoner described the experience of moving sand across the site as described above, and a few weeks later being told to remove the same sand back to the other side of the site and the realisation that the purpose of the moving of sand was not to build terraces, but simply to “mess with your energy”.

The atrocities described previously are directly associated with this site, and some not previously reported which included warders both allowing and instructing common-law prisoners to abuse political prisoners in various deeply humiliating ways, using the woodland as cover to do so.

This site is therefore a site with intangible values directly linked to and exemplary of the core functioning of the prison. It is also a site previously unrecognised as being directly reflective of the OUVs for which the Island was recognised as a WHS.



**Criterion (iii)** the buildings of Robben Island bear eloquent witness to its sombre history, and

**Criterion (vi)** Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression.

Its vulnerability lies in the fact that it is a barren looking site redolent with intangible memory embedded in the landscape, and in the elusiveness of the site edges. The material aspects to which the memories are tied are the terraces (the concrete sandbag terraces), the corrugated iron strips that are still lying around the site, the planted woodland and the view towards the Lime Quarry

site (this being the only aspect that would be directly affected by the current proposal).

This site, the Quarry and the prison are directly linked, and it is therefore recommended that this site, with intangible but exceptional redolence of both

aspects of OUV be included in the core of sites conserved for their OUV and National significance.



## 4.2 HISTORY OF THE IDENTIFIED SITES

### 4.2.1 ALTERNATIVE SITE 1: THE CRICKET GROUND

#### History and Archaeology

*There is no evidence of a cricket ground prior to 1894 based on the Noting Sheet Figure 14 (right): Noting Sheet, circa 1894. No evidence of a cricket ground is provided (Source Riley 1993).*

The first confirmed reference found dates to 1905 when a cricket ground was established in the village (Figure 3). This site was located next to the Female Leper Complex directly opposite the Convict Station and ran up to Boundary Road. The ground was enclosed by gardens at the south-west and south-east ends with open space at the northern and north-western ends. The current 'cricket ground', denoted by a yellow rectangle in Figure 10, is much closer to the beach whereas the old cricket ground is roughly on the same site as the current sports fields at Robben Island.

The location of the old cricket ground was important at the time as it was setup on the periphery of the Village and separated the Male Leper Compound from the Village.

*Figure 15 (below): Structures and sites, 1905. Note the cricket ground and the position of the Convict Station in relation to the Male Leper Wards (Source: Riley 1993).*

Additional sports facilities were built between 1913 and 1921 including a links golf course, football grounds and croquet and tennis courts, creating a sense of vitality on the Island (Riley, 1993). The cricket ground is still visible on the 1931 map (Figure 4) before the Leper Colony was abolished. Many of the buildings north-west of the old cricket ground were demolished to eliminate further leprosy infection on the Island. The Convict Station was not part of the buildings earmarked for demolition because it was not related to the Leper Colony.

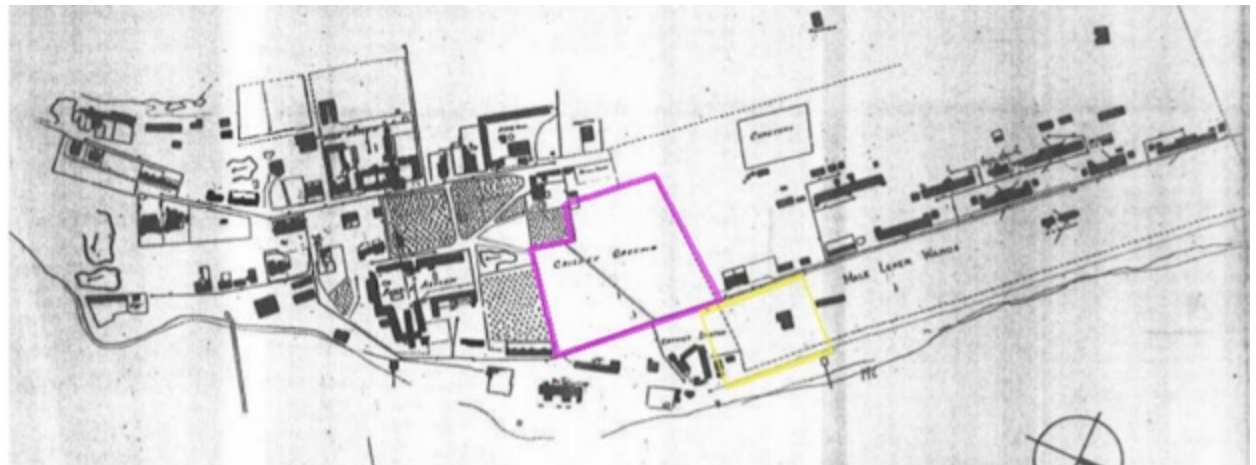


Figure 16 (right): This map from 1931 identifies the buildings marked for demolition within the Male Leper Compound and the village after the Lepers leave the Island. (Source Riley, 1993)

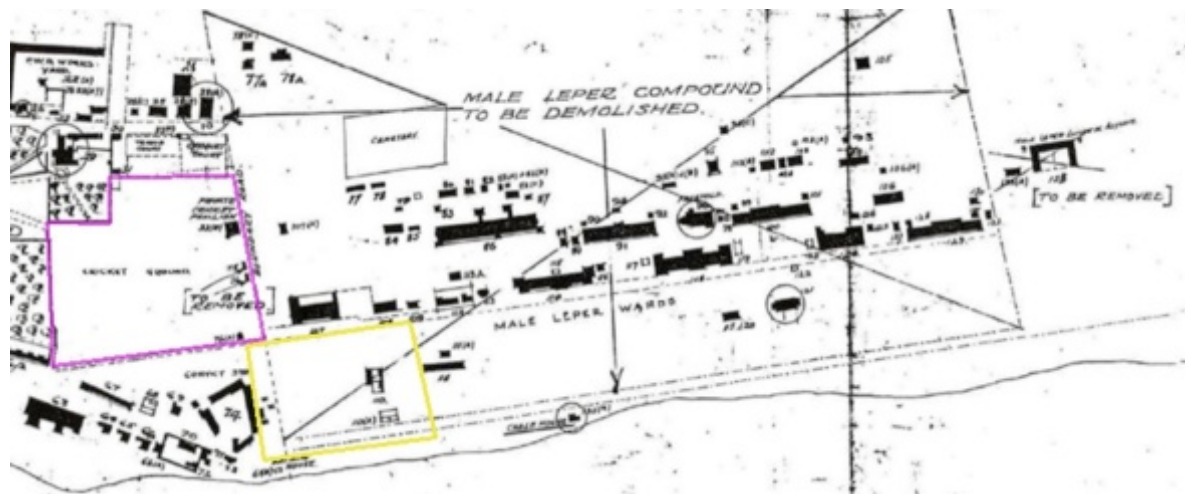


Figure 17 (right): Close-up of the 1931 map identifying the buildings to be demolished that were in proximity to the old cricket ground. From this image, it is evident that the Convict Station is excluded, along with the cricket pavilion and the croquet and tennis courts just south-west of the old cricket ground





Figure 18 (right): The 1933 topographical map produced by Biesheuvel, Watson and Whittingdale shows a much more barren Island after the demolition of buildings related to the Leper Colony. The Convict Station still remained and the space related to the old cricket ground was intact (Source Riley 1993).



By 1938 (see aerial photograph), Beach Road and Boundary Road had formalised into their current forms. This depiction is the last mapped evidence for the old cricket ground in its original position. The area of the demolished leper colony buildings are apparent as scarred ground to the north (right of) the proposed development area.

*Figure 19: 1938 aerial photograph of the cricket ground and Convict Station with formalised Boundary and Beach Roads (Source: Trig Survey, Mowbray)*

The Convict Station was demolished sometime between 1938 and 1960, while the Island was managed under Department of Defence<sup>73</sup>. It was not possible to obtain a map or aerial photograph from 1938 – 1960. During that time reports were made of continued sporting activities on the Island, including cricket (Davey, 1996). While the tennis court is still in its original location and the croquet court has been converted into a netball court, the cricket ground's history is less clear between 1938 - 1960.

Importantly, it appears to overlap with the northernmost corner of the former Convict Station and ancillary buildings located to the south of and related to the Male Leper Compound.



Oral evidence suggests that the 'cricket ground' was used as the warders' parade ground throughout the prison period<sup>74</sup>. Ex-warders interviewed in 2003 related the 'field (our emphasis) next to the Administration building' as their parade ground and where physical training and drills were conducted during the early 1960s<sup>75</sup>.

A parade ground is a formal reserved structuring space of high status in military organisations, where drills, pay parades and awards ceremonies were held. According to Brand, by the 1980s daily drills were held at the prison, but more formal parades were held on the parade ground. It is possible that this space had been converted to parade ground during the military period (WW II onward), and that the area to the north of the Administration building possibly served this purpose for a period in the 1970s<sup>76</sup>. Further research and compilation would be required to clarify its exact use and the time period for which it was the prison parade ground. Towards the end of the prison period it appears to have become meaningless and it was possibly converted into a cricket ground after the prison period.

<sup>73</sup> Riley, 1993

<sup>74</sup> Perss.Comm. Christo Brand who served as warden from 1978 onwards and had regular contact with the Island once he was redeployed to another prison in the 1980s

<sup>75</sup> Mr Mackay, interviewed in Feb 2003. Tape 1 / 2 SV 2007.

<sup>76</sup> RIM Sites Information, 2005: 231, 269

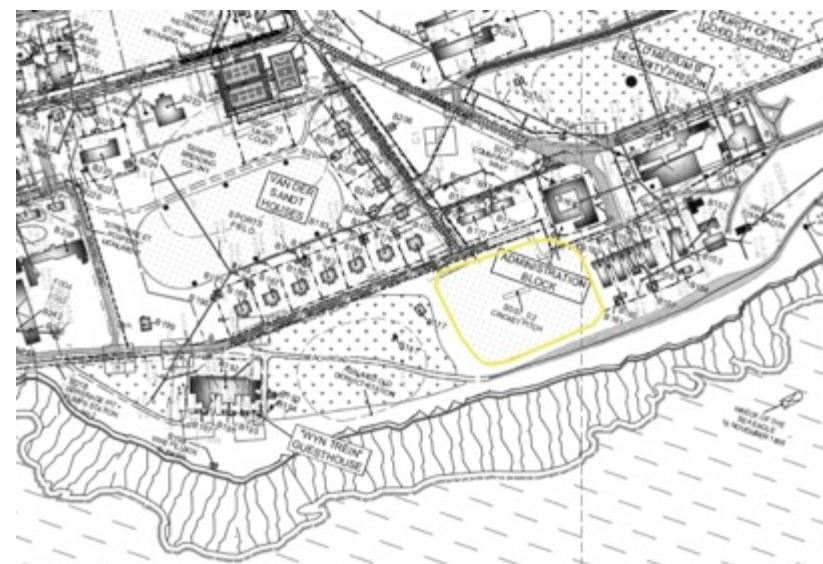
Figure 20 (right): 1989 map showing cricket ground in current position (Riley, 1993)

Figure 21 (far right): 1894 noting sheet for comparison with the 1989 depiction on the left (Source for both images Riley 1993)

The cricket ground is positioned between the Village (typically considered the area between Boundary Road, the coastline and the lighthouse) and the landscape of exclusion which stretches from the old Leper Colony to the prison landscape. Despite the numerous surveys and assessments conducted on the Island, there is scant mention of the current cricket ground.

The 2007 ICMP noted that the cricket ground had been used as the warders' parade ground where members of the Cape Corps conducted drills (Prins-Solani, 2007). Le Grange et al (1998) recommended the buildings just north of the cricket ground for re-use, but no mention of the cricket ground itself was made. This is consistent with our findings during the field survey which concluded that the cricket ground is largely a derelict space.

Figure 22 (right): Robben Island 2011 Site Plan showing the current location of the cricket ground (Builtcare and DAC, 2011)





## Survey and Findings of the Field Assessment

The cricket ground site was surveyed along with the proposed new power line and fibre optic cable routes (see figures). The grass on the field was short and dry, allowing for high visibility. Besides a blue rubber/plastic cricket mat which had been installed in 2003 during the last Cricket World Cup, the facility was otherwise in a poor state of disrepair. An old practice cricket net (Figure 15) was located just south of the cricket ground and it is completely unusable and ruined. Both the proposed power lines and fibre optic cable will be laid down (see figure) in the existing road reserves that lead away from the cricket ground to the local substation. These lines are less than 400m and will have little to no heritage impact.

No archaeological or historical material of significance was found at the cricket ground site, nor any archaeological remains from the old Convict Station or the Leper Colony. However, the survey was restricted to the surface and these resources are more likely to be encountered during construction and excavations.

*Figure 23: View across the cricket ground from the south-west corner (CTS 2016).*

Several building structures are located around the cricket ground and along the routes proposed for the power lines. Most of them are inhabited and used for residential or administrative purposes. None of these buildings fall within the proposed development area and the impacts are limited to possible spatial and visual intrusions of the development only. A walk through of the two proposed power lines and fibre optic routes did not identify any heritage resources of significance. It is expected that none of the structures located next to the roads will be impacted by trenching for the underground services.



Figure 24 (right): GPS tracks showing the survey undertaken for Alternative 1 (CTS 2016). Please note one team member did not record a track path and that the full coverage of the route by the team is therefore not reflected







Figure 25 (above left): Stones used to delineate the boundary of the cricket ground



Figure 26 (above right) Proposed power line routes (CTS 2016)



Figure 27 (above left): Buffer zone with ruined cricket practice net with toilet block in the background. Figure 28 (above right) Corrugated structure outside the proposed development area, with disused toilet block on the left of the photograph, residential buildings in the background. Boundary of the cricket ground is the low vegetation in right centre (ST 2016).



