



**South African**  
NATIONAL PARKS

# ROBBEN ISLAND MARINE PROTECTED AREA

**Draft Management Plan**  
for the period 2025 - 2034



## Invitation to comment

South African National Parks (SANParks) hereby invites you to express your opinion and provide information on how the Robben Island Marine Protected Area will be managed over the next 10 years.

How to make effective comments:

It is important to indicate which management objectives and actions you strongly agree or disagree with. Stakeholders are requested to provide reasons for concerns, and to provide constructive inputs and relevant information in support of the inputs.

To ensure your submission is as effective as possible, please provide clear and concise inputs:

- List your points according to the subject sections and page numbers in the management plan, as per the template, which is electronically available for download;
- Briefly describe each subject or issue you wish to comment on;
- Indicate whether you agree or disagree with the aims or objectives within each subject or just those of specific interest to you – clearly state your reasons (particularly if you disagree) and,
- provide supportive information where possible; and
- suggest alternatives to deal with issues with which you disagree.

Where to send your comments:

The due date for written submissions is 24 March 2024. These must be submitted to:

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Submissions can also be emailed to [andre.spies@sanparks.org](mailto:andre.spies@sanparks.org)

Cover page photograph by: Mr Bruce Sutherland

## Section 1: Authorisation

This management plan is hereby internally accepted and authorised as required for managing the Robben Island Marine Protected Area (RI MPA) in terms of Sections 39, 40 and 41 of the National Environmental Management: Protected Areas Act No. 57 of 2003 (NEM: PAA)

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## Glossary

<b>Buffer zone</b>	An area that includes the immediate setting of the marine protected area and attributes that are functionally important as a support to the marine protected area and its protection
<b>Climate change</b>	Any significant long-term change in the expected pattern of temperature, precipitation, wind, ocean currents and/or other measures of climate in a particular region as a result of changes in the earth's atmosphere.
<b>Climate change adaptation</b>	Anticipating the negative effects of climate change (e.g., uncertain rainfall, increased temperatures) and taking appropriate action to reduce vulnerability, i.e., preventing or minimising the damage of predicted change or taking advantage of opportunities that may arise.
<b>Co-governance</b>	Co-governance is a shared governance arrangement between and institution of government and one or more entities.
<b>Desired state</b>	The park desired state is based on a collectively developed vision and set of objectives of the desired future conditions (that are necessarily varying across the full V-STEEP range) that stakeholders desire.
<b>Governance</b>	Governance is the process of making and enforcing decisions within an organisation or society. It encompasses decision-making, rule-setting, and enforcement mechanisms to guide the functioning of an organisation or society.
<b>High water mark</b>	Have the meaning assigned to it in section 1 of the Integrated Coastal Management Act.
<b>Interpretation</b>	Interpretation is communicating information about, or explaining the nature, origin, and purpose of historical, natural, or cultural resources, objects, sites and phenomena using personal or non-personal methods.
<b>Mission</b>	An articulation of the Vision that describes why the park exists and its overall philosophy on achieving its Vision.
<b>Objectives hierarchy</b>	The objectives for a park, with the most important, high-level objectives at the top, cascading down to objectives at finer levels of detail and eventually to operational actions at the lowest level.
<b>Responsible tourism</b>	Tourism that maximises benefits to local communities minimises negative social or environmental impacts and helps local people conserve fragile cultures, habitats and species.
<b>Servitude</b>	A servitude refers to a registered right that an entity / person has over the immovable property of another. It allows the holder of the servitude to utilise the other person's property, which may infringe upon the rights of the owner of that property.
<b>Species of special concern</b>	Particular species may be of special concern because they are threatened, or their conservation status is declining. Such species include local endemics and otherwise rare and threatened species (IUCN 2009). Species may be of particular conservation concern for other reasons, including their functional significance, common species experiencing rapid decline, or species occurring as disjunct populations in a specific area.
<b>Spillover and Spillover effects</b>	MPAs enhance adjacent fisheries mainly in two ways: through increased export of eggs and larvae that eventually augment populations of target species or through increases in biomass of animals near MPA borders that move into fished areas and are caught as spillover.
<b>Stakeholder</b>	A person, an organ of state or a community contemplated in section 82(1)(a); or an indigenous community contemplated in section 82(1)(b) of the National Environmental Management: Biodiversity Act (Act No. 10 of 2004) (NEM: BA).
<b>Strategic adaptive management</b>	Strategic adaptive management integrates research, planning, management and monitoring in repeated cycles of learning on how to better define and achieve goals. Built on the assumption that natural systems are complex, our knowledge is imperfect, but we can learn from purposeful goals and actions.
<b>Universal access</b>	Refers to the design of products, devices, services, and environments to cater for people with disabilities.

<b>Controlled zone</b>	Means an area within an MPA where fishing or other activities in terms of section 48A(1) of the Act may take place if authorised in terms of the regulations of the MPA and with the relevant permits.
<b>Restricted zone</b>	Means an area within the MPA where no fishing or extraction of any resources may take place, other activities may be restricted or may take place if authorised by the MPA regulations.
<b>Vision</b>	A word 'picture' of the future, or what the stakeholders see as the desired long-term future for the park.
<b>Vital attributes</b>	Unique or special characteristics of the park, the determinants that management should strive to protect, and the threats that management should strive to minimise.
<b>V-STEEP</b>	The values (social – including cultural heritage, technological, ecological, economic and political) used to understand, with stakeholders, the social, economic and ecological context of the system to be managed and the principles / values that guide management. These aspects provide context and are used to develop a broadly acceptable vision for the future.



## Acronyms and abbreviations

AMSL	Above Mean Sea Level
BSC	Balance Scorecard
CAPEX	Capital Expenditure
CBD	Convention on Biological Diversity
CDF	Conservation Development Framework
CITES	Convention on International Trade in Endangered Species
CML	Coastal Management Line
CPF	Co-ordinated Policy Framework
CRC	Cape Research Centre, SANParks.
CRMF	Corporate Risk Management Framework
CSD	Conservation Services Division, SANParks
CSIR	Council for Scientific and Industrial Research
DFFE	Department of Forestry, Fisheries and the Environment
DWS	Department of Water and Sanitation
EBA	Ecosystem Based Adaptation
EBSA	Ecological or Biological Significant marine Area
EE	Environmental Education
EIA	Environmental Impact Assessment
EM	Environmental Monitor
EMP	Environmental Management Plan
EPWP	Expanded Public Works Programme
FEPA	Freshwater Ecosystem Priority Area
GG	Government Gazette
GN	Government Notice
HIL	High Intensity Leisure
IAS	Invasive and Alien Species
IDP	Integrated Development Plan
IUCN	International Union for Conservation of Nature
km	Kilometer
LLP	Lower-Level Plan
METT	Management Effectiveness Tracking Tool
MLRA	Marine Living Resources Act of 1998
MPA	Marine Protected Area
NEM: BA	National Environmental Management: Biodiversity Act (Act No. 10 of 2004)
NEM: ICMA	National Environmental Management: Integrated Coastal Management Act (Act No. 36 of 2014)
NEM: PAA	National Environmental Management: Protected Areas Act (Act No. 57 of 2003)
NEM: ICMA	National Environmental Management: Integrated Coastal Management Act (Act No. 36 of 2014)

NEM: PAA	National Environmental Management: Protected Areas Act (Act No. 57 of 2003)
NEMA	National Environmental Management Act (Act No. 107 of 1998)
NHRA	National Heritage Resources Act (Act No. 25 of 1999)
NPAES	National Protected Areas Expansion Strategy
PM	Park Manager
PPD	Park Planning and Development, SANParks
RI MPA	Robben Island Marine Protected Area
RIICZ	Robben Island Inner Controlled Zone
RIMCZ	Robben Island Middle Controlled Zone
RIOCZ	Robben Island Offshore Controlled Zone
RIRZ	Robben Island Restricted Zone
SAHRA	South African Heritage Resources Agency
SAM	Strategic Adaptive Management
SANBI	South African National Biodiversity Institute
SANDF	South African National Defence Force
SANParks	South African National Parks
SET O	Social and Economic Transformation Officer
SS	Scientific Services, SANParks
SSC	Species of Special Concern
SSR	Senior Section Ranger
SST	Sea surface temperature
TM	Tourism Monitor
TO	Tourism Officer
UNESCO	United Nations Educational, Scientific and Cultural Organisation



## Executive summary

In compliance with the National Environmental Management: Protected Areas Act No. 57 of 2003 (NEM: PAA), SANParks must develop a management plan for each of its protected areas. The objective of a management plan is to ensure the protection, conservation and management of the protected area concerned in a manner consistent with the objectives and purposes of the NEM: PAA and for the purposes for which the protected area was declared. The new Robben Island Marine Protected Area (RI MPA) was declared in 2019 as part of 20 new Marine Protected Areas (MPAs) declared under Operation Phakisa. SANParks has developed this first management plan for the RI MPA during 2023. The management plan focusses on achieving the declared purposes of the RI MPA, given that it is situated in a uniquely complex socio-economic system. SANParks developed biodiversity conservation, heritage and tourism programmes, while ensuring increased emphasis on strengthening stakeholder relationships and communication. SANParks acknowledges that the plan is based on existing and current information at the time of its development, and new information may become known over the 10-year timeframe of this plan.

The desired state of the RI MPA is based on its vision, mission, vital attributes and objectives whilst fully acknowledging that the MPA is embedded within a broader sea and land use mosaic. It encompasses the characteristic biodiversity components, including species richness, ecosystem services, processes and associated cultural, historical and scenic features, while facilitating access to a range of consumptive and non-consumptive activities such as tourism and fishing while remaining informed and constrained by its biodiversity values. Management programmes to achieve the desired state fall within four categories: co-governance and stakeholder collaboration, biodiversity and ecosystem services, tourism, recreation and heritage, and effective MPA management.

The focus will be on monitoring and enforcement of the MPA regulations to ensure sustainable use and biodiversity conservation while also attempting to understand the rich ecosystems better. New knowledge will be gained through collaborative research and monitoring of ecosystems. Equally important will be the emphasis on stakeholder engagement to improve communications, co-operation and mutually beneficial relationships with communities and all spheres of government where applicable.

The layout of the plan follows the format provided in the guideline drawn up by the DFFE (Cowan and Mpongoma, 2010) whilst also incorporating the adaptive planning process adopted by SANParks. Stakeholders from local and district municipalities, other organs of state, non-governmental organisations (NGOs), and surrounding areas were consulted through public meetings and written inputs (see Appendix 2).

# Introduction

This Management Plan provides the broad strategic and operational framework for the management of the Robben Island Marine Protected Area (RI MPA), thereby ensuring the protection of the SANParks values and achievement of the goals and objectives of the MPA within the context of the broader regional landscape over the next 10 years. This plan serves as the key driving document for managing the MPA with information on the background, biophysical context, desired state, programmes at strategic and operational levels, and associated costs.