#### 4.2.2 ALTERNATIVE SITE 2: THE AGRICULTURAL SITE

##### History and Archaeology

Site alternative 2, referred to as “hydroponics and also known as ‘Landbou’, overlaps the core agricultural/prison landscape and the leper landscape of the Island, and is in a buffer space between those and the Limestone Quarry<sup>77</sup>. The site is situated in a slight depression with the Maximum Security Prison to its northeast, Raymond Road to the west, Rabbit Road to the south and remnants of forestation on its northern flank (see figure). The proposed site is roughly 1.5ha in extent, but the solar panels and the proposed substation (5x3m) should cover less than 1ha.



Figure 29: Panoramic view of Alternative 2

The agricultural activities ceased in this area after the closure of the MSP. The agricultural facilities took place in two phases. The first phase occurred when the Leper Colony was active and the second phase occurred in the second half of the 20th century when the hydroponic farm and its associated structures and activities were established.

##### The ‘Hydroponic’ Structures

The complex of buildings located at the agricultural site comprises the hydroponic building and its associated concrete tunnel bases, a piggery, a water reservoir, an old kraal, a pump station and a byre (See figures of each below).

The precise date of construction of the buildings is not clear. Prisoners were made to work on the terraced sites during the 1960s<sup>78</sup> and the 1972 Public Works Survey map does not indicate the presence of any buildings in the area<sup>79</sup>. The old kraal, hydroponic building and the MSP walls were built in similar style using slate from the Bluestone Quarry. We therefore believe that the agricultural buildings were built after the late 1960s.

<sup>77</sup> Le Grange et al., 1998

<sup>78</sup> Mr Shezi pers. comm., 2016



Provisions were made for the re-utilisation of the hydroponic structures to cultivate vegetables using hydroponic methods (see the National Heritage Site nomination dossier and the 2007 ICMP). This is consistent with the plans drawn up by the Department of Correctional Services to reinstate the buildings for agricultural activities<sup>80</sup>.



*Figure 30: The hydroponic building with its remaining tunnel bases to the right (CTS 2016)*



*Figure 31 (above right) The piggery (CTS 2016)*

<sup>79</sup> Le Grange et al., 1998

<sup>80</sup>Mr. Muntu Nxumalo pers. comm., 2016



Figure 32 (above left) Water reservoir (CTS 2016)  
explain this term (CTS 2016)



Figure 33 (above right): Old Kraal, marked on some maps as "Old prisoner holding area". No further information has been located to explain this term (CTS 2016)



Figure 34 (above left): Pump station and borehole 05 (CTS 2016)



Figure 35 (above right): Pump station and borehole 05





Figure 36 (above left): The byre



Figure 37 (above right): View of the interior of the byre

### The Terracing

Gardens were first established on the Island in 1654 by the Dutch East India Company on the northern side of the Island<sup>81</sup>. New gardens were laid out in the central section of the Island during the 19th century to sustain a growing population of convicts and patients<sup>82</sup>. The terracing was used to delineate fields and to stabilise the land. From the 1830s, increasing complaints were made about the unsustainable use of low lying bushes for fuel and the overgrazing of pastures (particularly by large flocks of sheep and rabbits which were introduced by van Riebeeck). The residents of the Island subsequently planted trees in an attempt to stabilise the driftsand and to provide fuel for cooking and heating. The terracing is still present today, although some parts have been impacted by tree growth.

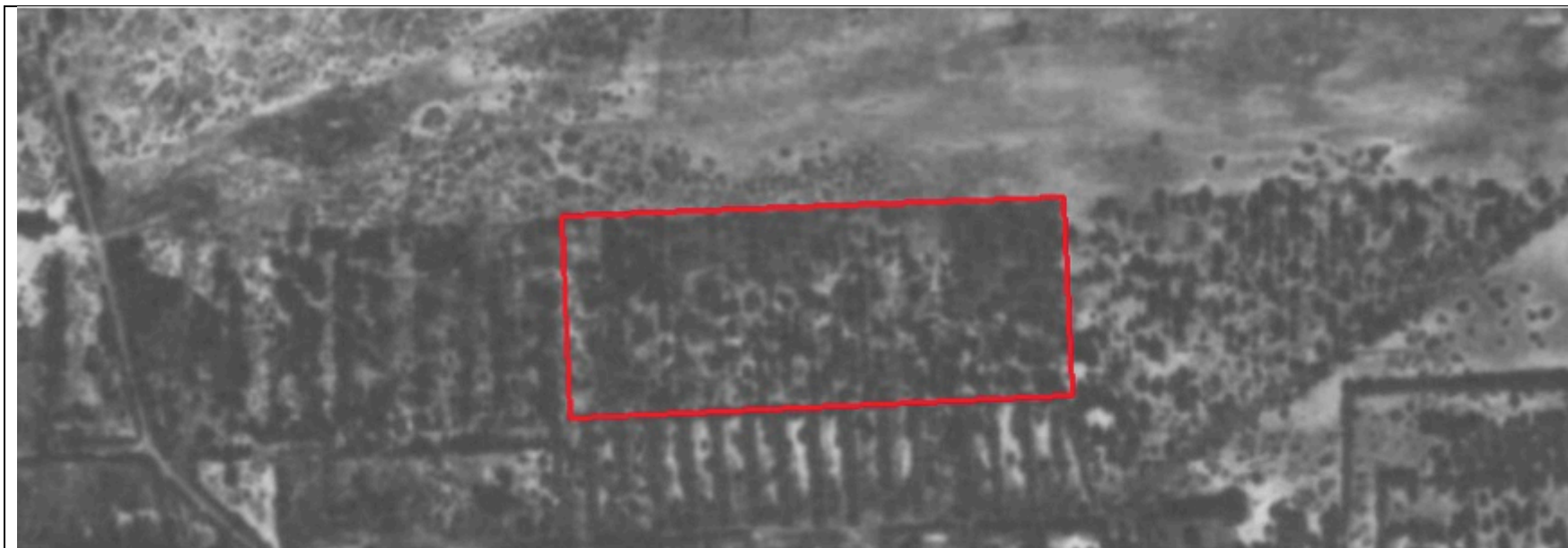
The switch from vegetable gardens for the Leper Colony to small scale forestry seems to have gathered pace in 1892 when Dr Impey, the resident medic, launched a garden campaign. He planted approximately 36000 trees and bushes, mostly blue gums, tamarisks, wattle, firs and pines which were sold to the mainland<sup>83</sup>. The planting phase lasted until 1912 and the 1938 aerial photograph (see figure) shows a much larger forest when compared to today. It is possible that some of these plantations were destroyed before the Second War World to accommodate fortifications and for security reasons<sup>84</sup>.

<sup>81</sup> Hart, 2001

<sup>82</sup> Riley, 1993

<sup>83</sup> Le Grange, 1998; Hart, 2001

<sup>84</sup> Smith, 1997



*Figure 38: 1938 aerial photograph of the Landbou site. Bush and tree cultivation is visible. The terraces are not clearly visible in this image as they completely overgrown during this phase. The red rectangle shows the estimated area of Alternative 2 for the proposed solar plant*





## Archaeological Survey and Findings of the Field Assessment

Most of the archaeological and historical observations made during the field survey are of low significance. Our findings support many of the ACO's findings in the area and we have expanded on them where relevant (see figure).

*Figure 40: GPS tracks and waypoints of the archaeological survey for Alternative 2. Note the full routes was surveyed but one member did not record a track path. There was therefore much higher ground truth coverage than the track path displayed. (CTS 2016)*

The packed stone and 'concrete sandbag' terraces are the most significant archaeological sites recorded during the survey of Alternative 2. The terraces occur just outside the proposed development area and will not themselves be affected by the solar farm. The terracing on the northern side of the plantation is more visible and out in the open and was made using rougher hewn stone than the terracing on the southern section of the wattle plantation. Most of the terracing is approximately 40-60cm high consisting of four to five levels of packed stone and/or concrete poured into bags. The terracing almost certainly predates the wattle plantation which was laid down in rows (see figure). Circles of stones around the base of trees were also noted (see figure) as well as other garden features<sup>85</sup> that have been displaced through erosion (see figure). These were the only significant archaeological sites identified near Alternative 2.



Bullet casings were found across the Landbou site which are likely to be contemporaneous with the MSP. Metal sheets pierced with bullet holes had been erected informally around the area and it appears these were used for target practice (Figure 38). 20th century glass bottles and glass fragments (see figures) complemented the ACO's findings (Hart, 2001). A halfdrum trailer had been abandoned in the plantation opposite the hydroponic farm and it was most likely used for irrigation purposes (see figure). Fragments of ceramic electrical insulators were also found (see figure). Most of these findings are not older than 100 years and none were deemed to have high heritage significance. The coordinates and descriptions of these findings are summarised in Table 1.

The site is located near the agricultural buildings mentioned earlier. The byre has been identified as a possible location for the storage of material for the solar farm. None of the agricultural buildings are older than 60 years but any alterations, additions or demolitions of these structures will require a permit from SAHRA in terms of Section 27 of the NHRA.

<sup>85</sup> Hart, 2001

The Rabbit Road (see figure) connects the Limestone Quarry and the hydroponic farm. This route was assessed as a power line has been proposed along this section. No archaeological material was identified along it and no archival information has been found related to this path. However, the path has significance as a feature in the prison landscape as the prisoners used it to walk between the agricultural site and the Limestone Quarry.



*Figure 41: Terracing located outside the wattle plantation in middle distance (CTS 2016)*



*Figure 42: Terracing created with concrete sandbag formation within the wattle plantation*





*Figure 43: Terracing within the plantation showing signs of erosion*



*Figure 44: Terracing within the plantation showing some damage from tree growth.*



*Figure 45: Second tier of sandbag terracing within the wattle plantation*



*Figure 46: Rows of wattle trees.*





*Figure 47: Stone circles around tree possibly to prevent penguin burrowing*



*Figure 48: Rocks displaced from erosion*



*Figure 49: Abandoned halfdrum trailer previously used for irrigation*



*Figure 50: Shooting target*



Figure 51: Glass bottle



Figure 52: Neck of glass bottle



Figure 53: Ceramic electrical insulator



Figure 54: Rabbit Road - view from the hill adjacent to the Limestone Quarry, proposed for cable installation



**Table 1. List of the observations identified during the survey. All material was rated as having low significance.**

Observation/Site	Description	Latitude	Longitude
<b>Sites and observations outside the development site</b>			
<b>4.2.2.1.1 RBI059</b>	Terracing outside plantation (general GPS coordinates)	-33.80323947	18.37021887
RBI064	Terracing within plantation (general GPS coordinates)	-33.80434272	18.37134942
RBIObs 001	Bullet casing	-33.80342107	18.37062724
RBIObs 002	Bullet casing	-33.80353687	18.37087317
RBIObs 003	Metal plate, possibly used as shooting target	-33.80359818	18.37083628
RBIObs 004	Metal hut, possibly used by attendants at the cultivations	-33.80364926	18.37118057
RBIObs 005	Metal stakes with cement base	-33.80445643	18.37205359
<b>Sites and observation within the development area</b>			
RBIObs 006	Rubble pile	-33.8047902	18.37164782
RBIObs 007	Electrical insulator	-33.80529765	18.37195932
RBIObs 008	Glass bottle	-33.80559906	18.37135066
RBIObs 009	Bullet casings	-33.80546283	18.37228926
RBIObs 010	Ceramic shard	-33.80529765	18.37195932
RBIObs 011	Modern structure - floor/foundations	-33.80498092	18.37130148
RBIObs 012	Old belt	-33.80486172	18.37073381

RBI250	Byre	-33.80484419	18.37048307
RBI251	Piggery	-33.80554401	18.37106242
RBI252	Water reservoir	-33.80515844	-33.80515844
RBI253	Hydroponic building	-33.80462131	18.36975619
RBI254	Kraal	33.80508489	18.37058499
RBI255	Old pump house (mid 1960s, early 1970s) and borehole 05 - to be reused for hydroponic activities	-33.80475058	18.37148085
RBI256	Rabbit Road - beginning	-33.805800320	18.37159082
RBI256	Rabbit Road - end	-33.80478178	18.373945802

## 5 CONSULTATIONS

---

Meaningful engagement with key stakeholders has taken place despite the very limited time frames involved in the HIA. An initial meeting was held with RIM management on 15 January 2016 at which Key stakeholders were identified<sup>86</sup>. Heritage Specialists undertook to provide stakeholders with the Basic Information Document and information about the project and registration as interested and affected parties for the project, and to meet with and consult with them as requested and if they required more detailed information. A consultation meeting with ex political prisoners was identified as necessary.

Eight sets of key stakeholders were identified. The table of stakeholders and consultation details is appended. Stakeholders identified were:

1. Ex political prisoners (EPPs) EPPA Reference group Committee was identified by RIM as the appropriate representative forum,
2. The Department of Correctional Services,
3. Armscor,
4. The Churches (The Anglican Diocese of Cape Town with regard to the Church of the Good Shepherd and the Cape Mazaar Society in relation to the Kramat),
5. The Leprosy Mission,
6. Traditional chiefs,
7. The Khoe and San communities, and
8. Transnet (who will be informed by RIM management),

All stakeholders that could be reached telephonically were contacted, the project explained to them, and a request made that should they wish to make comments as part of the consultation process for Heritage and prior to public participation, they were welcome to do so within a very short timeframe (ten days, as agreed with RIM Management). Offers to meet with stakeholders were part of this discussion. The BID document and comments form were then emailed to the Stakeholder with a summary of their comments made in the telephonic discussion for confirmation and submission if they chose to do so.

---

<sup>86</sup> The 2014 ICMP refers repeatedly to RIM stakeholders and outlines Environmental stakeholders in the Environmental package. The ICMP does not outline or list Key stakeholders or Key Heritage stakeholders. The reference bundle which apparently refers to these has not been received.

Responses received back from this process are recorded in the stakeholder Consultation table appended.

### 5.1.1 CONSULTATION WITH EX-POLITICAL PRISONERS (EPPS)

The Consultation process with the Department of Correctional Services and with EPPs ran a course that began as described, but developed differently. The process of this consultation has been iterative and organic, but is recorded here as it is a real reflection of what took place.

Two parallel processes of consultation were undertaken. Discussion with the EPP reference group and consultation with EPPs employed on the Island was planned.

Telephone calls were made to the EPP reference group committee members that had been provided by RIM. The reference group committee is composed of seven people in different areas of Southern Africa (with one in Botswana and one in Namibia). Two of the reference group (the first two with whom contact was successfully made) made comments and confirmed those in email. The third member of the group who was reached responded that he is unable to communicate via email and that he was unable to comment individually as he was a representative of many others and requested time to consult with other Committee members. He informed the consultant that the Committee leaders were those who had not yet been reached.

Telephone contact was successfully made with one of the identified leaders of the reference group, who was then completely informed of the members that had been successfully contacted, and the planned meeting with EPPs in RIM employ. He requested time until the following week to consult with the Committee and pointed out that there were outstanding issues with RIM Management that would need to be resolved before the proposal could be dealt with. He later sent an email requesting resolution of issues with management and a full meeting of the Committee in Cape Town. This was forwarded to Management.

Two meetings with EPPs employed by RIM took place.



At the first meeting the EPPs recorded that they were insulted by the fact that the first they had heard of the project was from an outsider. They took a decision not to engage with the consultation process, but allowed the specialists to provide them with information about the project and to motivate why they should perhaps consider taking the opportunity for consultation. They requested time to consult with other EPPs and requested a second meeting with the professional team. This was agreed to. They asked about beneficiation among other things that were outside of the scope of the professional team's mandate. They requested Department of Correctional Services input and their attendance at the next meeting. This was agreed to.

The group then very helpfully explained all the various EPP structures provincially and nationally and reminded the team that Robben Island had been left in Trust to ALL ex-political prisoners in Southern Africa, and not just to those who had been imprisoned on the Island. They suggested that information be sent to the Department of Military Veterans for dissemination for that reason. This was agreed to.

The second meeting with the EPPs was also attended by Mr Muntu Nxumalo, an ex political prisoner and representative of the Department of Correctional Services with whom the team were consulting in that role later on the same day.

A telephone call was received from one of the EPP reference group Committee just prior to the meeting. That call communicated that the reference group was willing to be represented by the EPPs with whom we were meeting. This was confirmed with the EPPs in the meeting at the start of the meeting.

The EPPs stated that the consultation undertaken had been unsuccessful because of the short timeframe (two days) and because they could not use RIM time or resources to conduct these consultations.

They re-iterated their statement that they wished management to know that they should never again be informed of a process that may effect them, by an outsider and well into the consideration of the proposal. We agreed to convey this. There followed a series of discussions of pressing issues for the EPPs that are outside of the scope of this project and have to do with unresolved matters

with RIM Management. We agreed to convey to Management that there were unresolved issues that require attention.

They requested involvement throughout the process of the proposed project, transparency as the process develops, and meaningful inputs. These matters were dealt with positively with the appropriate professional limitations outlined. They asked what benefits to them the project had, and were informed that there were no direct financial benefits, that RIM wished to use this opportunity to be able to redirect funds to projects but that decisions as to whether this is possible may not lie with RIM Management. They accepted this and agreed to consult on the project directly.

The EPPs wished to record that they support the project in principle. They have numerous technical and safety questions which the Heritage specialists could not answer and they were directed to the Environmental process and encouraged to register and record their questions.

#### Discussion of sites

The Agricultural site: They object to the use of this site as it is a site representative of a lot of suffering for prisoners - the kind of suffering that did not just stay on the site, but that was carried with the sufferer. The term "no-go area" was put forward. Nothing should be built on this site or in proximity to it. They also object to the proposed use of the site because there is a proposal being developed by EPPs in conjunction with the Department of Correctional services to re establish farming on the agricultural site. The EPPs support the proposal to farm the site, but not for any kind of infrastructural installation.

#### The Cricket Ground site:

This site holds no significance to the EPPs. It is simply a disused open space. They suggest it is an appropriate site for intervention, but raised questions about the impact for residents of this installation. All of these questions were technical and safety, and fall within the environmental aspects.

A discussion ensued as to the status of residents of the Island and their lack of rights except as employees<sup>87</sup>. Issues of land and rights in the law to non land-owning neighbours to a development were raised. The EPPs suggested that residents should be informed of this development and requested that a meeting be held to inform them. The team agreed to meet with Management to discuss this.

### **5.1.2 CONSULTATION WITH DEPARTMENT OF CORRECTIONAL SERVICES**

Mr Nxumalo, ex political prisoner and representative of the Department of Correctional Services (DCS) , who have a partnership agreement with RIM, attended the second consultation meeting with EPPs and a site meeting with the professional team afterwards.

The DCS supports the project in principle and sees it as a positive step for the Island.

The DCS has plans to begin farming on the agricultural site, which Mr Nxumalo reports are far advanced and known to RIM. He undertook to provide the consultants with supporting documentation, which has unfortunately not been received. He was unaware of whether there may be approvals required for that process as the agricultural buildings were recommended for adaptive re-use in the first ICMP<sup>88</sup>. He did not have a copy of the second ICMP and requested one. It was forwarded to him by email on 27 January 2016. The DCS would, in light of their plans object to the installation of solar panels on the proposed agricultural site as they would be incompatible with the current plans.

The DCS would support the proposal to establish solar panels on the cricket ground site as they have plans to establish a halfway house for the re-training of parolees. The parolees in this programme would be accommodated in the buildings located south of the cricket ground site along the coast. DCS

---

<sup>87</sup> This is the lack of security of tenure for all Island residents historically, referred to by Riley 1993

<sup>88</sup> The 2007-2012 ICMP recommended adaptive re-use of the buildings and the 2013-2018 ICMP is focused on tightening management issues and does not make specific recommendations for sites.

requested safety and screening information, to be registered as an I&AP (form provided to them) and to be kept informed of the process.

### **5.1.3 CONSULTATION WITH RESIDENTS OF THE ISLAND**

Consideration and discussion with RIM Management acknowledged that there was no legal requirement, but that out of consideration and in good faith a meeting with Island residents would be held on 8 February 2016<sup>89</sup>. 134 people (including children) are resident on the Island. All residents have a family member employed by RIM or working on the Island for one of RIM's service provider partners, and are only resident on the Island by virtue of the allowance being made in their contracts of employment. Residents are on the Island voluntarily.

Two emails inviting residents to the meeting were circulated by the Environmental Manager. Over 50 people attended, although only 30 residents recorded their attendance on the attendance register.

The outcomes of the meeting:

Note the UNESCO inscription of the prison as having outstanding significance. Objection to the use of the agricultural site expressed by EPPs was confirmed by residents who are very aware of the memories of atrocities committed on the extended site "the whole site".

The cricket ground was created by Andre Odendal (first CEO of the Museum) and has no meaning for residents of the Island. It is not used for cricket or any other amenity. The site that has recreational meaning for residents is the sportsfield located west of the houses that border the cricket ground.

Residents support the project in principle and one resident noted (with agreement from others) that 'we must not be chained by the past, we must be more creative and make room for change'. The need to do so without damaging heritage significance was acknowledged.

---

<sup>89</sup> This meeting was not legally required, but the professional team felt that the utmost consideration should be extended to the community of residents as they may be effected by an installation.

Questions asked about the proposed installation at the cricket ground:

Will there be a security fence? -not asked in terms of visual impact, which there was no expression of concern about, but asked in terms of keeping the installation safe and residents safe.

Is it safe to have PV panels near houses?

What will the visual impact be? Will there be glare or reflection from the panels that may affect residents? If so, screening will be required. Reference to long term damage of the glare of the Limestone Quarry was made.

Is it not better to install a number of small pockets of cells rather than one large site?

Noted and accepted that any site chosen will require some form of compromise or mitigation because all sites on the Island have sensitivity.

Conclusion of the meeting:

It was noted that if there are no environmental or heritage impacts and if people are not affected, then the installation of the PV panels should go ahead on the Island. It was seen as positive.

No resident stated that the installation on the cricket ground/parade ground site was inappropriate or unacceptable provided concerns with respect to screening, safety, glare etc were adequately addressed.

Mr Shezi noted that the residents would have liked to have been involved earlier and consulted as part of the process before outsiders were brought in to make the assessments.

## 6 IMPACT ASSESSMENT

---

This section of the report focuses on assessed impacts of the proposals

### 6.1 THE CURRENT PROPOSALS IN RELATION TO SIGNIFICANCE

Taking the significance of the Island into account at National and at World Heritage levels “The ultimate purpose of any policy should therefore be to ensure that present generations are able to appreciate and understand the significance of the Island without compromising this significance for future generations”.<sup>90</sup>

The proposal in principle:

A proposal to install renewable energy and thereby achieve vastly improved sustainability for the Island is positive. It also has the potential to result in better interpretive and conservation projects that would maintain and enhance significance at both National and World Heritage levels.

The installation would improve the economic situation of the Island, but is unlikely to directly impact employees or Island residents economically.

The most challenging aspect of the proposal is locating appropriate sites on the Island. The current assessment only deals with two sites as other previously selected sites had been excluded on technical grounds before the Heritage Impact Assessment began.

Site 1: The Cricket Ground: The cricket ground has no inherent significance in its current form either historically or currently. It has not been previously identified as a site for conservation. Its probable use as a warders parade ground has been significantly eroded if not destroyed by its current configuration. It has some significance as a structuring open space element in a buffer between the village and the beach, and between the administrative and residential zones of the village.

Valued and used open space in the village is located on the historical cricket ground, referred to as the sportsfield, and not on this site.

The proposals will have little or no impact on those significances as they do not alter the boundaries of the site and the space has little meaning and is disused. The form and scale of the proposals are moderately reserved, despite being a new infrastructural element. See integrated assessment for the application of Heritage Indicators and other considerations.

Site 2: The Agricultural Site: A proposal to install any built structures on this site which forms a transitional space between three core parts of the Maximum Security Prison site would have very severe and undesirable consequences.

The extended site is sensitive and deeply meaningful in relation to the core functioning and dehumanising of the prison, and construction would destroy the ethereal and elusive links between the core prison sites of MSP, Limestone Quarry and agricultural working site. It would additionally possibly destroy unknown and as yet unrecognised significances and links.

Trenching for power line installation and the installation of fibre optic cable is along extremely sensitive edge treatments between two sites of extraordinary significance.

This site reflects core Outstanding Universal Value and should not be considered for development of any kind.

If the re-use of the Agricultural buildings is considered as recommended by the 2007-2012 ICMP, any re-use should be measured against its status as a site with intangible OUV embedded in the landscape and remaining structures and artefacts.

---

<sup>90</sup> Le Grange, et.al. 1998:14

## 6.2 CONSERVATION POLICIES AND HERITAGE INDICATORS

Overarching Conservation policies were outlined by Le Grange, Baumann and Hart (2000) and were incorporated into the first ICMP. They are put forward here as Heritage Indicators. Only those that have direct impact for this assessment are expanded upon.

### 1. General Policies<sup>91</sup>

- a. Minimal Intervention summarised in the ICMP as being limited to “as little as possible and as much as necessary”<sup>92</sup>
- b. Preserving Authenticity – In terms of the Island, specifically the intangible values that have substantial cultural significance.
- c. Contribution of all periods
- d. An appropriate visual setting –
  - maintenance of the form, scale, mass, fine or broad grain of buildings and open spaces.
  - No new construction, demolition or modification that would adversely affect the setting and qualities above should be allowed. This was included in the ICMP as “Construction, demolition, modification or environmental intrusions should not adversely affect the setting and qualities of the site”<sup>93</sup>.
  - Environmental intrusions which adversely affect appreciation and understanding of the significance of the Island should be excluded (p15).
- e. Oral Histories, intangibles and memory<sup>94</sup>
  - Intangible significance is strongly linked to symbolic values. Oral histories and interviews to be used to gain understanding about of the Island as a whole and to conserve the physical elements that relate to these memories.

### 2. Issue related policies –

- a. Visitor Management

### b. Small but cumulative changes to fabric and landscape:

- Piecemeal and ad hoc changes to fabric and landscape to be avoided
- No removal of fabric by visitors and the general public

### c. Inadvertent damage full understanding, and monitoring)

### d. Potential loss of visual amenity

“The Imposing profile, or silhouette of the Island is a memorable feature from different distant viewpoints (both from the mainland and the sea). The silhouette is vulnerable to the intrusion of developments. Equally within the Island large scale developments and visual intrusions can have a negative impact on particular vistas and views.