This Management Plan will come into effect following the approval by the Minister of the Department of Forestry, Fisheries and the Environment (DFFE) in terms of sections 39, 40 and 41 of the NEM: PAA and chapter 4 of the WHCA (please refer to Ministerial approval date on cover page). The Plan is intended to be implemented over a timeframe of 10 years after commencement. SANParks will review this plan no later than 10 years after the commencement date but if required, it may be reviewed and replaced earlier via Ministerial approval. The revision process will be guided by the SANParks framework for developing and implementing management plans (2008) and the SANParks guideline for stakeholder participation in developing management plans (2011).

The plan contains the following sections:

- **Section 1** - provides for the required authorisation;
- **Section 2** - provides a record of the legal status of the MPA, descriptions of its context as well as relevant local, regional, national and international agreements;
- **Section 3** - sets out the framework of legislation, national policies, SANParks structures, policies, guidelines, and practices regarding management;
- **Section 4** - describes the consultation process followed in the preparation of this plan;
- **Section 5** - presents the vision, purpose, values, principles and attributes considered in developing a desired state for the park and provides the high-level objectives as the basis for the management programmes contained in Section 10 of the plan;
- **Section 6** - outlines the zoning plan;
- **Section 7** - describes access and facilities;
- **Section 8** - summarises the expansion and consolidation strategy;
- **Section 9** - sets out the concept development plan;
- **Section 10** - provides a strategic plan with programmes, objectives and activities with cost estimates. Monitoring and evaluation are integrated into the actions;
- **Section 11** - contains detailed costing of the programmes;
- **Section 12** – a reference list as referred to in the plan; and
- **Section 13** - Appendices to this plan contain further details such as declarations, regulations, stakeholder participation report, and figures.



## Section 2 – Legal status

### 2.1 Name and declaration of the area

The Robben Island Marine Protected Area (RI MPA) was declared on 23 May 2019 (Government Gazette 42479 (No. R. 774)), and the regulations came into effect on 1 August 2019 (Government Gazette 42479 No. R. 794)).

### 2.2 Location and total area

The RI MPA surrounds Robben Island and is situated in Table Bay, located on the Atlantic Ocean coast of South Africa. The RI MPA starts at the high-water mark of the island and Robben Island Museum (RIM) manages the island above the high-water. The RI MPA lies almost directly west of Bloubergstrand, one of the northern suburbs of Cape Town. It consists of a single rectangular block with dimensions of about 16 km wide (north to south) and about 37 km along the east-west axis (Map 1, Appendix 3). Robben Island was the summit of an ancient, now submerged mountain and is linked to the mainland by an undersea saddle to Blouberg (Pulfrich, 2021). The northeast edge of the RI MPA is 3.5 km offshore of Melkbosstrand, and the southeast edge touches the coast at Mouille Point in Cape Town. The southern border of the MPA is contiguous with the Table Mountain National Park MPA for about 14 km. Depths range from 0 m on the shore of Robben Island and Mouille Point to -180 m in the western part of the MPA. The total area of the MPA is approximately 612km<sup>2</sup> (Sink et al., 2019a). The area of the MPA includes the substrata, seabed, subsoil and water column within the boundaries defined in Section 7 (Zoning). The coastal length is ~9 km, with 91% rocky shore (Pulfrich, 2021). The RI MPA has three Controlled Zones and one Restricted Zone (Section 7).

### 2.3 History of establishment

The RI MPA was one of 20 MPAs declared nationally in May 2019 by the South African government and was the result of an extended stakeholder negotiation process (Sink et al., 2023). It was initially proposed and gazetted for public comment in February 2016 due to Operation Phakisa (2014) and forms part of the wider MPA network, where 41 MPAs represent habitats, ecosystems and species across South African territorial waters.

### 2.4 Municipalities within which the park falls

Technically, the RI MPA has no municipal affiliations since it lies seaward of the high-water mark. However, the MPA surrounds Robben Island, which falls under the City of Cape Town Metropolitan Municipality.

### 2.5 International and national listing

Robben Island, and a buffer zone of one nautical mile, which overlaps a portion of the MPA, is legally protected as a National Heritage Site through the National Heritage Resources Act (No 25 of 1999) and the World Heritage Convention Act (Act No 49 of 1999). The island's landscape vividly reflects its history and encompasses all the attributes that signify its value. Robben Island was used at various times between the 17th century and 20th centuries as a prison, a hospital for socially unacceptable groups, and a military base. Its buildings, and in particular those of the late 20th century maximum security prison for political prisoners, testify to how democracy and freedom triumphed over oppression and racism.

The RI MPA is also located within the proposed new boundaries of the Cape Canyon and Associated Islands, Bays and Lagoon Ecologically or Biologically Significant Area (EBSA) that covers 16 586km<sup>2</sup>. A slightly larger area (Cape Canyon and Surrounds) was previously recognised by the CBD Conference of the Parties in 2014.

Proposed revisions to the EBSA, including boundary changes, are based on new bathymetry data and a better understanding of the features and marine biological communities of the area. These revisions are currently under review (MARISMA Project 2020). The main justifications for the EBSA, in terms of scientific criteria established by the CBD are: uniqueness and rarity of the area (canyons, rare muds and low oxygen benthic habitats); special importance for life-history stages of species (key foraging areas for whales, several marine and terrestrial Important Bird Areas including for the African Penguin which breeds on Robben Island, spawning and nursery area for hake and high densities of anchovy and sardine eggs); importance for threatened, endangered or declining species and/or habitats (several Threatened seabird species, 21 Threatened ecosystem types); vulnerability, fragility, sensitivity or slow recovery (presence of very slow growing cold water corals, gorgonians and habitat forming sponges in the Cape Canyon); sensitive deep reefs and hard grounds, low oxygen habitat; biological productivity (intense wind driven upwelling cell, pulse upwelling events, high copepod biomass, feeding and breeding of top predators); biodiversity (32 ecosystem types including canyon, sand, mud, low oxygen, bays, islands and a lagoon) (Sink et al., 2019b; Harris et al., 2018; MARISMA Project 2020).

Adjacent to the boundary of the MPA on the east and north, there are three significant areas: Critical Biodiversity Area 1 (CBA 1), Critical Biodiversity Area 2 (CBA 2), and the Ecological Support Area (ESA) (Harris et al., 2020). CBA 1 represents sites of irreplaceable or nearly irreplaceable value crucial for achieving biodiversity targets, with limited alternatives available elsewhere. On the other hand, CBA 2 represents optimal sites that can be adjusted to meet targets in other areas, providing some flexibility in conservation planning.

## **2.6 Biophysical description**

The combination of physical oceanographic features, diverse habitats, high species richness, and the presence of threatened and endangered species make the marine ecosystems of RI MPA biophysically and biologically distinctive.

### **2.6.1 Physical oceanographic features**

The RI MPA is located towards the southern end of the Benguela Current Large Marine Ecosystem (BCLME). The cold water Benguela Current, which defines the BCLME, originates as a part of the West Wind Drift in the Southern Ocean and is generally defined as the integrated equatorward flow in the upper layers of the ocean in the Southeast Atlantic. The Benguela Current is between 200 km and 300 km wide, transporting 15 – 20 millionm<sup>3</sup>.sec<sup>-1</sup> at average speeds of 15-20 cm. sec<sup>-1</sup> (Shannon, 1985; Benguela LME TDA, 1999; Shannon and O'Toole, 1999).

The Benguela Current is unique in terms of boundary currents as it is a cold current bordered at both northern and southern ends by warm water systems, namely the Angola Current in the north and Agulhas Current in the south. These northern and southern boundaries of the Benguela Current are not fixed in space and time. They are highly dynamic, moving up and down the coast, impacting the ecosystem and its resources. The southern boundary of the Benguela Current can be considered as the Agulhas retroflexion area in the area of the Agulhas Bank and typically between 35°S and 37°S. The western (offshore) boundary of the Benguela Current is relatively open-ended but is generally taken as approximately the 0° meridian. The Angola-Benguela frontal zone marks the physical northern boundary of coastal upwelling at approximately the Angola/Namibian border, but this varies seasonally. Underlying the northward-flowing Benguela Current is a slow south-flowing undercurrent that is thought to be often oxygen deficient, and which may occasionally reach the surface (BCLME TDA, 1999). Secondary current systems that affect the water masses of the southwestern coast of the African continent and the RI MPA are: i) the equatorward-flowing, shelf-edge Good Hope jet current, which is a powerful and semi-permanent feature of the upwelling system off the Cape Peninsula. The jet is biologically important because it transports eggs and larvae of various fish species from the spawning grounds on the Agulhas Bank to the food-rich inshore nursery north of Cape Columbine; ii) a very slow, deep, oxygen-deficient, poleward undercurrent that stretches from the coast to the shelf edge and even into the Cape Basin. This undercurrent plays a poorly understood role in the ecosystems of the area (Benguela LME TDA, 1999; Shannon and O'Toole, 1999).



At a local level, southeasterly winds transport coastal waters offshore of the Cape Peninsula, resulting in strong wind-induced upwelling events and upwelling plumes that extend northwards for up to 200 km and westwards to the edge of the shelf (see Ecological Processes). Coastal upwelling is the primary driving force behind the ecology of the Table Bay region. This phenomenon involves the displacement of nutrient-poor surface waters by cold, nutrient-rich deep water. The nutrients present in the ecosystem play a crucial role in supporting dense stands of macroalgae, specifically kelp. These macroalgae function as a significant food source and create a habitat that sustains a diverse population of nearshore invertebrates and fish. Additionally, these essential nutrients contribute to substantial seasonal primary phytoplankton production. This phytoplankton forms the basis for a well-developed food chain, extending from zooplankton to pelagic baitfish such as anchovy, pilchard, round-herring, predatory fish like hake and snoek, marine mammals and seabirds (Field and Griffiths, 1991).

Periods of southeasterly winds are often followed by northwesterly winds, which can result in the development of a thermohaline front and the advection of oceanic water inshore. Table Bay experiences nearshore currents primarily influenced by waves, with nearly all swell originating from the southwest to south direction. As a result, these swells generate a consistent northward flow in the bay throughout the year.

The temperature conditions along the west coast of Southern Africa are primarily influenced by the cold Benguela Current System, which flows northwards. This system brings up the cold, nutrient-rich Antarctic Central Water (around 9°C) to the surface due to upwelling, particularly in the Cape Peninsula and Robben Island region. This upwelling phenomenon is seasonal, mainly during the summer-autumn period (November-April) when strong southeasterly winds prevail. The temperatures in this area typically range between 9°C and 15.5°C (Greenwood, 1975). The cold, nutrient-rich waters resulting from upwelling significantly impact the density of fauna and flora around Robben Island.

### **2.6.2 Bathymetry and seafloor characteristics**

The continental shelf in the vicinity of Table Bay has a wide, rocky inner shelf (40 km) and a broad, gently-sloping, featureless middle and outer shelf bounded to the north by the Cape Canyon and to the south by the Cape Point Valley. These submarine canyons trend in a southwesterly direction and cut obliquely across both the continental shelf and slope. The only significant feature of the continental shelf in the area of the MPA is a 5 km wide, semi-circular depression about 20 m deep, situated on the middle shelf area directly west of Robben Island and about 60 km offshore (De Wet, 2012). The shelf-break west of the Robben Island MPA is well defined between -380 m and -430 m depth and is about 90 km offshore (De Wet, 2012).

Sediments in the Robben Island MPA are largely unconsolidated fine and very fine sand with a small mud component between the 100 m and 200 m isobaths immediately west of Robben Island (Karenzi, 2014; MARISMA Project, 2020).

### **2.6.3 Ecosystem types and key habitats**

To better understand how the RI MPA biodiversity contributes to national biodiversity targets, SANParks analysed the key biodiversity and associated features of the RI MPA. The assessment involved: 1) the identification of the priority biodiversity areas found within the MPA, 2) how these contribute to the national targets and the contribution of the specific zones to the targets, and 3) whether the current zonation is aligned to protect the key features of the MPA in terms of coastal and marine biodiversity national targets.

The analysis was based on data from (Majiedt et al., 2013; Harris et al., 2019; Kirkman et al., 2019; Holness et al., 2014), and the methodology followed the National Coastal and Marine Critical Biodiversity Areas Map (Harris et al., 2021) and the ecosystem targets set in the National Biodiversity Assessment (Sink et al., 2019; Skowno et al., 2019).

Ecosystem types are a particularly important proxy for the range of biodiversity, which is not directly mapped due to the inaccessibility of the ocean and subsequent lack of data. For this reason, ecosystem types are the primary spatial unit used to determine the current status of biodiversity as undertaken in the National Biodiversity Assessment (Sink et al., 2019; Skowno et al., 2019). Nine benthic and coastal ecosystem types are protected by the RI MPA (Map 2a & 2b, Appendix 3). Of these types, two are Endangered (Cape Bays and Cape Islands), five are Vulnerable, and two are of Least Concern (Table 2.1). The RI MPA includes a significant portion of three critical ecosystem types, namely the two Endangered types (Cape Bays and Cape Islands) and one of the Vulnerable types (Cape Rocky Mid Shelf Mosaic) and play a key role in meeting national targets. In terms of the current zoning of the RI MPA, the Cape Islands type is well-included in the “Restricted Zone” (RIRZ); however, it would be worthwhile exploring the potential for further protection potential of additional areas of the Cape Bay and Cape Rocky Mid Shelf Mosaic types, given their threatened status and the key role the RI MPA plays in their protection.

**Table 2.1:**

Coast and marine ecosystem types found in RI MPA. (Classification and ecosystem threat status from the National Biodiversity Assessment 2018.)

Ecoregion	Broad type	Ecosystem Type	Ecosystem Status
Southern Benguela Shelf	Bay	Cape Bay	Endangered
	Deep rocky shelf	Cape Rocky Mid Shelf Mosaic	Vulnerable
	Deep rocky shelf	Southern Benguela Outer Shelf Mosaic	Least Concern
	Deep soft shelf	Southern Benguela Sandy Outer Shelf	Least Concern
	Shallow rocky shelf	Cape Rocky Inner Shelf	Vulnerable
	Shallow soft shelf	Cape Sandy Inner Shelf	Vulnerable
Southern Benguela Shore	Island	Cape Island	Endangered
	Kelp forest	Cape Kelp Forest	Vulnerable
	Rocky and mixed shore	Cape Exposed Rocky Shore	Vulnerable

## 2.7 Identification of the priority biodiversity areas

The sensitivity analysis identified three areas of highest priority in meeting national conservation targets in the MPA (Map 4, Appendix 3). These areas are described in terms of irreplaceability: the higher a feature’s (ecosystem or habitat) irreplaceability score, the greater a priority for conservation action it is. The focus areas are:

**Robben A:** This area is most important for the two Endangered ecosystems, namely Cape Bay and Cape Island. It also includes important areas of the Vulnerable Cape Kelp Forest. It includes key areas for island-based species such as Cape fur seals, African penguins, bank cormorants and Cape gannets. It consists of the culturally-significant areas associated with the Robben Island United Nations Educational, Scientific and Cultural Organisation (UNESCO) World Heritage Site and its buffer zone.

**Robben B:** This area is important for the Vulnerable Cape Rocky Mid Shelf Mosaic and provides additional foraging areas for African penguins. Actions that would benefit increasing foraging resources for African penguins, such as the exclusion of small pelagic fisheries, should be explored.

**Robben C:** This area is identified as irreplaceable, mainly because it includes a portion of relatively good condition of Cape Inner Sandy Shelf and more areas of Cape Rocky Mid Shelf Mosaic.



### 2.7.1 Contribution of the MPA zones to national conservation targets

The RI MPA protects nine benthic and coastal ecosystem types, as described in section 2. The MPA includes a significant portion of the national extent and plays a key role in meeting targets for three critical ecosystem types: the two Endangered types (Cape Bays and Cape Islands) and one of the Vulnerable type (Cape Rocky Mid Shelf Mosaic). The MPA has a significant role in conserving key species such as Cape fur seals, African penguins, bank cormorants and gannets.

### 2.7.2 Alignment of zonation with the important features of the MPA

In terms of the current zoning, the Cape Islands ecosystem type is well-protected in the “Restricted Zone”; however, it would be worthwhile exploring the potential for stricter zoning of additional areas of the Cape Bay and Cape Rocky Mid Shelf Mosaic types, given their threatened status and the key role the Robben Island MPA plays in their protection

A key issue to highlight regarding zoning is that the foraging areas for the island-based bird species (African penguin, bank cormorants and Cape gannets) are largely outside of the current Restricted Zone. Additional measures to improve the protection of the foraging resources and reduce resource competition between fisheries and seabirds could potentially be beneficial. This might involve considering an expansion of the Restricted Zone or implementing more stringent measures for managing pelagic foraging resources, e.g., excluding small pelagic fishing to a greater extent through additional stakeholder engagement processes.

### 2.7.3 Key fauna

The shallow inshore area surrounding Robben Island supports extensive kelp forests, which are populated by a suite of kelp-associated invertebrates, including mussels *Aulacomya ater* and *Choromytilus meridionalis*, many species of anemones, sponges, limpets, echinoderms, understory algae, red bait *Pyura stolonifera*, as well as the commercially valuable abalone *Haliotis midae* and West Coast rock lobster *Jasus lalandii*. The Hottentot seabream *Pachymetopon blochii* is the most common and commercially important kelp forest fish, but several other sparid and elasmobranch (shark and ray) species like the dark and sevengill sharks also inhabit kelp forests (Branch and Branch, 2018).

Robben Island has a shoreline stretching 9 km, with rocky terrain with a small sandy beach section occurring on the island's eastern shore, specifically in Murray's Bay. Robben Island's rocky shores are home to diverse marine species. Barnacles, mussels, limpets, anemones, and various seaweed species populate the intertidal zone, while crabs scuttle along the rocks and sea urchins graze on algae. Though not the primary habitat, fish such as blennies and gobies can be found in crevices and tidal pools. This rich ecosystem is shaped by the interactions between these species and the dynamic coastal environment (Branch and Branch, 2018). Robben Island is situated within the West Coast Rock Lobster Sanctuary (MLRA Act No. 18 of 1998), from Melkbos Point to "Die Josie" near Chapmans Peak. The sanctuary extends 12 nautical miles out to sea from the high-water mark, encompassing a significant area for protecting and conserving rock lobsters in that region.

Characteristic and distinguishing taxa for sandy inner shelf biotypes included in the RI MPA are *Virgularia schultzei* (sea pens), Anemone spp., nematodes, and polychaetes (*Nephtys hombergii* and *Magelona capensis*). For the sandy middle shelf areas, *Paraprionospio pinnata*, *Lumbrineris meteorana*, *Mediomastus capensis* (polychaetes), and *Dosinia lupinus orbigny* (bivalve) were distinguishing taxa.

*Polychaetes Scalibregma inflatum, Paraprionospio pinnata and Mediomastus capensis* are characteristic taxa, and the polychaetes *Prionospio cirrobranchiata, Amphitrite pauciseta, Goniada maculata* and *Lumbrineris tetraura* are also distinguishing taxa for sandy outer shelf ecosystems (Karenzi, 2014).

The endangered Southwest Cape Island-associated habitat, including Robben Island, is a crucial breeding ground for endangered endemic seabird species, with nine species breeding on Robben Island (Pulfrich, 2021). Notable inhabitants include the African penguin *Spheniscus demersus*, Bank cormorant *Phalacrocorax neglectus*, Cape cormorant *P. capensis*, Crowned cormorant *Microcarbo coronatus*, African black oystercatchers *Haematopus moquini*, and the Swift tern *Thalasseus bergii* (BirdLife International, 2013). The offshore area surrounding the island hosts various albatross species, including the Atlantic yellow-nosed, Black-browed, and Tristan, along with the white-chinned petrel. Designated as an Important Bird Area (IBA), Robben Island plays a vital role in seabird conservation (BirdLife International, 2013). Furthermore, the MPA is frequented by Cape fur seals *Arctocephalus pusillus pusillus* and a diverse array of whales and dolphins, numbering at least 30 species. Among these marine inhabitants are Heaviside's dolphins *Cephalorhynchus heavisidii*, dusky dolphins *Lagenorhynchus obscurus*, humpback whales *Megaptera novaeangliae*, and southern right whales *Eubalaena australis* (Pulfrich, 2021).

## 2.8 Ecological processes

The coastal environment north and south of the RI MPA and the adjacent shelf and shelf edge are characterised by very high primary and secondary productivity due to the wind-induced and shelf edge upwelling processes (Pages et al., 1991). As a result of high productivity, the pelagic environment of the shelf and shelf edge in the vicinity of the RI MPA is a key feeding area for marine mammals, including Cape fur seals, humpback and southern right whales (Best, 2006, Barendse et al., 2011) and several endemic seabird species (endangered Atlantic Yellow-nosed Albatross, the near threatened Black-browed Albatross, the critically endangered Tristan Albatross, and the vulnerable White-chinned Petrel (Best, 2006, Barendse et al., 2011; Sink et al., 2019b). BirdLife International (2013) has identified a large area which overlaps with the Cape Canyon EBSA area, as a potential marine International Bird Area for Atlantic Yellow-nosed and Black-browed albatrosses and Cory's Shearwater. In the past, the high productivity of the area was also linked to the high biomass of small pelagic fish (sardines anchovy and horse mackerel) and West Coast rock lobsters, which were key food sources for African penguins and Bank cormorants, respectively. Both species breed on Robben Island, but their principal food resources have been in decline for some time now due to heavy fishing pressure (MARISMA Project, 2020). The combination of upwelling and diverse marine life contributes to nutrient cycling in the ecosystem. Nutrient-rich waters support the growth of phytoplankton, which forms the base of the marine food chain. The MPA also serves as a part of a larger interconnected marine ecosystem, facilitating the movement of species and genetic exchange between populations.

## 2.9 Cumulative pressure and impacts on zones

Historic cumulative pressures such as fisheries (e.g. line fishing and small pelagic fishing) and maritime transport (i.e. shipping and tourism) in the RI MPA were mapped and indicated areas of highest impact and areas likely to be in good or fair ecological condition (Fig 6.3). Although some of these activities may no longer be allowed within the MPA, the historical impact may persist for some time. The continuing activities, such as shipping, tourism and some fishing activities, are also likely to continue. It is important to understand baseline pressure/impacts on MPAs to measure improvement, recovery and gains in conservation over time.