- Any intervention that would negatively affect the silhouette to be prevented.
- Co-ordinated strategy of lighting to be implemented to prevent impact on the quality of the place,
- Potential impacts of interventions such as horizontal or vertical alignments, edge treatments and new materials need to be monitored and subject to HIA.
- Wherever possible existing alignments of roads, pathways, and routes should be used and work in archaeologically sensitive areas to be avoided at all costs.

### e. Past and potentially future loss of landscape features

- Any further change to existing landscape should be avoided at all costs, subject to the policies identified below and the findings of the vegetation and rehabilitation study,
- Invasive vegetation that is impacting fabric and landscape features to be removed taking care to protect from possible erosion and degradation,
- Specifically planted areas (including avenues, plantations and the camouflage areas of WW2 should be retained.
- The replanting of significant environmental features (ideally with appropriate indigenous species) should be considered. Exotic vegetation providing shelter to endangered fauna should be retained. Other recommendations are not relevant here.

<sup>91</sup> Le Grange, et.al, 1998:14-16 with detailed examinations of the principles later in the document

<sup>92</sup> RIM 2007,:66

<sup>93</sup> RIM, 2007: 66-67

<sup>94</sup> RIM 2007-2012 ICMP: 67

f. Lack of interpretation

- Improve general interpretation and presentation of the historical significances (e.g. the remains of the Leprosy settlement) of the Island. This was expanded by RIM to include using interpretation to conserve tangible and intangible values associated with the site, for commercial and education purposes.<sup>95</sup>

g. Material Decay

h. Access for the disabled

i. New work considerations

- Any new work should be preceded by a full understanding of the impact on the buildings and below ground or landscape archaeology of the site. This information should be presented in an HIA compiled by accredited conservation Architects or archaeologists as stipulated in the statutory requirements of the NHRA. Appropriate systems of monitoring and review should be established, comprising of reference groups representing RIM personnel and other I&APs.

j. Public Participation

- The engagement of RIM with all stakeholders on appropriate management approaches in the first ICMP has been refined to engagement with a matrix of stakeholders since 2014.<sup>96</sup>

In their first ICMP RIM added specific requirements for the documentation of buildings and changes.

In addition an important note of guidance as to the representation of all periods of Robben Island's history is captured in a guideline proposed in 2000 that was not incorporated into the ICMP, but which provides an invaluable frame to the current assessment<sup>97</sup>:

---

<sup>95</sup> RIM 2007-2012 ICMP:67

<sup>96</sup> The Key stakeholders of the Island is often referred to in the 2014 ICMP. The Environmental stakeholders are listed in detail, but the historical and Heritage stakeholders are not named. Stakeholders were identified for this assessment by RIM management.

<sup>97</sup> Le Grange, et.al. 2000: 16

3. General policy with respect to archaeology

- The revelation of the below ground and lost histories will not detract from, but enhance the significance of the Maximum security prison by illustrating its culminating role in the long political process that is manifested in the Island's archaeology and built environment.
- While we acknowledge that the opening of selected archaeological sites to public appreciation will play a role in 'changing the sense of place' on the Island, we believe this will add value and significance to the Island as a whole, and bring light to the very serious historical role that the Island has played in the various difficulties that South Africans have faced.
- Potential sites are: VOC outpost area, VOC gardens, Old Prison Station/Mental Asylum, children's, male and female leper wards, and the clearing and conservation of WWII facilities



### 6.3 HERITAGE CONSIDERATIONS AND CONCERNS

The 2013-2018 ICMP identifies the need to increase energy efficiency and to make the functioning of the Island more sustainable within a number of management policies.

As a World Heritage site, the Island has three core significances

- the landscape of the prisoners where this can be seen to reflect either the 'sombre history' or 'symbolising the triumph of the human spirit, of freedom, and of democracy over oppression',
- the landscape of those who did the imprisoning where it reflects on the sombre history or the oppression which was overcome by the human spirit, by freedom, and by democracy over oppression, and
- the containing landscape which encompasses the juxtapositions above or provides a mediating space between those or away from them to allow some uncontrolled space.

#### The proposal

The current proposal will change the character of either site from an open space to a site housing fairly densely spaced, up to 1.9m high, solar panels installed in rows across the site facing north. The loss of open space amenity is permanent. A single building 3m high (substation and inverter) will be constructed. The site will be fenced with a burrowproof fence (available technical details have varied from between 0.8m to 1.8m high). New power line trenches will need to be installed connecting the site to the main power line. Trenches for the installation of fibre optic cable will extend to the main power plant and the desalination plant in the road reserve. There will be temporary disruptions to traffic flow during construction.

The proposal has positive impacts on economic and environmental sustainability.

#### Site 1: The Cricket Ground ,

The cricket ground, previously a marginal space denoting the hierarchies of power within the system of the Imprisoning guards on the Island has been

reduced to a disused and rejected open space between the village settlement and the rocky shore and between the old Convict Station and administratively used buildings, largely screened from close visual scrutiny from the seaward side by fairly dense and tall vegetation on the shoreline. It has residences along one portion of its western edge.

Simultaneous to the loss of warders and at around the time of the closure of the prison the site was converted into a cricket ground. The site of amenity used by the villagers is the sports field historically used by the warder community on the west side of the houses along Depot Road.

In addition the cricket ground space has been a marginal and transitional space that has not been noted in any studies to contribute to the identified sites of significance **at all**. It has low significance as an open space within a sense of structure of the greater village area. Its current landuse is inappropriate. It has suffered from the consequences of ad hoc change. It is disused and does not contribute to the Island's amenity, sense of place, or significance.

The Heritage team's concerns about the possibility of eroding significance have led to close examination of a number of considerations regarding the proposed intervention. The application of Heritage indicators guiding 'an appropriate visual setting' and the general policy with respect to archaeology have been applied.

The proposal does not adversely affect appreciation and understanding of the significance of the Island. When viewed in light of the archaeological guide that a change in the character of the site may, in circumstances where it may reveal lost histories of the Convict Station or Leper period, be seen as a positive contribution to significance rather than as invasive, the finer assessments of visual amenity and absorption and assessing any potential loss of those must be examined.

The silhouette of the Island will be unchanged by the installation. See visual impact assessment.

The installation of power lines and fibre optic cable will use existing underground routing and remain in the road reserve. The new installation, from the site to the connection point with existing power cable is considered in the archaeological assessment below. The installation of lighting will be consistent with existing lighting, and the cricket ground does already have some lighting features.

The change of character of the site, and the alteration of scale - fine grained open space as compared with coarser grained visually fairly homogenous 1.9m high occupied space, fenced – is the most serious remaining consideration. In order to assist this assessment photographs of the site are presented from different angles in the integrated assessment below.

The exclusion of important oral testimony and information from numerous interviews with prisoners who experienced the circumstances on this site would be unacceptable. Those interviews and the corroboration of experiences from numerous interviewees, when viewed spatially in relation to the site make the extended site one of core significance to the National and World Heritage significance of the Island. There would be significant and permanent adverse affect on appreciation and understandings of the significance of the Island should any development of this site take place. The cultural and symbolic significance of this site is very high and the site is ethereal and its boundaries are difficult to locate. **The site is therefore excluded from further consideration.**

## Site 2: The Agricultural Site

VALUE OF HERITAGE ASSET	SCALE AND SEVERITY OF OVERALL CHANGE IMPACT ON HERITAGE VALUES AND SIGNIFICANCE	
	Significance of affect or Heritage Impact (Either adverse or beneficial)	
<b>Site 1: The ‘Cricket ground’</b>		
Robben Island WHS		Moderate beneficial change in sustainability and energy efficiency
Site 1 does not in itself display OUV, has lost meaning and is disused in its current formation and is therefore vulnerable to further loss.	Slight beneficial change	
The cricket ground is a negative and intrusive element that has eroded understandings of the role of the previous use of the site during the period of imprisonment and earlier history. Change that will restore or interpret its previous meaning and protect it by using the site is positive.		Moderate beneficial change to significance and contribution to OUV
Its contribution to OUV as a structuring space within the prison warders village, mediating between the living and administrative aspects of prison warders regulation of prisoners has low significance.	Slight negative change	
Change in character of the site, unmitigated against revelation of new information		Moderate negative when not considered with the enhancement of the archaeological possibilities of revealing previously lost and layered historical fabric.
Change in form and grain		Moderate negative if not accompanied by interpretation and research

		to reveal its history			
Its contribution to understanding the significance and history of the Island is currently negative. The possible location of early Leper associated aspects would be positive and would provide new information that contributes to layered understandings of the site and the Island over time. This would positively contribute to OUV .		Moderate beneficial change to significance and contribution to OUV			
<b>Site 2: The ‘Agricultural Site’</b>					
The designated site forms the ‘neutral’ or mediating zone between two sites of primary embedded and traumatic memory for prisoners working in the agricultural zone or in the Limestone Quarry. Both are iconic of the experiences of oppression that marked imprisonment on the Island.				Large/Very Large and intrusive, High negative impact	
The proposed project site borders both the Limestone Quarry and the agricultural site and is within the natural landscape feature containing the agricultural site.  It forms the setting tying material parts of the site to one another and to the experience of imprisonment that is iconic of the Island. The relationship between the two physical elements is mediated by the intangible experience of the space.					Very Large intrusive and likely to erode OUV. Changes would result in permanent loss of setting and indirect erosion of the places of memory for those wrongfully imprisoned as political prisoners
Expansion of understanding of the site and its significance by additional research and spatialising, implementing the ‘no intervention’ option, and the incorporation of the site into the core MSP landscape, thereby protecting it in future.	No change to above negative impacts				

**It is therefore recommended that site 2 is not an appropriate site.** Remaining concerns with site 1 are considered in the integrated assessment below

## 6.4 **ARCHAEOLOGICAL IMPACTS**

### **Archaeological significance of Alternative 1 - the Cricket ground**

The cricket ground currently has no above ground archaeological sites of significance but the study has identified that the foundations of the old Convict Station and one of the buildings of the Leper Colony are possibly buried beneath the cricket ground.

The study also found that the site of the original cricket ground is further away from the sea and was located at the site of the current sports fields. The current cricket ground is a more recent addition to the Island and coincides with the diminishing number of prison wardens and the transition of the Island away from being a prison. The remains of the North edge of the old Convict Station, built in the mid 19th century<sup>98</sup> may be unearthed during construction activities for the proposed development. Archaeological monitoring of these excavations would contribute to our understanding of the early history of Robben Island as a place of banishment and punishment and this would add to the Outstanding Value of Robben Island.

In addition to the detection of buried foundations, archaeological monitoring for the possible presence of graves must be conducted during construction. While the probability of unearthing graves is quite unlikely at Alternative 1, we cannot rule it out completely as deceased mariners and travellers were promptly buried as close to the point of anchorage on the eastern side of the Island before the Island was permanently settled and formalised (Hart, 2001).

There are therefore no archaeological constraints to the development proposal at Alternative 1 as long as archaeological monitoring takes place during construction of the solar farm.

### **Archaeological significance of Alternative 2 - Landbou**

Alternative 2 is near the packed stone terraces which have high significance. The terraces featured during the period of the Leper Colony and the MSP. They are some of the last structures remaining from the Leper period as most of the other

buildings were demolished between 1931 and 1933 (see figure). Importantly, the proposed solar energy facility at Alternative 2 does not intrude on the plantation or the terraces. However, future developments and ancillary infrastructure should avoid causing negative impacts on the terraces and the significance of the remaining wattle tree plantation should be weighed up carefully against activities which may require their removal.

The various observations of modern glass, ceramics, cement foundations, metal sheeting and bullet casings were graded as having low archaeological significance. Much of the site impacted for the proposed solar energy facility has very little debris on the surface and there are no known buried archaeological remains at the site such as old buildings, graves or pre-colonial archaeological sites.

We therefore do not expect any archaeological impacts from the proposed development at the Landbou site. The Raymond Road alternative route for the proposed power line is the preferred option between the two alternatives suggested for the power lines. The option following the Rabbit Road is the least preferred option.

#### **6.4.1 PALAEOLOGICAL SIGNIFICANCE, ALTERNATIVES 1 & 2**

The Island is underlain by the Tygerberg Formation (Nt) of the Malmesbury Group which is of Precambrian Age. Fossils have rarely been found in the Tygerberg Formation such as Pliocene fossil borings of the ichnogenus *Gastrochaenolites* at Duinefontein north of Cape Town<sup>99</sup> and this formation is generally considered to be unfossiliferous<sup>100</sup>.

The Tygerberg Formation is overlain by sandy soil between 3-7m deep which consists of dunes formed during the Holocene of the Witsand Formation (Qsr) and Plio-Pleistocene aeolianites of the Langebaan Formation (Qc) of the Sandveld Group. The Langebaan Formation has very high fossil sensitivity while the Witsand Formation (Qsr) is of moderate fossil sensitivity (see figures below).