## 2.10 Potential climate change impacts

Establishing the direct impacts of climate change on the BCLME is difficult because both tropical or sub-tropical regimes that delimit the northern and southern ends of the BCLME significantly impact the BCLME. Many human impacts affect the system (fishing, pollution, mining and exploration for and extraction of oil and gas). These are superimposed on the inherent natural variability of the ecosystem. The region is situated at the choke point (a critical region playing a pivotal role in regulating global climate patterns) in the "global ocean climate conveyor belt", where warm surface waters from the Indo-Pacific pass around Africa into the Atlantic on time scales of decades to centuries.



Although it is challenging to demonstrate climate change impacts in the BCLME, oceanographic and ecosystem, studies suggest that the following changes may have occurred:

- Components of the BCLME have been displaced poleward and eastward, indicated by changes in sea surface temperature (SST) and the abundance and distribution of several living marine resource species and marine predators.
- There has been an increased frequency of warm events in the northern Benguela, decreased upwelling in the north, changes in stratification, increased coastal upwelling on the west and south coasts in the southern Benguela, changes in the retroflexion area of the Agulhas Current and significant warming in this region.
- A “regime shift” appears to have occurred in the BCLME pelagic ecosystem, in which jellyfish now predominate in place of sardines and anchovy.
- There is a perception that there has been an increase in the scale of sulphur “eruptions” in the northern Benguela, impacting both local and ecosystem levels.
- There is a perception that hypoxia in the BCLME has increased, resulting in a substantial decline in the abundance of West Coast rock lobster.

Climate variability and change have the potential to alter the distribution and abundance of many Benguela species, cause the extinction of sensitive species, and negatively impact fisheries and tourism (BCLME TDA, 1999).

## 2.11 Palaeontology, archaeology, and cultural heritage

The RI MPA is located within a distinctive natural and cultural landscape encompassing both marine and coastal areas of national and international significance. This area is a rich heritage resource with multiple layers of meaning and value. The marine palaeontology of Robben Island offers valuable insights into the geological and biological history of the area (Boylan, 2008). Fossils found in the island's sedimentary rocks and coastal exposures provide evidence of ancient marine life, including invertebrates, such as shells, corals, and molluscs. These fossils help determine the geological time scale and shed light on the evolution of marine organisms and past ecological changes. The historical importance of Robben Island, from its role as a political prison during apartheid to its association with significant social and political events, gives it a unique historical significance. Beyond its historical value, Robben Island has profound social and spiritual significance. It symbolises the struggle for freedom and democracy in Southern African history, representing the resilience and triumph of the human spirit (Deacon, 2004). The island holds a place of reverence and commemoration for those who fought against apartheid, serving as a reminder of the injustices of the past and the ongoing quest for equality and justice. The maritime heritage resources found within the Robben Island MPA contribute to its uniqueness. The island's turbulent history, marked by political imprisonment and the fight against oppression, is deeply intertwined with its maritime heritage. This heritage includes shipwrecks, navigational landmarks, and cultural practices associated with fishing and seafaring traditions (Werz, 1993).

## 2.12 Socio-economic context

The socio-economic context of the RI MPA is influenced by its proximity to the City of Cape Town, which is characterised by stark economic disparities between the wealthy and the poor. The MPA's proximity to the city attracts many users engaging in water sports, recreational activities, and commercial fishing. This influx of users presents both opportunities and challenges for the MPA. The MPA faces the risk of illegal extractions (poaching) of marine resources, particularly high-value species like abalone and West Coast rock lobster. Poaching of these species is prevalent, threatening the sustainability of the resources and posing risks to the safety of staff and visitors. Stormwater outlets and sewage effluent dispersal systems from the City of Cape Town and Robben Island can introduce pollutants into the marine environment, affecting water quality and the health of marine species. The proximity to Cape Town harbour and the high volume of large ships anchoring in the protected waters of Table Bay also increases the risk of oil spills, which can harm the ecosystem.

Managing these risks requires a comprehensive approach. Sustainable resource utilisation practices, such as regulating fishing activities and enforcing conservation measures, are essential for the long-term health of the MPA. Collaborative efforts between government authorities, local communities, and stakeholders are necessary to address the challenges posed by economic disparities, illegal extraction, pollution, and potential oil spills. Education and awareness programs can also be crucial in promoting responsible behaviour among users and fostering a sense of environmental stewardship. By addressing these socio-economic challenges, the RI MPA can protect its natural resources, contribute to the equitable development of the surrounding communities, and promote sustainable economic opportunities for all stakeholders involved.

## 2.13 Tourism activities

RI MPA lies between two World Heritage Sites, the terrestrial Table Mountain National Park and Robben Island itself. This affords the RI MPA a unique sense of place that encompasses natural beauty, historical significance, educational experiences, marine life, stunning coastal landscapes, and cultural heritage. Visitors can view wildlife and encounter marine species such as Cape fur seals, dolphins, whales and seabirds. Additionally, the island's historical and cultural significance as a former political prison during apartheid attracts tourists who can learn about its role in South Africa's struggle for freedom and democracy. The RI MPA provides educational opportunities, promoting conservation awareness and sustainable tourism practices. By supporting tourism activities in the RI MPA, visitors can contribute to the local economy and the conservation of marine resources, promoting Robben Island as a compelling destination for recreational and tourism experiences.

Activities within the RI Island MPA are regulated by the formally gazetted zonation for the MPA. The regulations and zonation are in Section 6, while access to activities is described in Section 7.



## Section 3 – Legal and policy framework

### 3.1 Introduction

SANParks, like all protected area management authorities, is subject to the Constitution of the Republic of South Africa, international agreements and treaties, legislation, national policies and government priorities. The NEM: PAA states the following:

The purposes of the declaration of areas as protected areas are:

- (a) to protect ecologically viable areas representative of South Africa's biological diversity and its natural landscapes and seascapes in a system of protected areas;
- (b) to preserve the ecological integrity of those areas;
- (c) to conserve biodiversity in those areas;
- (d) to protect areas representative of all ecosystems, habitats and species naturally occurring in South Africa;
- (e) to protect South Africa's threatened or rare species;
- (f) to protect an area which is vulnerable or ecologically sensitive;
- (g) to assist in ensuring the sustained supply of environmental goods and services;
- (h) to provide for the sustainable use of natural and biological resources;
- (i) to create or augment destinations for nature-based tourism;
- (j) to manage the interrelationship between natural environmental biodiversity, human settlement and economic development;
- (k) generally, to contribute to human, social, cultural, spiritual and economic development; or
- (l) to rehabilitate and restore degraded ecosystems and promote the recovery of endangered and vulnerable species.

### 3.2 Legislative context

Protected areas are subject to the principles and provisions of relevant international treaties and conventions, national legislation and policy, and any applicable contractual agreements. It is important to note that the park is a protected area in terms of the NEM: PAA. In terms of this Act, any conflicts with other legislation must be dealt with in accordance with Article 7 of NEM: PAA. In essence, it stipulates that where a provision of NEM: PAA specifically concerns the management or development of protected areas, and there is conflict with other national legislation, the relevant section of NEM: PAA prevails. The operational administration and management of the park is subject to the adherence to various legislative requirements. Figure 3.1 below outlines the relationship between the key pieces of legislation that governs the management of protected areas for which SANParks is responsible and the associated management plans.

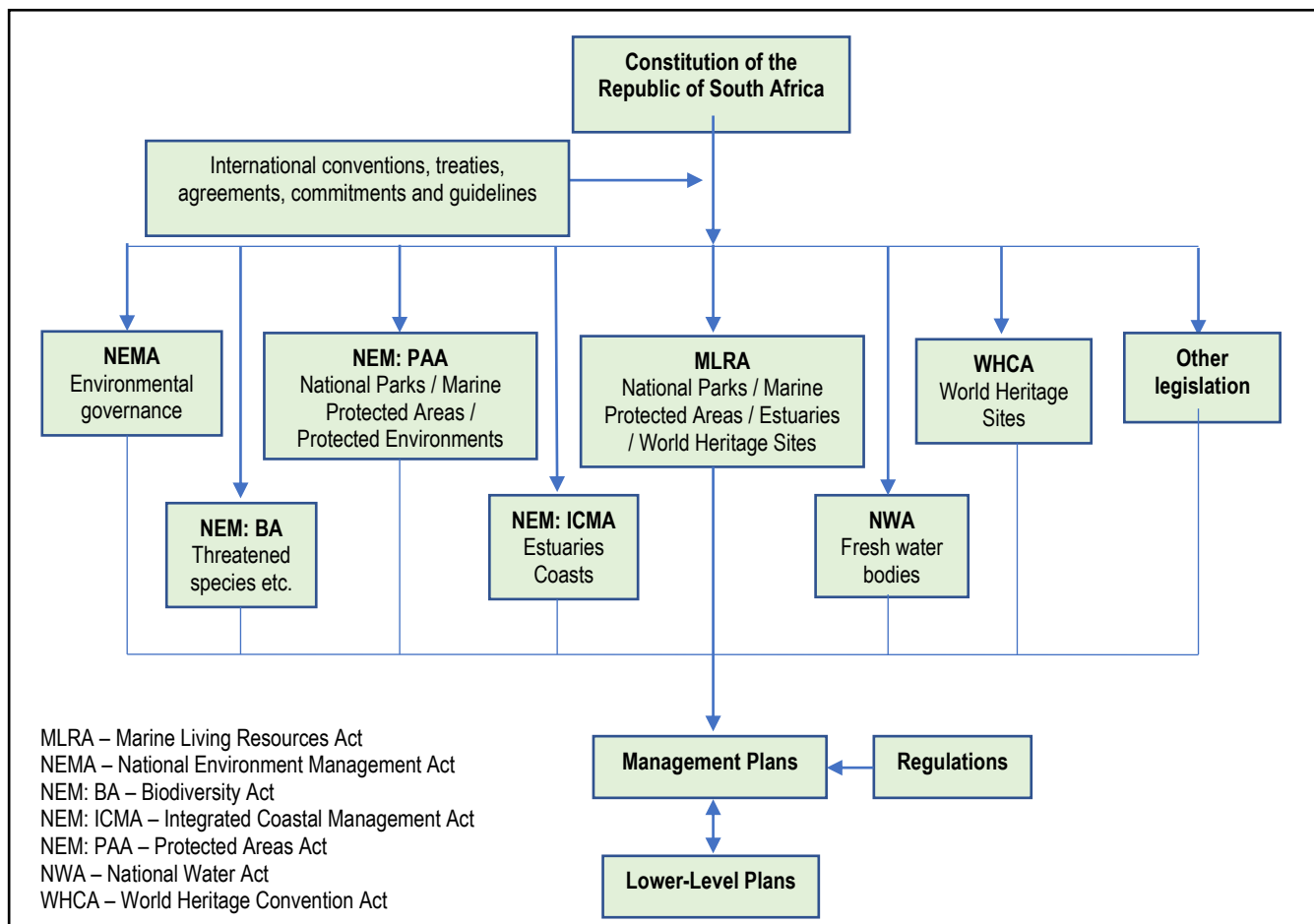


Figure 3.1 The relationship between the key legislation that governs the management of protected areas for which SANParks is responsible and the associated Management Plans.

Section 41 of the NEM: PAA requires that management plans be nested within a co-ordinated policy framework (CPF). The CPF (2023) can be downloaded from the SANParks website using the following link [http://www.sanparks.org/conservation/park\\_man/](http://www.sanparks.org/conservation/park_man/).

The CPF provides the organisational guidance required by the DFFE guideline for management plans (Cowan & Mpongoma, 2010). This document summarises the institutional, ecological, economic and social environment for park management and includes:

- An introduction to the management plan requirements of the NEM: PAA, what it means for stakeholders, and the corporate provisions SANParks has made to comply with NEM: PAA;
- Background information on SANParks’ organisational structure, vision, mission, biodiversity values and performance management system;
- Policies and guiding principles.

SANParks policies are guided by its vision and mission statements. As a public entity, SANParks is committed to act in pursuit of the transformation of South Africa’s society in support of entrenching South Africa’s democracy. As such, this CPF is available to stakeholders. The review cycle for management plans in SANParks is 10 years. However, the programmes and costing could be revised at shorter intervals, as required.



The relationship between the park-specific adaptive management planning cycles and the SANParks CPF is outlined in Figure 3.2.

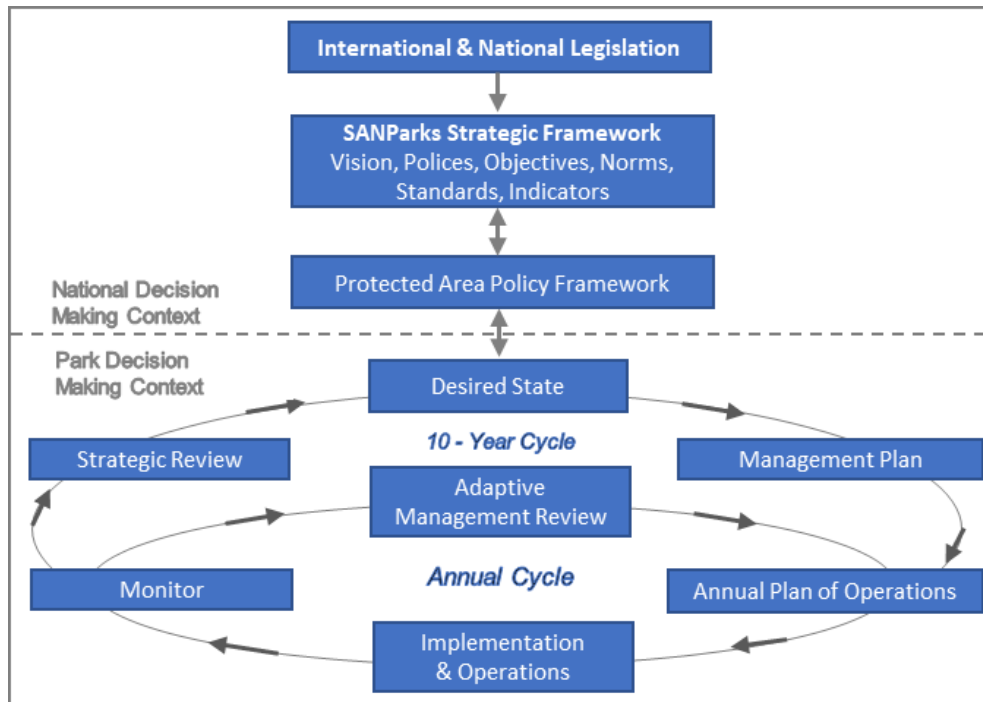


Figure 3.2. SANParks protected area planning framework.

### 3.3 White Paper on Conservation and Sustainable Use of South Africa’s Biodiversity

The White Paper on Conservation and Sustainable Use of South Africa’s Biodiversity (gazetted on 14 June 2023) was developed to promote the conservation of the rich, diverse biodiversity and ecological infrastructure, which supports ecosystem functioning for livelihoods and the well-being of people and nature. It is envisaged that this White Paper will set the country on a strong path of sustainable development, considering the historical, socio-economic, and environmental context of South Africa, including the aspirations and needs of its people.

The White Paper has the following vision: “An inclusive, transformed society living in harmony with nature, where biodiversity conservation and sustainable use ensure healthy ecosystems, with improved benefits that are fairly and equitably shared for present and future generations.” The White Paper is aspirational and advocates for a society where everyone has a high quality of life, a voice, and a nurturing earth supporting them. As such, the policy sets out the following impact statement: “Thriving People and Nature”.

The White paper has four overarching goals and intentions as follows:

Goal 1. Enhance biodiversity conservation: Conserve all biological diversity and its components. This goal intends to improve the conservation of the unique megadiverse nature of our biodiversity, including the diversity of land- and seascapes, ecosystems, habitats, ecological communities, species, populations, and genes.

Goal 2. Sustainable use: Ensure that sustainable use of all biodiversity values enhances thriving living land- and seascapes and ecosystems, livelihoods, and human well-being, while the environmental duty of care avoids, minimises, or remedies adverse impacts on biodiversity. The intention of this goal is to ensure that sustainability of all values of biodiversity-use avoids, or minimises and remedies, adverse impacts on biodiversity and enhances thriving living land- and seascapes and ecosystems, livelihoods, and human well-being.

Goal 3. Equitable access and benefit sharing: Ensure that benefits are derived and shared from using and developing South Africa's genetic and biological resources without compromising the nation's interests. This goal intends to ensure that benefits derived and shared from the use and development of South Africa's genetic and biological resources are shared equitably and serve national interests.

Goal 4. Biodiversity conservation and sustainable use are transformative: Give effect to the environmental right as contained in Section 24 of the Constitution, facilitates redress, and promotes transformation. Apart from its transformational aim of redress, this goal intends to capitalise and leverage the megadiverse nature of biodiversity, key biophysical attributes, and wild landscapes and seascapes to drive rural socio-economic development.

This Park Management Plan aligns with all the goals of the White Paper, with a major focus on Goals 1 and 4. Section 10 provides more detail on the strategic plan, projects and actions that will be implemented to achieve this. This Management Plan will contribute substantially to Goal 1: Enhance Biodiversity Conservation, through the extensive expansion of the protected area system and buffer zone management that is planned for the park. The Management Plan will also improve the overall management effectiveness of the park. Bioregional integration and mainstreaming of park buffer zone biodiversity values into municipal planning processes (e.g. Integrated Development Plans, Strategic Development Frameworks and Land Use Zoning schemes) is also a key focus of investment. The Management Plan will also substantially contribute to Goal 4: Biodiversity Conservation and Sustainable Use areas Transformative, through tourism development and associated job creation that in turn contributes to rural socio-economic development. The socio-economic opportunities programme aims to strive for equitable employment and business development by promoting fair access to a range of opportunities. This will be achieved through a significant, targeted and effective contribution to local economic development, economic empowerment and social development in communities and neighbouring areas adjacent to the park.

### 3.4 Strategic adaptive management

Protected areas are increasingly viewed as complex social-ecological systems. The social-ecological coupling acknowledges multiple interactions between people and natural seascapes – even protected areas are influenced by external social issues. These systems are regarded as complex because the results of interactions between the social and ecological components and components within each of these sub-systems are often unpredictable. A further complication in managing protected areas is that the suite of stakeholders may have varied, and conflicting expectations based on different world views and values. Under divergent stakeholder interests and limited predictability, it might be impossible to agree on an optimal solution. Similarly, it may be unrealistic to expect certainty regarding management outcomes. Strategic Adaptive Management (SAM) has emerged as the SANParks approach to dealing with the complexity and multi-stakeholder tensions that characterise park management decisions (Figure 3.3). SAM is designed to be strategic (facilitate action with foresight and purpose), adaptive (facilitate learning whilst we are doing) and participatory (facilitate engagement and co-learning with stakeholders) (Grant et al., 2008).

SAM begins with determining the desired future state of a particular social-ecological system (Figure 3.4). This step aims to build a sense of common purpose among all relevant stakeholders and to develop a collective roadmap for moving from current reality to a more desirable social-ecological system. This desired state or vision needs to be described within the context of associated stakeholders and their respective values, as well as social, technological, environmental, economic and political (V-STEEP) influences. A description of the future state is further enriched by deliberating the distinctive and special features (called vital attributes) of the park.

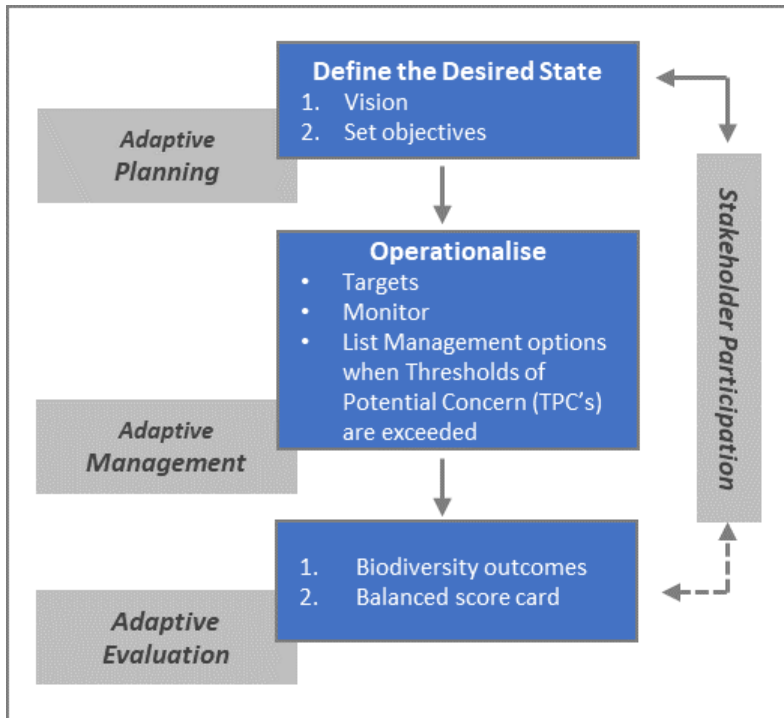


Figure 3.3. Steps in the strategic adaptive management (SAM) cycle as used by SANParks.