---

<sup>98</sup> Deacon 1989

---

<sup>99</sup> Pether, 2007b; Almond, 2014

<sup>100</sup> Almond, 2014

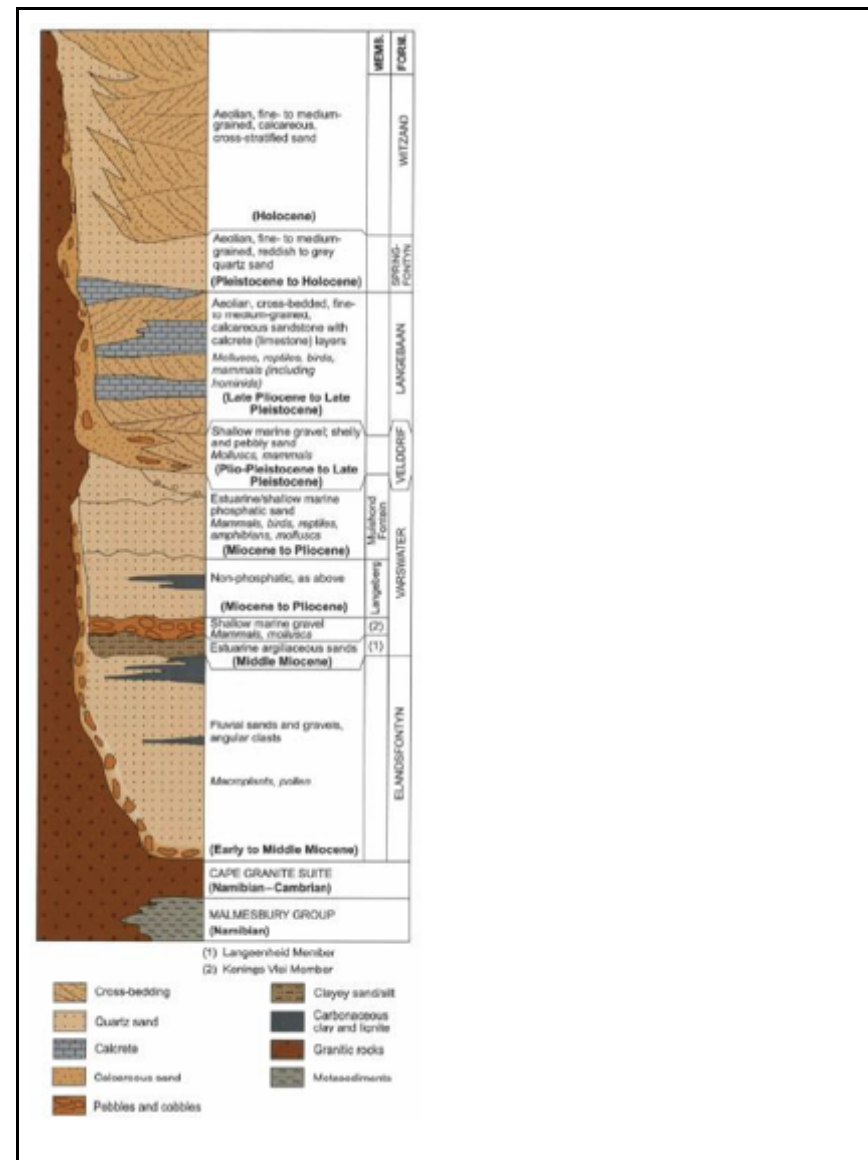
Alternative 1 is located on the Tygerberg Formation and therefore no significant palaeontological impacts are anticipated at this site.

Alternative 2 is underlain by the Witsand Formation of the Sandveld Group. There have been many studies conducted on the Witsand Formation<sup>101</sup>, the most important of which may be the research undertaken by Pether in the Cape Town area. Fossils of land snail shells, ostrich eggshells, tortoise shells and bones, and mole bones are common within this formation, especially on palaeosurfaces and vleis which formed within the dune system<sup>102</sup>. However, shallow excavations up to 2.5m on the Island should not have any impact on significant fossils of the Witsand Formation<sup>103</sup>.

Only 250m of the proposed power lines are underlain by the Langebaan Formation which is capped by sand cover in many areas. The Langebaan Formation is normally highly calcretised with an extensive limestone hard pan exposed at or near the surface<sup>104</sup>. This is the formation mined at the Limestone Quarry on Robben Island and it can be mantled by thin, unconsolidated quartzose sands and soils<sup>105</sup>. Although fossils of high significance have been identified within this formation such as those found at the West Coast Fossil Park, no fossils have yet been found at the Limestone Quarry. Given that the excavations required for the power line are shallow (0.5m maximum) we do not foresee any significant impacts on fossils at Alternative 2.

After consultation with Dr Almond<sup>106</sup> regarding this project we recommend that a Fossil Chance Find Procedure, as defined by Pether (2008), is followed during construction. No further palaeontological mitigation is necessary.

Figure 55: Stratigraphic column of Malmesbury Group (Adapted from Almond 2014).



<sup>101</sup> Pether, 2007a; Rowe et al., 2010

<sup>102</sup> Pether, 2007a

<sup>103</sup> Almond, 2014

<sup>104</sup> Almond, 2012

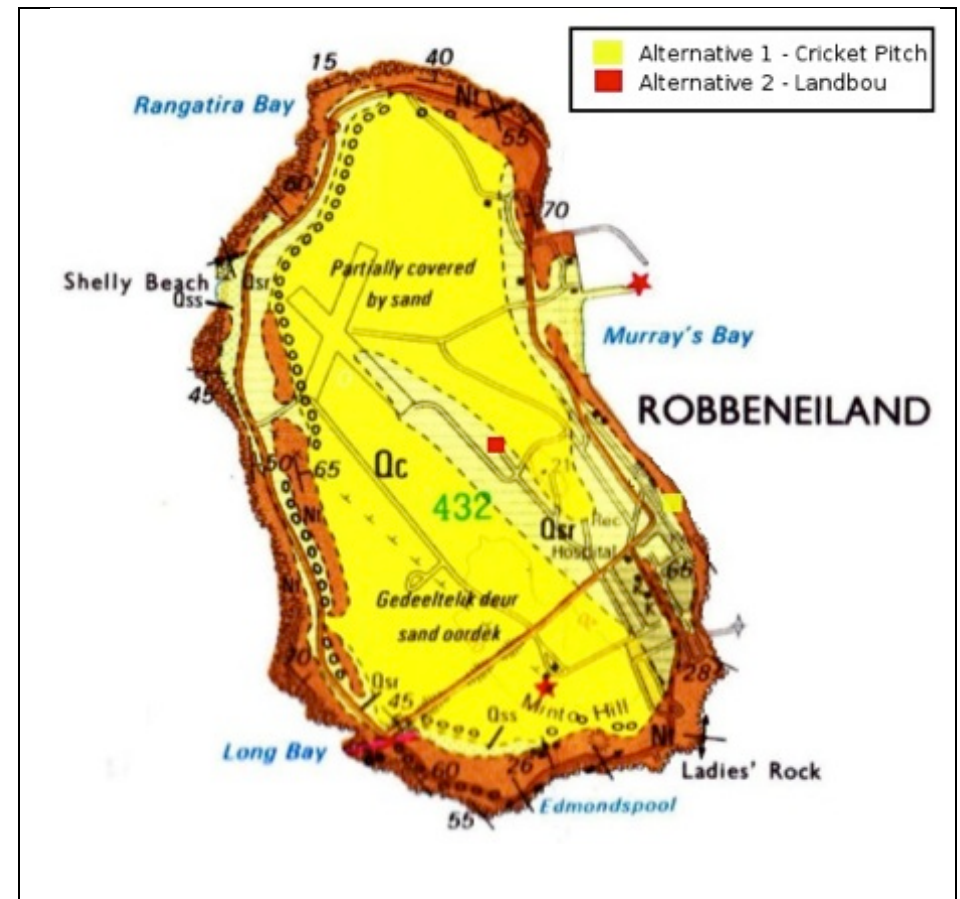
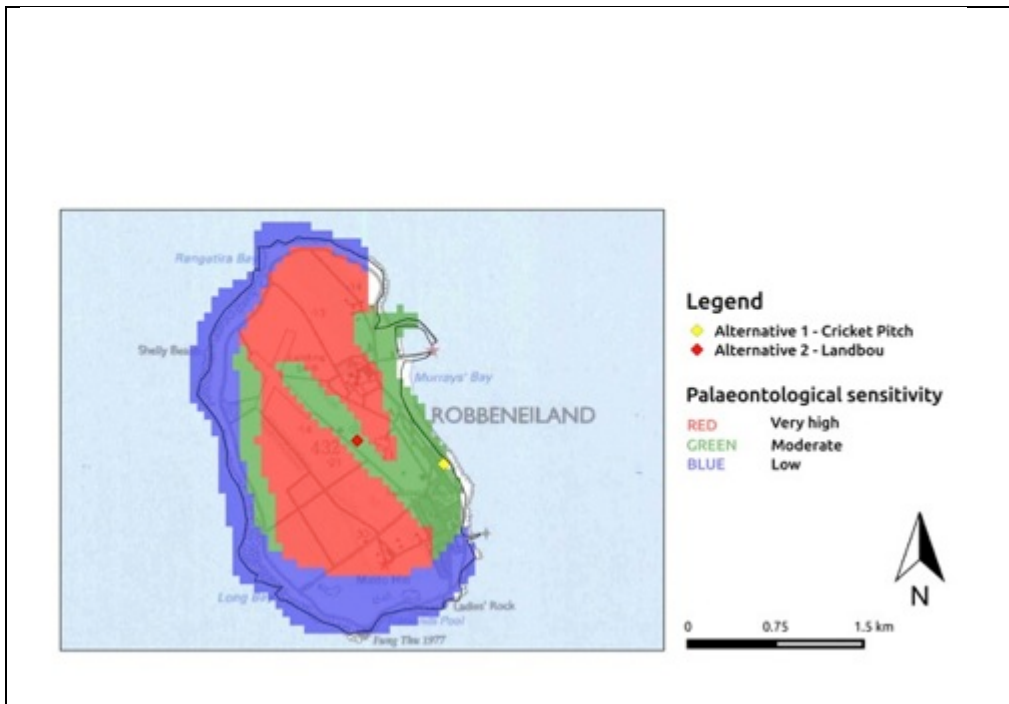
<sup>105</sup> Almond, 2012

<sup>106</sup> Almond, pers. comm. 2016



Figure 56 (below right): Position of the two alternative sites on the 1:50 000 geological map 3318CD (Council for Geoscience, Pretoria). Alternative 1 (cricket ground) is located within the Tygerberg Formation (Nt) of low palaeontological sensitivity, whereas Alternative 2 (Landbou) is underlain by the Witsand Formation of moderate palaeontological sensitivity (Adapted from Almond 2014).

Figure 57 Below left): SAHRIS palaeosensitivity map of the Island. The Witsand Formation is of moderate fossil sensitivity (green), the Langebaan Formation is of very high fossil sensitivity (red), and the Tygerberg Formation is of low fossil sensitivity (blue). Note the cricket ground falls on a zone of blue sensitivity but the map is at a lower scale than the geological map shown in Figure 55.



<b>TABLE OF ARCHAEOLOGICAL AND PALEONTOLOGICAL IMPACTS: SIGNIFICANCE OF IMPACT: Alternative 1</b>		
<b>Outstanding Universal Values</b>	<b>Impact on OUV with mitigation</b>	<b>Impact on OUV without mitigation</b>
(iii) The buildings of Robben Island bear eloquent witness to its sombre history	Moderate beneficial	Moderate negative
(vi) Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression	Neutral	Neutral

<b>SIGNIFICANCE OF ARCHAEOLOGICAL IMPACT: Alternative 2</b>		
<b>Outstanding Universal Values</b>	<b>Impact with mitigation on OUV</b>	<b>Impact without mitigation on OUV</b>
(iii) The buildings of Robben Island bear eloquent witness to its sombre history	<b>Moderate negative</b>	<b>Large negative</b>
(vi) Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression	<b>Moderate negative</b>	<b>Moderate negative</b>

## **6.5 VISUAL IMPACTS**

A visual study, conducted by Belinda Gebhardt, has assessed the possible visual impacts of the proposed installations. (See report appended).

This study assessed the visual context and character of the Island and of the proposed sites. It examined the visual quality, absorption capacity, visibility and exposure and possible intrusions of the proposal on each site and from a number of potentially problematic viewpoints. It conducted a viewshed analysis and tested possible impacts and intrusions at ground truth level per site, recording the findings.

The visual study also took into account viewer sensitivity to intrusion, which it concluded was a subjective experience and would vary, with tourists and residents being most sensitive to the impacts.

The study reported the following findings:

“The visual character of Site 1 is best described as an open square which is defined by the coastline and buildings on the northern and north-western boundaries. The visual character of Site 2 is one of grassy dunes with scattered clusters of trees, which is afforded meaning by the old agricultural buildings and the history of the site.”<sup>107</sup>

Robben Island is symbolically rich, with a number of significant visual resources. It is a unique and powerfully evocative cultural landscape with a very strong sense of place. Within this context, both sites can be said to have a strong sense of place. Site 1 is easily definable as an open grassy field along the coast between the houses and buildings in the Village Precinct. Site 2 can be recognised by the remaining disused agricultural buildings. It has strong cultural significance linked to its historical use as a site where much suffering occurred.<sup>108</sup>

VISUAL ISSUE	COMMENT
Visual impact on valuable heritage resources and sense of place, and the associated, potential impact on the World Heritage status of the Island.	Robben Island is a heritage site of national and international importance with World Heritage status. High visibility of the project may negatively affect this heritage resource.
Visual impact on staff living in houses on south-western border of Site 1.	Staff living in houses adjacent or close to Site 1 may be negatively impacted during and after construction.
Visibility from the mainland	The proposed project may be visible from the mainland, and from the boat to the Island, if project is located on Site 1.
Potential visual impact on visitors to the Island and tourism	Robben Island is a prominent tourist destination with a high number of visitors received by the Island daily. If/where visible by tourists, the proposed project may have a negative impact on visitors to the Island.
Visual impact during construction	Disturbances during construction of the site and the laying of underground cables may have a negative visual impact on visitors to the Island and resident staff. If badly managed, construction activities could destroy heritage resources.
Glint and Glare	Glint and glare from the proposed solar panels could negatively affect aircraft.
Potential visual impact of additional lighting at night	If required, security lighting at the facility may contribute to visual pollution and may have a visual impact at night.