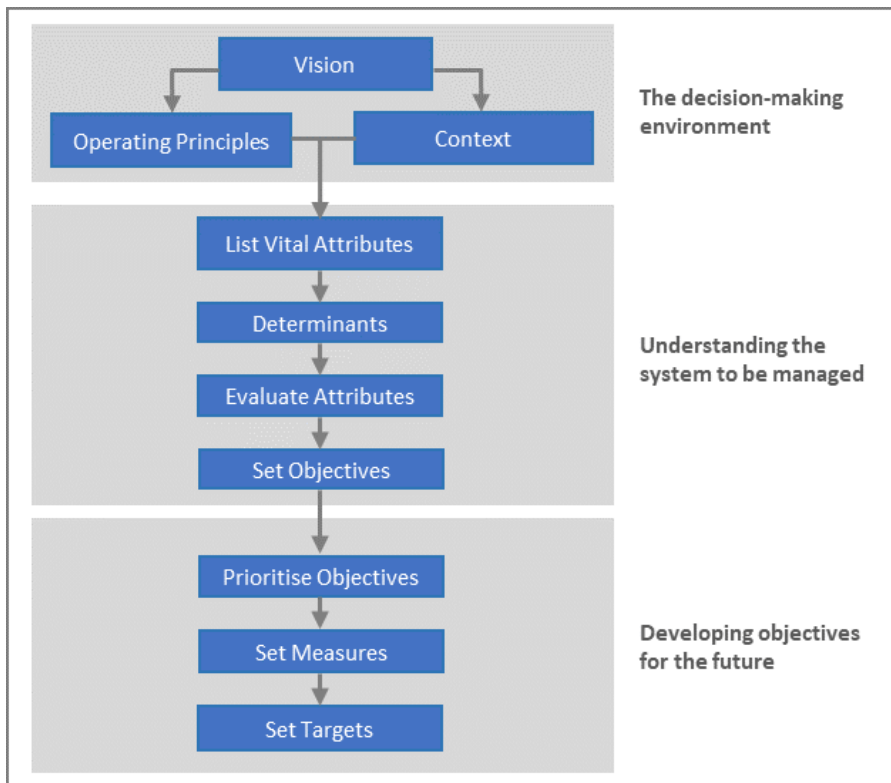


Figure 3.4. The strategic adaptive planning process used by SANParks in developing protected area management plans.

The mission, together with the vital attributes of the system to be managed, informs the setting of objectives. A nested hierarchy of objectives starts with high-level objectives that are deconstructed into a series of lower-level objectives and, ultimately, management options for achieving those objectives. Alternative management options are considered by looking at resources, constraints, potential threats and risks associated with a particular management option while anticipating results. From these options, the most appropriate is selected, followed by a planning stage and implementation. A critical component of SAM is monitoring and evaluating the consequences of management decisions. Constant scrutiny of emerging results and evaluation against objectives are essential to adjust strategy and methods as new understanding and knowledge emerge.

### 3.5 Marine Protected Area specific framework

NEM: PAA: Section 41 (1) states: “The object of a management plan is to ensure protection, conservation and management of the protected area concerned in a manner which is consistent with the objectives of the Act and for the purpose it was declared”.

The NEM: PAA requires that, in the preparation of an MPA management plan,

- Section 39 (3): Management Authority must consult organs of state, local authorities and communities;
- Section 41 (2) (e): The Management Plan must contain Public Participation Procedures; and
- Section 41 (2) (f): MPA zoning must not contradict Section 48A (2)

The Minister declares the zonation and regulations of the MPA according to Section 48A (2), and the Robben Island regulations were published in the Government Gazette 42479 (No. R. 794) of 2019. The management plan may not contradict the gazetted zonation and regulations.

The Minister designated SANParks as the Management Authority (Regulation 10, Government Gazette 42479 (No. R. 794) of 2019). More information on the zonation and regulations can be found in Section 6.

The NEM: PAA also states that where a National Park bounds an MPA, they shall be managed as one contiguous or continuous protected area. Thus, the MPA management plan must align closely with the Park Management Plan (PMP).

Therefore, MPA management plans must also:

- Ensure that the Norms and Standards for the management of protected areas in South Africa (Gazette no. 39878, published March 2016) are met, and
- Conform with NEM: PAA Guidelines for Protected Area Management Plans (Cowan and Mpongama, 2011).

### 3.6 MPA Management structure

The RI MPA is managed by the Table Mountain National Park (TMNP) management structure. The TMNP is divided into several management sections that include two MPAs, the RI MPA and TMNP MPA. In terms of organisational structure, the TMNP has a dedicated Marine Department that covers the management of RI MPA and TMNP MPAs. The RI MPA section also receives direct support from the other departments in the TMNP management structure, such as Administration and Finance, Park Planning, Tourism, SET, Human Resources and Communications (Figure 3.5). The MPA also receives support from the Conservation Services and Park Planning Divisions of SANParks. All national park managers (except Kruger National Park) report to the Managing Executive: Parks through a Regional General Manager.

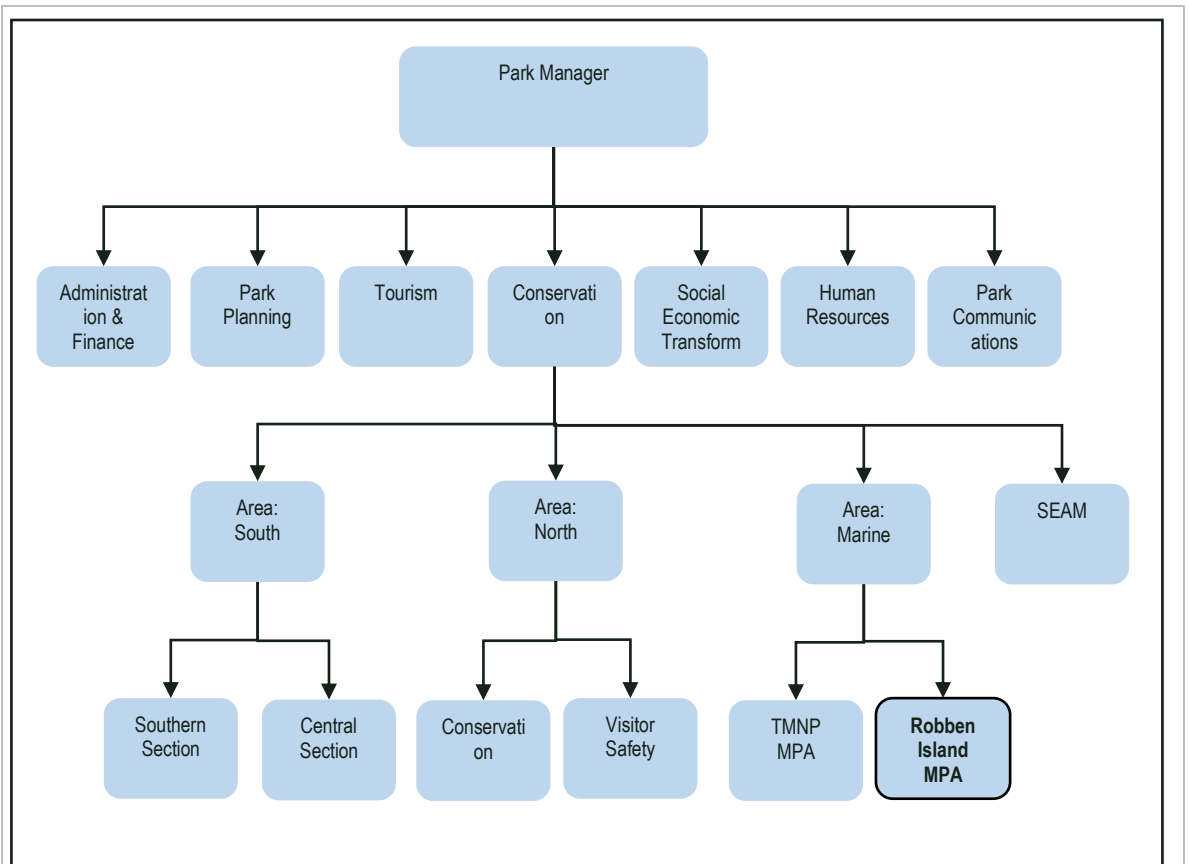


Figure 3.5. The management structure of the Table Mountain National Park showing Robben Island MPA as part of the overall conservation function of the Park and Marine Protected Areas.

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## Section 4 - Consultation

### 4.1 Consultation during and after Operation Phakisa: 2014-2016

In 2014, the South African government (Government) launched Operation Phakisa. This initiative was designed to fast-track solutions to critical development issues highlighted in the National Development Plan (NDP) 2030, such as poverty, unemployment, and inequality. “Phakisa” means “hurry up” in Sesotho, and applying this methodology highlighted the government’s urgency to deliver. Through Operation Phakisa, the Government aimed to implement priority programmes better, faster and more effectively. Nine sectors were identified as key priorities for South Africa’s ocean economy, of which Marine Protection Services, under which MPAs were included, was one. Other marine sectors included Oil and Gas, Aquaculture, and Maritime Transport and Manufacturing. This initiative was driven by “Labs”, during which participants from all sectors worked together in the same physical space to achieve the initiative’s outcomes. Approximately 656 participants, including over 30 coordinators and facilitators, engaged in 400 hours of collaborative working sessions and discussions, accompanied by visits from the President, 17 Ministers, and 17 Directors General to labs and active involvement in various syndication sessions, resulting in the delivery of over 2,000 pages of comprehensive lab reports, delivery plans, and supporting analyses.

As pre-2019 declared MPAs covered less than 0.5% of South Africa’s Exclusive Economic Zone (EEZ), in contrast to over 8% of the land protected, this target was deemed insufficient to maintain sustainable benefits from our marine ecosystems and the creation of a viable network of MPAs was identified. This was necessary to protect the full spectrum of marine biodiversity, secure ocean benefits and advance the implementation of Marine Spatial Planning (MSP). Several iterations of MPA size and designs were workshopped during the labs and post-lab period. Ministerial sign-off from each sector that participated in Operation Phakisa supported MPAs on the national level.

### 4.2 Consultation on the intent to declare Gazette: 2016 - 2019

In terms of the public participation process, the Department of Environmental Affairs (DEA) (name at the time) followed Section 33 of the National Environmental Management: Protected Areas Act, 2003 (Act No. 57 of 2003). As per the Act, adverts notifying the public of the draft notices and regulations must be published in at least two national newspapers. The department published adverts in ten local and national newspapers, which included The Star, The New Age, City Press, Cape Times, E.P Herald, Noordkaap, Diamond Fields Advertiser, The Mercury, Sunday Tribune and Pretoria News.

The formal consultation process began on 3 February 2016. It included focused stakeholder discussions, workshops to support consultation, invitation of written comments, evaluation of comment, re-engagement with sectors and revision of plans. Public comments closed on 17 May 2016, with the final recommendations submitted to the Minister of DEA in 2017.

Key sources of information and spatial data which supported the planning of the Operation Phakisa MPAs included:

- Offshore Marine Protected Area project (Sink et al., 2011);
- National Biodiversity Assessment 2011 (Sink et al., 2012a) and associated new national analyses;
- West coast systematic biodiversity plan (Majiedt et al., 2012);
- Other bioregional plans and fine-scale systematic biodiversity plans (Clark & Lombard, 2007; Chalmers et al., 2012);
- DAFF State of Resources Report (DAFF, 2012 - 2014).

- Studies of and management recommendations for the potential impacts of South Africa's demersal hake trawl fishery on benthic habitats (Sink et al., 2012b);
- Work to support bycatch management in the South African demersal hake fishery (Lombard et al., 2010; Attwood et al., 2011; Lombard et al., 2010; Sink et al., 2013a);
- Work to support spatial management of benthic ecosystems in the South African demersal trawl fishery (Sink et al., 2013b).