<sup>107</sup> Gebhardt 2016:16

<sup>108</sup> Gebhardt, 2016:16

Table of Findings of the Visual Study: This summary is not intended to act as a substitute for careful consideration of the Visual impact study		
Assessed criteria (and report reference)	Site 1: The cricket ground	Site 2: The Agricultural Site
Visual Quality	Moderate (p 20)	Moderate-High (p21)
Visual absorption capacity	Moderate-high (p22)	High (p22)
Visibility and visual exposure	Viewshed area for Site 1 lies predominantly to the eastern side of the site, stretching across the sea to the mainland and also includes the area immediately surrounding the site. The harbour falls within the viewshed area, but from most viewpoints visibility is partially or completely obscured by the harbour walls and buildings. The site is not visible from many of the potential viewpoint vulnerabilities. (p23)	Viewshed area for Site 2 is very limited and is restricted to a short section of Boundary Road and the highest points of elevation in a band to the west of the site (middle of the Island). The viewshed does not extend across the sea to the east or the mainland. (p23)
Visibility from specific viewpoints	Overall extent of visibility is local – extends beyond the immediate site but is primarily contained within a 3km radius. Visibility within this area is generally low, with the highest visibility from the sea/coastline on the south east alongside the site and staff housing and facilities which are directly adjacent to, or in close proximity to, the site. (p28)	The extent of Site 2's visibility is considered to be local (extends beyond the immediate surrounds but is primarily contained within a 3km radius). Visibility within this area is generally very low, with the highest visibility from the road alongside the site (Boundary Road). (p29)
Visual Intrusion	While the congruency of the project is improved by the modest scale and size of the proposed solar project, the solar field would contrast with the natural, rugged coastline landscape at Site 1 and the historic agricultural landscape of Site 2. Overall the visual intrusion for both sites is considered <b>moderate</b> . (p40)	As for site 1
Potential viewers sensitivity: Tourists	High	Low
Potential viewers sensitivity: On the mainland	Low	Low
Potential viewers sensitivity: Members of staff residing on the Island	Moderate-high	Low

<b>Table of Findings of the Visual Study: This summary is not intended to act as a substitute for careful consideration of the Visual impact study</b>		
<u>Assessed criteria (and report reference)</u>	<u>Site 1: The cricket ground</u>	<u>Site 2: The Agricultural Site</u>
Overall sensitivity of viewer receptors	Moderate-high	Low
Visual Integrity of the proposal	Moderate - Although the diverse visual nature of the Island makes it easier to integrate new visual elements, the new and modern/technical visual character of the proposed solar field is different to existing visual elements on the Island. Perimeter fencing and lighting is relatively consistent with existing visual elements. (p43)	moderate
Visual Impacts	The visual impacts of the solar panels could be mitigated from most of the surrounding houses and the boat, with vegetative screening. The visual impact on the cultural resources is therefore largely dependent on the cultural significance of the sites themselves. (p43)	Low visual impact (p43) but the cultural significance of this site will determine the overall impacts
Visual impacts during construction	These will be temporary and can be mitigated (p44)	
Visual Impacts of lighting, fencing	These will be integrated with those currently in use, and can be determined.	

The findings of the visual impact study are therefore incorporated into the impacts assessed below.



## 6.6 INTEGRATED HERITAGE IMPACTS

The Agricultural Site is excluded from integrated assessment because its cultural heritage and symbolic significances makes it unsuitable as a site.

### The proposal to install PV plant and associated infrastructure on the Cricket Ground

The proposal will result in moderate to high improvement in economic and environmental sustainability at local, National and World Heritage site levels.

The cricket ground, previously a space denoting the hierarchies of power within the system of the imprisoning guards on the Island has been reduced to a disused and rejected marginal open space between the village settlement and the rocky shore and between the old Convict Station and administratively used buildings, largely screened from close visual scrutiny from the seaward side by fairly dense and tall vegetation on the shoreline. It has residences along one portion of its western edge.

*Figure 58 (right): Looking north across the cricket ground from Depot Road. Please note that the height of vegetation along the shoreline is approximately 2m (MS February 2016)*

*Figure 59 (right): Looking east from Depot Road across the south boundary of the cricket ground towards Blouberg. Residences occupied by RIM employees are directly behind the photographer. Please note scale of vegetation in relation to human height, which is  $\pm$  the height of the proposed installation (ST February 2016)*

Please note that despite impressions to the contrary that are conveyed by photographs, the experience of this site on the ground is not of a clear and positive space, but is of an uncontained and derelict open space lacking positive amenity.

There are no expected paleontological impacts.

Archaeological impacts are unexpected, but it is possible that the underground remains of the North edge of the old Convict Station may be located and unearthed during construction. It is also possible that the underground remains of the ancillary buildings at the south end of the Male leper wards may be located. Graves are unlikely to be found, but it is possible on the eastern shore of the Island.



### Appropriate Visual setting:

The site is assessed to have moderate visual quality and moderate to high visual absorption capacity<sup>109</sup>. The Viewshed area lies predominantly to the eastern side of the site, stretching across the sea to the mainland and includes the area immediately surrounding the site<sup>110</sup>.

The silhouette of the Island will not be visually changed by the installation.

“The modest scale and size of the proposed solar project improves the congruity of the proposal. The solar field would, however, contrast with the natural, rugged coastline.”<sup>111</sup> The change in character of the site and of its scale and form at local level will have local impact at and immediately surrounding the site. Overall the visual intrusion is considered moderate<sup>112</sup>.

The cricket ground no longer (and for the past ±20 years) significantly contributes to any of the three core significances of the Island. The site has low significance as an open space within a sense of structure of the greater village area. Its current landuse is inappropriate.

*Figure 60 (right): Depot Road from the corner with Boundary Road abutting the cricket ground and old Convict Station site to the south of the cricket ground, showing residences and the currently disused building where DCS plan to house parolees for further training (MS 2016), and*

*Figure 61 (below right): Looking from the cricket ground boundary on the shoreline northwest towards the Administration building and other framing buildings (MS 2016)*

The proposal does not adversely affect appreciation and understanding of the significance of the Island. Viewer sensitivity to intrusion will be highest among tourists and residents (who despite having assessed heightened sensitivity are unconcerned about the visual intrusion).

The installation of a PV plant will constitute a character of the site, and will in addition be in a different form and scale from the open space currently on the site.



<sup>109</sup> Gebhardt, 2016 VIA

<sup>110</sup> Gebhardt, 2016:23

<sup>111</sup> Gebhardt, 2016:23

<sup>112</sup> Gebhardt, 2016:40



The site, because of its c 1990s conversion into a cricket ground has suffered from the consequences of ad hoc change. It is disused and does not contribute to the Island's amenity or significance and is vulnerable to increasing degradation. Residents do not value the space and their concerns about the installation are about safety and physical and technical aspects.

Visitors to the Island for study purposes stay at the research centre. The site has a link to the centre across the open space in front of the Administration building. From that viewpoint, the visual intrusion by the height of the installation is at some distance but will be noticeable.

*Figure 62: View from the corner boundary of the site looking west towards the residences close to the proposed installation (ST February 2016)*

*Figure 63 (below left) View towards the site from the research centre entrance (photograph edited for light as it was taken at daybreak) (ST February 2016)*

*Figure 64 (below right): View across the site from the corner of the Administration building looking Southeast towards the mainland. The height of the solar panels will be approximately the height of the vegetation along the shoreline, and below the height of the eaves of the building on the left of the photograph (ST February 2016)*



Views to and from the Island are protected at National and WHS level by a 1km buffer zone. The harbour falls within the viewshed area, but from most viewpoints visibility is partially or completely obscured by the harbour walls and buildings. The most exposed portion of the site is the portion at the base of Boundary road (illustrated in photographs above). This section of the site is a small portion of the total area and is where the new installation will be most noticeable locally and from the ferry.

*Figure 65: View of the site from the ferry leaving the Island (ST February 2016)*

The most direct view of the proposed installation is on the journey to and from the Island. However, the site is largely hidden and lost among the surrounding townscape from this view.

The archaeological assessment reports that there is a moderate negative impact to the proposal without 'mitigation'. The mitigation referred to is well framed by the 'general policy with respect to archaeology proposed in 2000.

"The revelation of the below ground and lost histories will not detract from, but enhance the significance of the Maximum security prison by illustrating its culminating role in the long political process that is manifested in the Island's archaeology and built environment"



The cricket ground site therefore has the potential to constitute positive contributions to understandings and knowledge of the site and the significance of the Island over hundreds of years. The possible recovery of the locations of the ancillary buildings to the south of the Male leper wards and the underground foundations of the northern edge of the Convict Station would be positive contributors.

This is in keeping with the archaeological indicators that a change in the character of the site may, in circumstances where it may reveal lost histories of the Convict Station or Leper period, be seen as a positive contribution to significance rather than as invasive. Archaeologically therefore the intervention on this site is mitigated to moderate beneficial.

Given the change of form and scale being limited to local level, being below the line of the eaves at ground level and at the highest point of the solar panels, and on an already degraded site, and weighing this change against the strong positive of economic and environmental sustainability and the possibility of recovering historically lost

aspects of the site, it is assessed that the proposal does not adversely affect the setting or qualities of the Island. The overall Heritage Impact of the proposed installation is assessed to be **slight positive**. To ensure that the installation delivers this outcome certain conditions should be set on its construction (see below).

The installation of power lines and fibre optic cable will use existing underground routing and remain in the road reserve. The new installation, from the site to the connection point with existing power cable is considered in the archaeological assessment below. The installation of lighting will be consistent with existing lighting, and the cricket ground does already have some lighting features.

Key to change depiction – either beneficial or adverse	No change	Slight	Moderate/Large	Large/Very Large	Very Large
--	-----------	--------	----------------	------------------	------------

VALUE OF HERITAGE ATTRIBUTE	SCALE AND SEVERITY OF OVERALL CHANGE IMPACT ON HERITAGE VALUES AND SIGNIFICANCE
	<b>Duration, scale,</b> Direct/indirect, temporary/permanent and/or cumulative, reversible/irreversible, visual, physical, social and cultural, even economic.
<b>Site 1: The 'Cricket ground'</b>	
Improvement in economic and environmental circumstances and sustainability of the Island at National and WHS levels	Moderate to Large direct permanent beneficial economic and environmental sustainability change. Technically the installation is reversible, but the status quo change is not.
Improvement to communications network and possible improvement to internet connectivity	Moderate to large positive change through installation of fibre optic cable from main power plant to the desalination plant
Impact on Outstanding Universal Value criterion (iii) The buildings of Robben Island bear eloquent witness to its sombre history	No change
Impact on OUV criterion (vi) Robben Island and its prison buildings symbolize the triumph of the human spirit, of freedom, and of democracy over oppression	No change
Its contribution as a structuring space within the prison warders village, mediating between the living and administrative aspects of prison warders regulation of prisoners has low significance.	Slight negative change
Visual Intrusion	Moderate with the most sensitive viewers being tourists, researchers, and residents
Impacts on scale and form of the site.	Moderate adverse change at immediate local level. No change at the level of the Island itself



Boundaries of the site are unchanged.	No change
Change in character of the site weighed against the potential for locating lost historical elements (the north end of the Convict Station and the southern ancillary buildings of the Male leper wards) and providing new information that may reveal layered understandings	Moderate adverse change in the physical attributes of the site, mitigated to slight beneficial change in cultural gain and in heritage significance.
Site 1 does not in itself display OUV, is disused and has lost meaning in its current formation and the proposal has the ability to restore its previous meaning through interpretation.	Slight beneficial change
The cricket ground is a negative and inappropriate element that has eroded understandings of the role of the previous use of the site during the period of imprisonment and as the probable edge locations of the Convict Station and the south ancillary structures of the male leper wards. Change that will restore or interpret its previous meaning and protect it by using the site is positive.	Moderate beneficial change to significance and contribution to OUV
Its contribution to understanding the significance and history of the Island is currently negative. The possible location of early Leper associated aspects would be positive and would provide new information that contributes to layered understandings of the site and the Island over time. This would positively contribute to OUV .	Moderate beneficial change to significance and contribution to OUV
Non-heritage changes will be to the communications network and internet connectivity on the Island.	Moderate positive change
Overall Heritage Impact Assessed	<p>Slight beneficial change if:</p> <p>Very close heritage and archaeological monitoring of details of design and measures for mitigation are maintained.</p> <p>These include details of fencing and lighting,</p> <p>Cabling <b>only in the existing and assessed routes and within road reserves</b> and no deviation in height and bulk of the proposed panels.</p> <p>Interpretive material that will add to understandings and significance must be developed for all finds on site. Further research as to the historical role of the site should be conducted and included in interpretation.</p>

Site 2: The 'Agricultural Site'					
The designated site forms the 'neutral' or mediating zone between two sites of primary embedded and traumatic memory for prisoners working in the agricultural zone or in the Limestone Quarry. Both are iconic of the experiences of oppression that marked imprisonment on the Island.				Large/Very Large and intrusive, High negative impact	
<p>The proposed project site borders both the Limestone Quarry and the agricultural site and is within the natural landscape feature containing the agricultural site.</p> <p>It forms the setting tying material parts of the site to one another and to the experience of imprisonment that is iconic of the Island. The relationship between the two physical elements is mediated by the intangible experience of the space.</p>					Very Large intrusive and likely to erode OUV. Changes would result in permanent loss of setting and indirect erosion of the places of memory for those wrongfully imprisoned as political prisoners

## 7 CONCLUSIONS AND RECOMMENDATIONS

---

Impacts have been established given the existing technical information available at a necessarily early stage of the proposed process. The impacts assessed are strictly limited to the information available and provided with regard to extent, height, and scale. The identified boundaries of the assessed site are strictly those provided, and any intrusion outside of those have not been assessed and would necessarily require another assessment process.

The routes of new power lines have been assessed strictly within the road reserve. Impacts of the installation of fibre optic cable strictly in the road reserve has been assessed. Any deviation from this has not been assessed and should be avoided at all costs.

It is concluded that:

- 1) The agricultural site is a site of Outstanding Universal Value and should be conserved and protected from any development.
- 2) The moderate beneficial impact on the economic and environmental sustainability of the Island can be achieved at the cost of the change of use, scale and form of a limited and defined open space (the cricket ground) which currently does not contribute to significance at National or World Heritage levels.
- 3) A slight overall positive impact will be achieved from the installation of the described PV plant on the cricket ground site, on condition that the installation is limited to the assessed area using plant of the assessed height and form, and retaining all of the technical specifications that were assessed.
- 4) Archaeological monitoring and management of the preparation and construction phases of the project, coupled with additional relevant research is essential to locating the areas of the site that may be sensitive to uncovering previous historical periods of note.
- 5) Mitigation of the negative impact on change in form and scale of the site should take the forms of
  - Landscape planting around the boundaries of the site using indigenous forms of vegetation,
  - Ensuring the safety and protection of all inhabitants of the Island,
  - The development of historical research and understanding of the particular site's history and contribution to the Island over all historical periods,
  - interpretive material installed on site, and available at the research centre

### **Recommendations:**

It is recommended that SAHRA

1. Adopt and endorse the report's Heritage Indicators for the installation of the proposed PV plant.
2. Endorse the assessed significances of the proposed sites,
3. Endorse the exclusion of the Agricultural Site from infrastructural development because of its assessed OUV and vulnerability to erosion of significance.
4. Endorse the assessed impacts of the installation on the Cricket Ground site,
5. Endorse the use of the Cricket Ground for the proposed installation,
6. Endorse and adopt the assessed conditions and limitations for the proposed installation,
7. Endorse and adopt the Heritage Impact Assessment report

## 8 BIBLIOGRAPHY OF SOURCES

---

- Almond, J., 2012. Palaeontological Specialist Study: Combined Desktop and Scoping Study - Phase 1 of proposed Aeolus Solar Energy Facility on Farms Lekkerwater 183, Everts Hope 190 and Portions 4 & 5 of Waschklip 191 near Langebaan, Saldanha Bay Municipality, Western Cape. Unpublished report.
- Almond, J., 2014. Palaeontological Specialist Study: Desktop Basic Assessment - Proposed Sewage Package Plant on Robben Island, Cape Town, Western Cape.
- BuiltCare and Department of Arts and Culture (DAC), 2011. Facility Assessment Report - Robben Island. Unpublished report
- Davey, A., 1996. Robben Island and the Military: 1931-1960. In: Deacon, 1996.
- Deacon, H., 1996. The Island: A History of Robben Island, 1488-1990. Cape Town: New Africa Books.
- Deacon, H., 1989. A History of Breakwater Prison 1859 - 1905. Unpublished BA Hon. thesis, University of Cape Town.
- Deacon, H., 2004. Intangible Heritage In Conservation Management Planning: The Case Of Robben Island. Journal of International Heritage Studies 10(3): 309-319.
- Gebhardt, B. 2016. Visual Study for the Proposed Photovoltaic Project on Robben Island, Western Cape. Unpublished report for WSP\ Parsons Brinckerhof.
- Halkett, D., 1999. Report On The Investigation Of The Old Scrap Heap - Robben Island. Unpublished report.
- Hart, T., 2001. Phase 1 Archaeological Assessment Of Robben Island World Heritage Site. Unpublished Archaeological Impact Assessment. Unpublished report.
- Hart, T., 2002. Stage 1 Heritage Impact Assessment Of The Northern Breakwater And Harbour Wall, Murray's Bay Harbour, Robben Island. Unpublished report.
- Hart, T., 2003. Conservation Statement of the proposed upgrade of Murray's Bay Harbour and rehabilitation for northwest quarry, Robben Island. Unpublished report.
- Hart, T., D. Halkett and B. Mutti, 1998. Baseline Archaeological Assessment Of Robben Island - Report Prepared for Robben Island Museum as Input to the Environmental Management Plan, Robben Island. Unpublished report.
- ICOMOS. 2011. Guidance on Heritage Impact Assessments for Cultural World Heritage Properties. Paris: ICOMOS
- Le Grange, L., N. Baumann, R. Fox and Partners, 1998. Robben Island: Survey of the Built Environment. Unpublished report.
- Le Grange, L.; Baumann, N. and Hart, T. 2000 Robben Island Conservation and Use Plan: Discussion Document. Unpublished report for Robben Island Museum.
- Patrick, M., C. Poggenpoel and A. Manhire, 2012. Final Report of Excavations at Robben Island - Old Power Station Cooling Pond. Unpublished report.
- Pether, J., 2007a. Palaeontology in the Witzand Formation - A general Information Document. Unpublished report for Heritage Western Cape.
- Pether, J., 2007b. Construction of a Pebble-bed Modular Reactor, Koeberg: brief Palaeontological Impact Assessment. Unpublished report.

- Pether, J., 2008. Fossils in dunes and coversands. Unpublished general information document, prepared for Heritage Western Cape.
- Prins-Solani, D., 2007. Robben Island Museum and World Heritage Site - Interpretation Plan 2007-2012.
- Riley, P., 1993. Robben Island Conservation Survey. Cape Town: National Monuments Council. Unpublished
- Robben Island Museum, 2005. Robben Island Sites Information. Unpublished catalogue for Internal Use.
- Robben Island Museum 2007 - Robben Island Integrated Conservation Management Plan 2007-2011.
- Robben Island Museum 2013 - Robben Island Integrated Conservation Management Plan 2013-2018.
- Rowe, C.D., N.R. Backeberg, T. van Rensburg, S.A. MacLennan, C. Faber, C. Curtis and P.A. Viglietti, 2010. Structural geology of Robben Island: Implication for the Tectonic Environment of Saldanian Deformation. South African Journal of Geology 113(1): 1-57.
- Seemann, U., 2013. Archaeological Impact Assessment (AIA) Report on the Survey of a Site on Robben Island Situated South of the Dog Unit (Robert Sobukwe House) between Murray's Bay and Murray's Road. Unpublished report.
- Smith, C., 1997. Robben Island. Cape Town: Struik.
- Werz, B. & Deacon, J., 1992. Operation Sea Eagle. Final report on a Survey of Shipwrecks around Robben Island. Unpublished report. Cape Town.
- Werz, B., 1993. Shipwrecks of Robben Island, South Africa: An Exercise in Cultural Resource Management in the Underwater Environment. The International Journal of Nautical Archaeology, 22(3): 245-256.
- Werz, B., 1994. Searching For Shipwrecks Off Robben Island: An Exercise In Cultural Resource Management. Southern African Field Archaeology 3: 26-32.



## **9 APPENDICES**

---

**9.1 ALTERNATE SITES (WSP|PB)**

**9.2 LETTER FROM SAHRA OUTLINING REQUIREMENTS FOR THE HIA**

**9.3 ROBBEN ISLAND NATIONAL HERITAGE SITE GAZETTE NOTICE**

**9.4 VISUAL IMPACT ASSESSMENT STUDY REPORT**

**9.5 TABLE OF STAKEHOLDER CONSULTATIONS**

---

GOVERNMENT NOTICE

---

## DEPARTMENT OF ARTS AND CULTURE

No. 490

26 May 2006

## SOUTH AFRICAN HERITAGE RESOURCES AGENCY

## DECLARATION OF ROBBEN ISLAND AS A NATIONAL HERITAGE SITE

By virtue of the powers vested in the South African Heritage Resources Agency in terms of section 27 of the National Heritage Resources Act, no. 25 of 1999 (the Act), hereby declares Robben Island, the property as fully described in the schedule hereunder, as a national heritage site.

## SCHEDULE

*Description*

1. The island known as Robben Island, with all the heritage resources on it, being Farm 1436, Cape Road, Robben Island, in Table Bay near the City of Cape Town, in the Republic of South Africa, some 9.3 kilometers north of the mainland. Its exact location on the map and an indication of its geographical location coordinates are 18 22" East 33 48" South, covering an area in extent 475,8409 (four seven five comma eight four nought nine) hectares and measuring roughly 3.4 km in length and 1.8 km in width.

Deed of Transfer T 19276/1994, dated 22 March 1994.

2. An area of 1 (one) nautical mile, measured from the low tide elevation, as defined in section 1 of the Maritime Zones Act, 1994 (Act No 15 of 1994), surrounding Robben Island.

*Extent of site*

The area of property proposed for declaration is the entire Island, comprising some 475 hectares, measuring roughly 3.4 km in length and 1.8 km in width, with an area of one nautical mile, measured from the low tide elevation, as defined in section 1 of the Maritime Zones Act, 1994 (Act No 15 of 1994), around the Island, which serves as a buffer.

***Previous Notices in terms of the National Monuments Act (Act No 28 of 1968) and the National Heritage Resources Act, Act No 25 of 1999***

The following notices relating to the declaration of Robben Island as National Monument are hereby withdrawn:

Gazette No 17187, Notice No 804, dated 10 May 1996:

Gazette No 17567, Notice No 982, dated 15 November 1996:

Gazette No 27614, Notice No 514, dated 3 June 2005;

Table of consultations with stakeholders:

#	Stakeholder Group	Notes, details	Form of Engagement	Comment received
1	Ex Political Prisoners (EPP)			
1.1	EPP Association Committee	Committee of 7 representatives of Research Reference groups.		
		1 Mr Mark Shinnars	Telephonic and email	<p>Two members of the EPP Reference group Committee submitted personal comments after discussion. The remainder of the group worked with the Island EPPs and through Mr Mark Shinnars.</p> <p>Email to Michael Dingake following a telephonic conversation on 18 January: Dear Mike, Thank you very much for making the time to speak to me and for providing me with the correct number and time to call you to discuss the above. Further to our telephonic discussion, I am writing to provide you with the background information document for the project, and to confirm our initial conversation and your comment. Please find attached the info document which outlines the two possible sites being assessed. In our conversation on a general level you stated that In general you think that it is a good idea to save money wherever you can and that if it will benefit the projects of the Island that is all the better. In relation to the two possible sites being assessed you stated that you don't think that there is much difference to choose from between the sites but that you would prefer it to be on the agricultural site. As I pointed out to you that there may be sensitivity at this site because of atrocities and torture of prisoners by warders, and your considered response was that "As long as notable heritage sites where torture or atrocities took place is outside of the proposed photovoltaic cell site, I support this as the better site. Would that be a fair reflection on your comments? Could you confirm or change them so that we are certain that they reflect what your feelings about this project are? Also please feel free to add to that if you have additional thoughts after seeing the introductory documentation. Please be sure to get comments to me by Wednesday of this week for inclusion. Your inputs and dedication to the upkeep of the Island as a National and World Heritage site are very much appreciated. Thank you. Kind Regards Sally Titlestad Mr Dingake's response on 19 January: Good morning Sally, Thanks for your e-mail. I confirm the record of our conversation. The renewable energy route is the way to go. It's cost effective and of course in synch with Cop 21, contrary viewpoint would be dated!</p>
		2 Mr Castro Leholo	Left telephone message	
		3 Mr Monde Mkunqwana	Telephonic and email	
		4 Mr Isaac Mtimunye	Telephonic, no email	
		5 Mr Heloa Shityuwente (Namibia)	Number out of order	
		6 Mr Michael Dingake (Botswana)	Telephonic and email	
		7 Nkomo Nkwenkwe	Did not manage to make contact, it became clear that the group would speak among themselves and that I should communicate with Mr Shinnars.	