#### 4.3 Consultation process for the RI MPA Management Plan: 2023-2024

SANParks recognises that MPAs must serve societal values and that MPAs need to be part of and interrelate with the broader landscape and socio-economic context within which they are situated. The goal of the MPA within the public participation process is to collaborate directly with stakeholders to ensure that stakeholder concerns and aspirations are consistently understood and considered (SANParks, 2011). Therefore, affected and interested stakeholders were included in the development process of the MPA management plan by notifying them of participation processes through mechanisms suitable for the different stakeholder groups. These processes provided the opportunity for input from all stakeholders within reasonable timeframes, with an emphasis on sharing of information and joint learning. Processes also aim to recognise all knowledge forms, as well as the diversity of values and opinions that exist between stakeholders. The commitment to incorporating public opinion into this plan is rooted in the MPA's management activities. It is therefore geared towards promoting conservation values (and society's connection with those values, as also outlined in the NEM: PAA) and promoting this goal in part by engaging the broader context within which the park is situated. The adaptive planning process that was followed was designed to (i) help stakeholders express opinions and values in a structured way, (ii) use the opinions and expressed values to formulate a vision for the park, (iii) translate the vision into management objectives that reflect the values as expressed by stakeholders and (iv) comment on the draft park management plan.

The objectives of the stakeholder participation process are to:

- Create a channel for the accurate and timely dissemination of information to interested and affected stakeholders;
- Create the opportunity for communication between SANParks and the public;
- Promote opportunities for the building of understanding between parties;
- Provide the opportunity for stakeholders to give meaningful input into the decision-making processes that drive the development of the MPA management plan.

The approach to the stakeholder participation process is based on the principles embodied in the following legal framework:

- The Constitution of the Republic of South Africa (Act No. 108 of 1996);
- The National Environmental Management Act (NEMA) (Act No. 107 of 1998);
- The NEM: PAA (Act No 57 of 2003) as amended; and
- The World Heritage Convention Act (Act No 49 Of 1999).

In addition to the above legal framework, the stakeholder process was developed with the guiding principles for SANParks stakeholder participation in mind. SANParks undertakes to:

- Seek to notify stakeholders of participation processes through appropriate mechanisms;
- Ensure that the process provides the opportunity for input from all stakeholders within reasonable timeframes, emphasising the sharing of information, joint learning and capacity building;
- Promote participation by stakeholders through timeous and full disclosure of all relevant and appropriate information;
- Provide feedback on the outcome of the process to stakeholders and demonstrate how their inputs have been considered in the decision-making process;
- Ensure that methodologies accommodate the context of the issue at hand and the availability of resources (people, time, money) and do not conflict with these guiding principles; and
- Give particular attention to ensuring participation by marginalised communities, communities with specific concerns, or communities with contractual rights in a national park.



The stakeholder participation process followed during the development process of the RI MPA management plan is depicted in Figure 4.1 below.

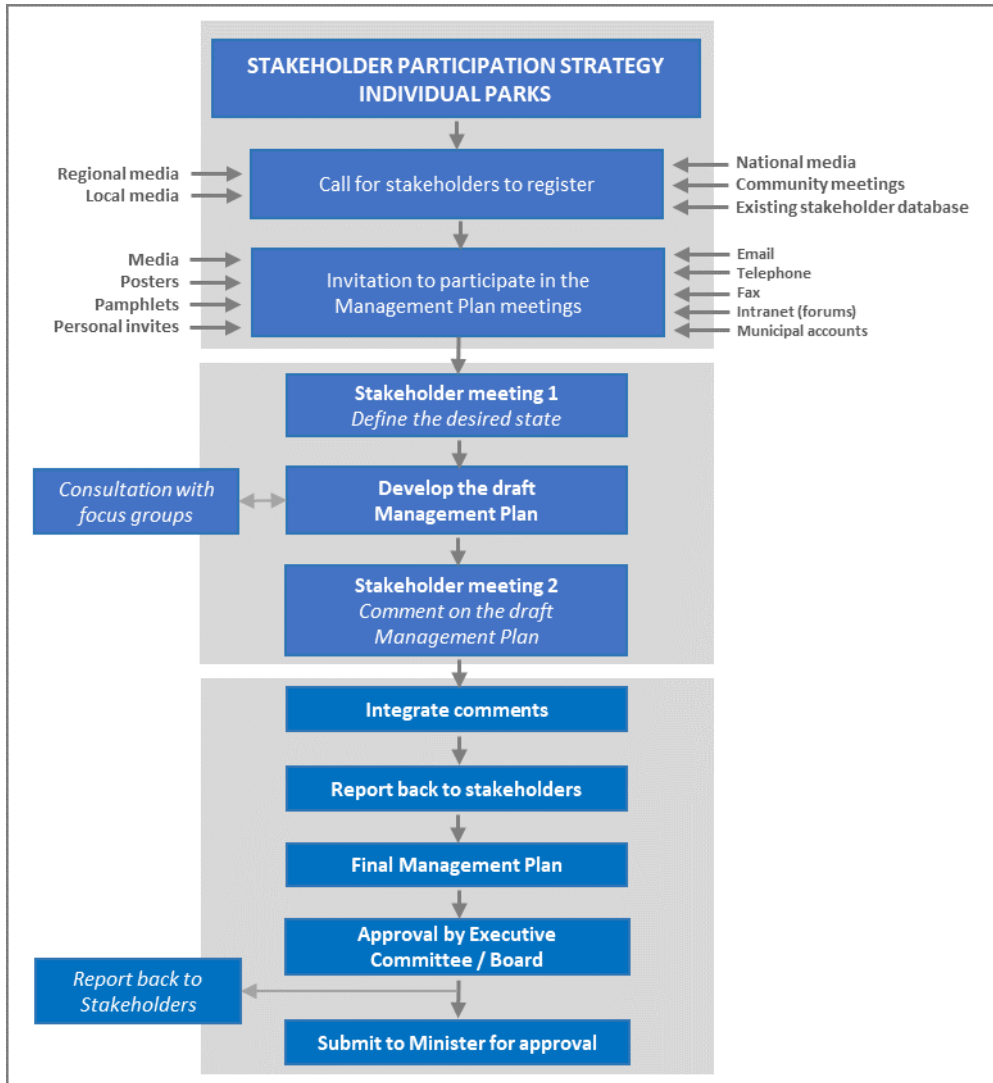


Figure 4.1. SANParks stakeholder participation process as applied in the RI MPA management plan development process.

Additionally, details regarding the stakeholder process that was followed are outlined in Appendix 2.

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## Section 5 – Purpose and vision

### 5.1 Purpose of the MPA

The NEM: PAA requires that the MPA be managed in accordance with the purpose for which it was declared and gazetted as follows:

- a) To contribute to a national, regional and global representative system of marine protected areas by conserving and protecting coastal, island and offshore benthic and pelagic ecosystems in this region, including threatened ecosystem types;
- b) To conserve and protect the biodiversity and ecological processes associated with these ecosystems;
- c) To contribute to the conservation and protection of threatened seabirds and shorebird species, including African penguins, Bank and Cape cormorants;
- d) To facilitate species management by supporting fisheries recovery and enhanced species abundance in adjacent areas for west coast rock lobster, abalone and other overexploited species.
- e) To protect an area of significant cultural heritage, contributing to the tourism value of a South African National Heritage Site and a World Heritage Site; and
- f) To protect and provide an appropriate environment for research and monitoring and to promote and contribute to environmental education.

### 5.2 Desired State for the Robben Island MPA

Reconciling the need for participatory planning and governance and enabling ongoing adaptation, the adaptive planning process is an essential early component of strategic adaptive management. It is an easy and effective tool for enabling meaningful stakeholder participation in producing an effectively shared rationale or overall big picture 'desired state' for a marine protected area. It requires an expression of the various stakeholders' value systems and then builds on the shared values to consider all possible system drivers (V-STEER - social, technological, economic, environmental and political). The process enables stakeholders to consider opportunities to strengthen the vital attributes of the park, and to counter and mitigate threats. These opportunities are formulated as the high-level objectives of the MPA management plan. This ensures that the desired state of the MPA, its vision and mission, and high-level objectives are co-constructed with stakeholders. This strategic-level guidance obtained through stakeholder consultation is then unpacked into further detail and articulated as sub-objectives, either in-house or with relevant experts. Stakeholder inputs were gathered during a workshop in May 2023 at SANParks, Tokai offices, Cape Town (For more details, see Appendix 2 Stakeholder Participation report).

SANParks has been using the adaptive planning process with stakeholders for more than a decade. This often requires dealing with individual and/or group values, prejudices and sensitivities. Nevertheless, the process provides all participants with a space to express their views and understand others' views. This ensures mutual understanding and commitment to the process and the end product, namely the MPA management plan.

The adaptive planning process aims to source and incorporate stakeholder inputs into a more technical planning process. However, this purpose is situated within a broader context of forming and sustaining relationships with the public to secure mutual understanding and ongoing support and legitimacy. Therefore, the desired state process reported here has been an event in an ongoing, dynamic public engagement process.

The MPA management plan thus builds on the purposes outlined under NEM: PAA, gazetted purposes, regulations, zonation, as well as historic (as described in Section 4) and current stakeholder input. SANParks will manage the MPA, following its gazetted purpose and regulations, the organisational vision, and the MPA mission and objectives hierarchy derived to support the gazetted purpose, as set out in this section.

### 5.2.1 Vision and mission

SANParks' corporate vision for all national parks and marine protected areas, including the Robben Island MPA, is as follows:

#### VISION

*"A world-class system of national parks reconnecting and inspiring society".*

#### MISSION

The mission of a MPA defines its fundamental purpose, succinctly describing why it exists and what it hopes to achieve (i.e. the collective dream). The mission was developed for the Robben Island Marine Protected Area at an internal workshop based on the vital attributes derived from the stakeholder workshop.

*"To enhance island and offshore Benguela ecosystems and conserve key species in the greater Table Bay Area that deliver biodiversity, cultural heritage and tourism and benefits to people and nature".*

### 5.2.2 SANParks Strategic Plan

The SANParks Strategic Plan is focused on all aspects of management of the organisation, ranging from the core areas of the mandate to corporate governance and business operational support management. The Balanced Scorecard performance (BSC) management approach has been followed to ensure consistent, effective and efficient execution of the organisational strategy and performance management regime. The strategic plan sets out the organisation's strategic objectives necessary for the effective and efficient delivery of the organisation's mandate, along with the BSC perspectives. Park management must ensure an integrated approach for implementing the SANParks Strategic Plan and the Management Plan.

### 5.2.3 Operating principles or values

SANParks has adopted 11 corporate values that serve as guiding principles that shape and govern all employee behaviour and actions. These corporate principles or values are as follows:

1. We shall demonstrate **leadership** in all we do;
2. We shall embrace and be guided by **environmental ethics** in all we do;
3. We shall promote **transformation** within and outside of the organisation;
4. We shall strive for **scientific** and **service excellence** at all times;
5. We shall act with **professionalism** at all times;
6. We shall adopt and encourage **initiative** and innovation by all;
7. We shall treat all our stakeholders with equity and **justice**;
8. We shall exercise **discipline** at all times;
9. We shall show **respect** to all;
10. We shall act with **honesty** and **integrity**; and
11. We shall strive for **transparency** and open **communication** at all times.