				<p>With regard to siting the plant, I think the agriculture site is kosher it shouldn't compete with any torture site, after all the whole of Robben Island is a historic torture site. Moreover I think torture and related atrocities are chronicled in numerous interviews and memoirs of a number of ex-prisoners; I have already two books on the subject, the subject shouldn't be overstated! Best regards.</p> <p>Mike</p> <p>Mr Isaac Mtimunye stated that he needed to consult with other Committee members and that Mark Shinnars should be consulted. This was undertaken (see below) and Mr Mtimunye agreed to be represented by the EPPs on the Island.</p> <p><u>Correspondence with Mr Mark Shinnars on 18 January:</u></p> <p>In my conversation with Isaac Mtimunye he stated that as representatives of the ex political prisoners on the Island he would like to consult with other members of the group, and pointed out that yourself and Nkomo Nkwenkwe were leaders of the grouping.</p> <p>In our conversation you stated that you would like a few days to consult with the group as you have not met as a group for a while. There are some outstanding issues that would fall outside of the scope of what we are able to address, but we would very much like to get inputs from the group about the currently proposed proposed project which has a very short running time.</p> <p>I have agreed to give you time to consult and discuss with other members and to call you back on Wednesday to discuss further. I have verbally communicated the reasons for consideration of the project and told you what the sites are, but we have had no further discussion about them at this point.</p> <p>I would very much like to get your groupings inputs on this, and have until Wednesday to confirm that the grouping is engaged in this process, so I will be happy to call you back on Wednesday to confirm that and discuss further. I have informed you of which members of the committee I have and have not managed to contact, and hope that you can get hold of this who I have and have not spoken to.</p> <p>I look very much forward to speaking with you again and getting your inputs in the is matter. Please feel free to contact me.</p> <p>Kind Regards</p> <p><u>Mr Shinnars' response on 28 January:</u></p> <p>Received and read, we however, would like to make 3 points known:</p> <ol style="list-style-type: none"> <li>1. We act as an oversight committee to Robben Island Museum and depend on them for logistics thus far we have not received formal notice from them except your briefing.</li> <li>2.Solar energy is desirable in terms of environmental development, we register a serious concern that much as Solar energy structure will be installed on Robben Island and environmental assessment that you have referred to is welcome but as a committee we need to satisfy ourselves in terms of the impact viewing effect on Robben Island.</li> <li>3. Kindly note we are situated in different parts of the country and we need to locate this discussion in the usual agenda of the Reference Group committee. It has not been possible for the Reference Group Committee members to</li> </ol>
--	--	--	--	--

				<p>communicate and interact on this issue</p> <p>Please CC the CEO's office, members of the Reference Group Committee, the EPPA and the Robben Island Museum Executive members</p> <p>This email was circulated to RIM Management (but not to the CEO's office as we have had no contact with that office. Mr Shinnars was copied into that email.</p> <p>Correspondence with Mr Mkunqwana on 18 January summarized his telephonic response:</p> <p>In our conversation you stated specifically that you support the installation of photovoltaic cells for the Island, especially for the running of the desalination plant. You added that as long as the installation does not destroy or erode heritage sites on the Island you are supportive of the endeavour.</p> <p>An email response was received from Monde Mkunqwana on 3 Feb stating "In order to get full support arrange a meeting with the entire heritage committee for discussion and inspection un loco of the sites concern".</p>
1.2.1	EPPs Employed by Robben Island	<p>16 EPPs are employed as tour guides on the Island.</p> <p>Meeting held on 25 Jan 16 attended by:</p> <p>1 Mr Tom Moses (RIM)</p> <p>2 Mr Grant Shezi (RIM)</p> <p>3 Mr Visumzi Mcongo</p> <p>4. Nic Wiltshire (CTS)</p> <p>5 Mr Mike Scurr (RSA)</p> <p>6 Mr Itumelang Makwela (RIM)</p> <p>7 Mr Dumisani Mwandla (RIM)</p> <p>8 Ms M. Galimberti (CTS)</p> <p>9 Mr Sipho Msomi (RIM)</p> <p>10 Mr Sabelo Madlala (RIM)</p> <p>11 Ms Kyla Bluff (CTS)</p> <p>12 Ms Sally Titlestad (RSA)</p> <p>13 Mr Zozo Madol (RIM)</p>	<p>Two meetings and email dissemination.</p> <p>The first information session and input/comments meeting was held on Robben Island on 25 Jan 2016.</p>	<p>The EPPs explained that at no point before the meeting they were informed of the project and they therefore felt ambushed and insulted by RIM Management and felt like the decision had already been made for them. Many more EPPs that should be involved in the process.</p> <p>They also raised the issue of who is defined as stakeholder. Wanted a list of the EPPs contacted. The list of representatives is not a list of elected leaders, but reference group leaders from the research process conducted in 2000s.</p> <p>EPP supported the view that in a WHS the approach do nothing, add nothing, take nothing away is the preferred option. A caucus was requested by the EPP for about 20 minutes.</p> <p>After the caucus the EPP requested two days to consult with provincial and national EPP stakeholders and those that were not present at the meeting. EPP wanted to understand the reason behind this meeting/development and then act as a single unit with other EPPs. They requested the input of DCS.</p> <p>There were a few technical questions regarding the generation of noise and the visual impact of the development on the residents of the Island and on the type of benefits that EPP could derive from the development.</p> <p>The EPP explained how the structures of the each reference groups (Landbouspan, Kitchenspan, etc.) works and how they relate to the wider EPPs community.</p> <p>ST requested whether it would be possible to obtain a comment from the EPP on the project despite the relationship developed with RIM.</p> <p>Agreed to meet again on 27.</p>
1.2.2	EPPs Employed by Robben Island	<p>16 EPPs are employed as tour guides on the Island.</p> <p>Meeting held on 27 Jan 16 attended by:</p> <p>1 Mr Thulani Mabes (RIM)</p> <p>2 Mr Ntoza Talakumeni (RIM)</p> <p>3 Mr Masonwabe Malusi (DCS)</p>	<p>The second information session and input/comments meeting was held on Robben Island on 27 Jan 2016.</p>	<p>The EPPs on the Island will be the most affected by the development. Therefore it is an option to just to consult with the EPPs on the Island and let them represent other EPPs. However consultation with the EPPs must be conducted until the implementation phase, it cannot be limited to one meeting.</p> <p>ST reminded that the Heritage practitioners are independent and it is ultimately the decision of the heritage authority (SAHRA) whether to pursue with the project or not and if so which recommendations should be followed.</p>



		4 Mr Sabelo Madlala (RIM) 5 Mr Timothy Nxumalo (DCS) 6 Mr Dumisani Mwandla (RIM) 7 Mr Zozo Madol (RIM) 8 Mr Jama Mbatyoti (RIM) 9 Mr Grant Shezi (RIM) 10 Mr Vusumzi Mcongo (RIM) 11 Mr Luviwo Mlilwana (RIM) 12 Mr Tom Moses (RIM) 13 Mr Itumeleng Makwela (RIM) 14 Mr Dede Ntsoelengoe (RIM) 15 Mr Vusumzi Khabe (RIM) 16 Mr Sipho Nkosi (RIM) 16 Ms Sally Titlestad (RSA) 17 Ms M. Galimberti (CTS)		<p>GT reminded that it should never happen again that public consultation with the EPPs is not undertaken timeously by RIM.</p> <p>As heritage practitioners the team cannot answer questions about beneficiation and direct benefits linked to the project. These concerns will be reported to the environmental practitioner for reporting during the next phase of the BAR process. The heritage practitioners will suggest that the involvement of the EPP during the implementation process should be included as a condition of the Environmental Authorization.</p> <p>GT raised a few technical questions regarding the substitution of diesel with solar, and the need for technical questions to be addressed in the wider PPP process was reiterated.</p> <p>The EPPs then agreed to put the differences with RIM management aside and deal with the project directly.</p> <p>EPPs wish it to be noted that they support the concept of the project.</p> <p>The EPP explained that lots of pain was experienced at the Landbou site, but those involved in the event were currently unavailable to tell the stories. Discussion ensued about the pain of a single site being reflected in multiple site all over the Island. (e.g. the dogs were used all over the Island to threaten the prisoners.</p> <p>According to TM (and the other EPP agreed) the cricket ground <i>per se</i> does not hold any significance to the EPP. There may be issues of effect for residents of the houses. 80% of the houses on Beach Rd are currently occupied. Maybe a different alternative should have been looked at.</p> <p>Although the cricket ground site has less significance for the EPPs speaking about imprisonment on the Island is not limited to the prison complex. It is important to mention that the life of the village was closely related to the life of the prison. The oppressed are now free and they are living in the houses of the their oppressors. Those who were imprisoned have now take over the Island.</p> <p>The relationship between the residents (EPPs) and RIM management is not always positive. Often in projects the human aspect is not considered and it is often ignored. Nobody should shy away from the human aspect. Nobody is against the development in principle, but the human aspect must always be taken into account.</p> <p>Conclusion: The Landbou site is a no-go site, the cricket ground may be more suitable but there are issues of effect that still need to be addressed.</p>
1.3	EPPs resident in the Western Cape	Email invitation to consultation meeting. A single reply received.		This meeting did not take place as an EPP family funeral took place on the designated day.
1.4	Department of Military Veterans	Information about the project disseminated through Mr Kenel Mboho, Mr Mike Masala and Mr Mtandazo Gcingca	Telephonic and email notification email with request to disseminate and respond	Email received from one person who registered as an I&AP with comment.

2	Department of Correctional Services	Mr Muntu Nxumalo	Telephonic notification and meeting on Island with representatives	Mr Nxumalo attended the second EPP meeting and a site visit with the team afterwards. He provided invaluable information about the workings of the prison and the role of the agricultural site in the experience of prisoners. The Department of Correctional services is well progressed in a project aiming to re-develop agricultural use of the agricultural site. This involves EPPs and the DCS relationship with RIM. DCS also has plans to develop a parolees training centre on the Island with parolees being housed in the buildings south of the cricket ground. Siting the panels on the cricket ground seen as positive. Mr Nxumalo undertook to provide the specialists with documentation explaining this proposal. This has unfortunately not been received.
3	Armscor	Mr John Sutherland (who is on long term sick leave and Mr Godoka (General manager) was provided as contact in his place.	No response to numerous calls	
4	Churches (Anglican Church and Muslim representatives)	Email sent to Archbishop Makgoba's office for dissemination and inputs.  Cape Mazaar Society Mr Khaleel Allie	Email with Rev Weeder 27 Jan 16  Email Archbishop Thabo – Bishop Garth will act on his behalf – 26 Jan 16  Telephonic conversation and email with BID and registration form	The Church of The Good Shepherd on Robben Island is a chapelry of the cathedral and as such is under the care and oversight of Rev Michael Weeder, Dean of Cape Town, The Cathedral of St George the Martyr.
5	Leprosy Mission	Mr Peter Laubscher, Leprosy Mission Executive Director	Telephonic and email 29 Jan 16.	Returned Interested and Affected party form on 29 Jan 16.

6	Traditional Chiefs	Chief Shadrack Fadana	Did not achieve contact	
		Chief Jongisizwe Sibenya	Telephonic notification and email exchange	Mr Sibenya did not wish to make comment until after documents were perused. A reply email was returned with no content.
7	Khoe and San communities	Aron Messelaar, Khoisan Kingdom	Email and telephone message No response	
8	Transnet	RIM Exec to consult with Transnet	To be undertaken by RIM management	
9	Residents employed by RIM and their families	<p>Consultation meeting scheduled and all residents of the Island invited. Reminder sent out. Meeting attended by over 50 persons with the following people signing their attendance:</p> <ol style="list-style-type: none"> <li>1 Jeremia</li> <li>2 Peter Sadise</li> <li>3 Lorna Scheepers</li> <li>4 Mkhusele Ngindona</li> <li>5 Uugelwethu</li> <li>6 Luxolo Neshulana</li> <li>7 Noloyiso Nosasa</li> <li>8 Mabutho Mnkonyen</li> <li>9 Melusi Moletshe</li> <li>10 Meliknaya Bambiso</li> <li>11 Thandiwe Mayile</li> <li>12 Gershon Manana</li> <li>13 Pascall Taruvinsa</li> <li>14 Given Kobela</li> <li>15 Khonke Cesisa</li> <li>16 Siphamandla Twayinege</li> <li>17 Robert Russouw</li> <li>18 Dorothy van Wyn</li> <li>19 Thabisa Sinyondo</li> </ol>		<p>EPPs objection to the agricultural site confirmed by residents. Questions raised by residents at consultation meeting:</p> <p>Will there be a security fence?</p> <p>This question was asked not in terms of visual impact but in terms of keeping the installation safe and residents safe. ST clarified that there will be a fence but that the height of the fence is unclear as both 0.8m and 1.8m high have been mentioned. The fence is intended to extend from below ground level in order to prevent burrowing by penguins.</p> <p>Is it safe to have PV panels in proximity to the houses?</p> <p>It was noted that this question should be asked and answered by the environmental process in terms of health and safety and is not a heritage consideration.</p> <p>What will be the visual impact and glare from the panels?</p> <p>It was noted that the issue of light sensitivity with regard to the lime quarries on Robben Island must obviously be considered sensitively and any resultant glare from the panels must be similarly considered and ways found to screen the installation.</p> <p>What is the status of the cricket ground in terms of heritage?</p> <p>It was noted that Andre Odendaal the first CEO of Robben Island made the cricket ground and that in terms of the UNESCO World Heritage Site status, the incarceration of prisoners on the Island was the key aspect. It was accepted that the use of this space as a cricket ground therefore had little heritage significance. It was discussed and confirmed that the proposed cricket ground site has no meaning to residents and is not used.</p> <p>There was discussion around the fact that whichever site is chosen, there will be a</p>

		20 Linda Penicela 21 Lindeln Dutywa 22 M. Dutywa 23 S. Msom 24 A. Suhani 25 Wayne Bessick 26 Andile Mdluli 27 Phakamile Zungu 28 Desmond Mosuaba 29 Sabelo Madlala 30 G Shezi	<p>need for some compromise or mitigation. A resident noted that “we must not be chained by the past, we must be more creative and make room for change”.</p> <p>Is it possible to de-scale the installation and to create several smaller pockets of panels rather than one large site with panels?</p> <p>ST noted that from a practical and financial point of view this was unlikely to be feasible.</p> <p>Residents were encouraged to register as I&amp;As and over 50 forms were made available for this process. The Environmental department will fax and email forms for anyone without access to these facilities.</p> <p><b>SUMMARY</b></p> <p>It was noted that if there are no environmental or heritage impacts and if people are not affected, then the installation of the PV panels should go ahead on the Island. It was seen as positive.</p> <p>No resident stated that the installation on the cricket ground/parade ground site was inappropriate or unacceptable provided concerns with respect to screening, safety, glare etc were adequately addressed.</p> <p>Mr Shezi noted that the residents would have liked to have been involved earlier and consulted as part of the process before outsiders were brought in to make the assessments.</p>
--	--	---	--