In addition to the above, SANParks has also adopted biodiversity values as set out below:

1. We adopt a **complex systems view** of the world while striving to ensure the **natural functioning** and **long-term persistence** of the **ecosystems** under our care;
2. We aim at the persistent achievement of **biodiversity representativity** and **complementarity** to promote **resilience** and ensure **ecosystem integrity**;
3. We can **intervene in ecosystems responsibly and sustainably**, but we focus management on **complementing natural processes** under a "**minimum interference**" philosophy; and
4. We accept with humility the **mandate of custodianship** of biodiversity **for future generations** while recognising that both natural and social systems change over time.

#### 5.2.4 Vital attributes

The vital attributes of the MPA are the important characteristics and/or properties of the MPA that describe the key features of the MPA, or "what makes the MPA special". Vital attributes are informed or strengthened by determinants and offset by constraints and/or threats. This information helps to focus the exact formulation of park objectives, which must strengthen positive determinants and reduce or mitigate threats so that objectives are appropriate to the uniqueness and special nature of this MPA. This way, the management plan is customised to its fullest local extent without detracting from some of its more generic functions.

These are:

1. The RI MPA is an important contributor to the Cape Canyon EBSA (Ecological and Biological Significant Area).
2. Healthy kelp forests provide refuge and population recovery for commercially important species.
3. The RI MPA conserves and provides breeding and feeding areas for diverse marine species, such as seabirds, fish, sharks and marine mammals.
4. It is the only MPA linked to Nelson Mandela and the South African struggle history, with a rich maritime history.
5. A sense of place and history from island to coast, to Table Mountain, connected by the MPA, provides a connected aesthetic backdrop for various recreational, educational, tourism and cultural activities and a buffer to the island.
6. The RI MPA is located around a world-recognised tourist destination.
7. The RI MPA has a complexity of human dimensions.
8. The RI MPA provides socio-economic benefits to a wide range of economic sectors, including fishing, tourism, recreation, subsistence, and education.

## 5.2.5 Determinants and risks to the vital attributes

A major component of management's responsibility is to maintain the determinants or strengths of the vital attributes and to limit the influence of threats to the system. The Tables 5.1 to 5.7 below reflect the vital attributes, determinants and threats. The rationale is that a major component of park management's responsibility is to ensure the maintenance of the determinants and to limit the influence of threats to the system where possible.

1. The RI MPA is an important contributor to the Cape Canyon EBSA (Ecological and Biological Significant Area)	
<b>Determinants:</b> bathymetry, Benguela current upwelling, nutrient-rich waters, cold water temperature, highly productive ecosystem; island, shallow inshore and deep offshore habitats, endangered Cape island and Cape Bay ecosystems; vulnerable Cape Rocky Mid Shelf Mosaic, Cape Rocky Inner Shelf, Cape Sandy Inner Shelf, Cape Kelp Forest, Cape Exposed Rocky Shore ecosystems	
<b>Threats</b>	
<ul style="list-style-type: none"> <li>• Undersea cables</li> <li>• Pollution (other outlets, contaminants, solids plastic, etc.) and oil spills</li> <li>• Declining water quality (Green Point and Robben Island sewage outfalls; stormwater; river run-off; future desalination plants)</li> <li>• Lack of relationship with other key management authorities such as COCT, DFFE: Fisheries, Environment, RIM</li> <li>• Climate change – change in currents, temperature changes, winds</li> </ul>	<ul style="list-style-type: none"> <li>• Radiation fallout from Koeberg malfunction</li> <li>• Lack of resources to monitor the health of the ecosystems</li> <li>• Alien invasive species introduced through shipping</li> <li>• Oil and gas activities/ exploration and production (Seismic surveys, etc.)</li> <li>• Illegal, Unreported and Unregulated fishing</li> <li>• Ship-to-ship bunkering</li> <li>• Power ships</li> </ul>

2. Healthy kelp forests provide refuge and population recovery for commercially important species	
<b>Determinants:</b> Benguela upwelling system, cold nutrient-rich waters, water temperatures conducive to kelp and lobster lifecycles, rocky substrate, distance from shore /accessibility to /less effort on abalone poaching than along the coast, complex interconnected ecosystem cycle between lobsters, urchin, abalone and kelp. West Coast Rock Lobster (WCRL) sanctuary has existed since 1998 and covers approximately 80% of the RI MPA	
<b>Threats</b>	
<ul style="list-style-type: none"> <li>• Illegal fishing of abalone and WCRL</li> <li>• Lack of adequate resources to manage extraction</li> <li>• Overharvesting of already depleted resources abalone and WCRL</li> <li>• Climate change – current and temperature changes, acidification</li> <li>• Poor water quality</li> <li>• Oil spills</li> </ul>	<ul style="list-style-type: none"> <li>• High level of recreational fishing pressure on RI MPA</li> <li>• Lack of resources to monitor abalone and WCRL</li> <li>• Lack of access to fisheries information from DFFE (VMS, scientific surveys, CPUE, etc.)</li> <li>• Pollution: solids, microplastics etc</li> <li>• Poor relationship with fisheries re operations, etc.</li> <li>• Oil and gas activities – seismic surveys</li> <li>• Ship-to-ship bunkering</li> <li>• Power ships</li> </ul>



**3. The RI MPA conserves and provides breeding and feeding areas for diverse marine species, such as seabirds, fish, sharks and marine mammals**

**Determinants:** Island ecosystem, food availability nearby such as rock lobster, anchovies and sardines, upwelling providing a nutrient-rich environment, ecological health, threatened and endangered species presence, breeding habitats, highly productive ecosystem, migratory route for marine mammals and fish

**Threats**

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Seabird competition for prey with sardine fishery</li> <li>• Overharvesting and illegal fishing for WCRL</li> <li>• Predation by gulls and seals on penguin and cormorant chicks and eggs</li> <li>• Human disturbance to nesting/breeding sites</li> <li>• Lack of suitable habitat for nesting</li> <li>• Lack of enforcement and compliance capacity for the purse seine fishery</li> <li>• Lack of monitoring capacity/funding</li> <li>• Plastic and other pollution</li> <li>• Power ships</li> </ul> | <ul style="list-style-type: none"> <li>• Oil spills</li> <li>• Disturbance by shipping activities</li> <li>• Climate change – increased extreme events, impact on food availability/ prey distribution.</li> <li>• Plastic pollution and ingestion via nest building</li> <li>• Poor water quality and impact on bird eggs, etc. – POPs, marine life growth and reproduction</li> <li>• Poor relationships with key management authorities such as RIM (island management) and Fisheries</li> <li>• Disturbance from tourists</li> <li>• Ship-to-ship bunkering</li> </ul> |
|--|--|

**4. RI MPA is the only MPA linked to Nelson Mandela and the South African struggle history, with a rich maritime history.**

**Determinants:** Prison and museum on Robben Island, shipwrecks, jetty, location, SA political history, UNESCO World Heritage Site status, heritage legislation, heritage assets from diverse eras on the island, cultural history, SA maritime history; the role of Cape Town in early navigation

**Threats**

- |   |  |
|---|--|
| <ul style="list-style-type: none"> <li>• Climate change</li> <li>• Lack of management and maintenance of historic infrastructure</li> <li>• Loss of WHS status</li> <li>• Loss of SAHRA status</li> <li>• Lack of education and awareness of cultural and political history</li> <li>• Lack of resources to inventory all artefacts</li> <li>• Inappropriate development</li> <li>• Mining</li> </ul> | <ul style="list-style-type: none"> <li>• Loss of tourism infrastructure</li> <li>• Illegal salvaging of wrecks</li> <li>• Lack of education on heritage value</li> <li>• Lack of funding for the management of the island and MPA</li> <li>• Lack of skills and capacity to monitor and preserve the underwater heritage</li> <li>• Lack of list/inventory of cultural artefacts</li> <li>• Ship-to-ship bunkering</li> <li>• Power ships</li> </ul> |
|---|--|

**5. A sense of place and history from island to coast to Table Mountain, connected by the MPA, provides an aesthetic backdrop for various recreational, educational, and cultural activities and a buffer to the island**

**Determinants:** The viewshed, the geography of Table Bay, physical connectivity between the island, sea and coast, Table Mountain and Robben Island iconic character, feelings of isolation, the proximity of Robben Island to the mainland, history of the island, the cultural significance of the island; accessibility of MPA and island; Tourism operators from the city and Blouberg, Marketing of WHS, Table Mountain and CoCT; land animals dependent on the ocean; shared shore, the role of Cape Town in early navigation

**Threats**

<ul style="list-style-type: none"> <li>• Pollution: plastic, water quality (sewage spills), oil spills and others - impact on recreational activities and sense of place</li> <li>• inappropriate development</li> </ul>	<ul style="list-style-type: none"> <li>• Intensified use of the adjacent area, e.g. Mining, oil &amp; gas, fishing</li> <li>• Ship-to-ship bunkering</li> <li>• Power ships</li> </ul>
--	--

**6. The MPA is located around a world-recognised tourist destination**

**Determinants:** accessibility, infrastructure, proximity, access points, highly productive marine ecosystem, diversity of ecosystems and species, diversity of tourism experiences, job creation potential, contribution to GDP, sector multiplier effect

**Threats**

<ul style="list-style-type: none"> <li>• Pollution</li> <li>• Crime</li> <li>• Lack of management and maintenance of historic infrastructure</li> <li>• Illegal, Unreported and Unregulated fishing</li> <li>• Lack of education and awareness of cultural and political history</li> <li>• Inappropriate development</li> </ul>	<ul style="list-style-type: none"> <li>• Shipping</li> <li>• Habitat loss</li> <li>• Invasive species</li> <li>• Loss of tourism infrastructure</li> <li>• Climate change</li> <li>• Ship-to-ship bunkering</li> <li>• Power ships</li> </ul>
--	---

**7. The RI MPA has a complexity of human dimensions**

**Determinants:** Proximity to the City of Cape Town; high amenity value, diverse stakeholder interests; long history of use by diverse groups, cultural history and significance, South African political history, different authorities, socioecological and political environment, tourism, resource, recreation, and cultural use, accessibility; the role of Cape Town in early navigation, economic value and opportunities, proximity, access points, highly productive marine ecosystem, diversity of ecosystems and species

**Threats**

<ul style="list-style-type: none"> <li>• Corruption</li> <li>• Climate change</li> <li>• Conflict of interests</li> <li>• Loss of biodiversity</li> <li>• Poor governance</li> <li>• Gaps between mandates and lack of communication</li> <li>• Pollution threat to tourism and biodiversity</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of education and awareness</li> <li>• Misaligned permitting processes</li> <li>• Overdevelopment</li> <li>• Lack of research and monitoring</li> <li>• Loss of tourism infrastructure</li> <li>• Lack of/poor marketing</li> <li>• Barriers to use</li> <li>• Lack of organised representative forum</li> </ul>
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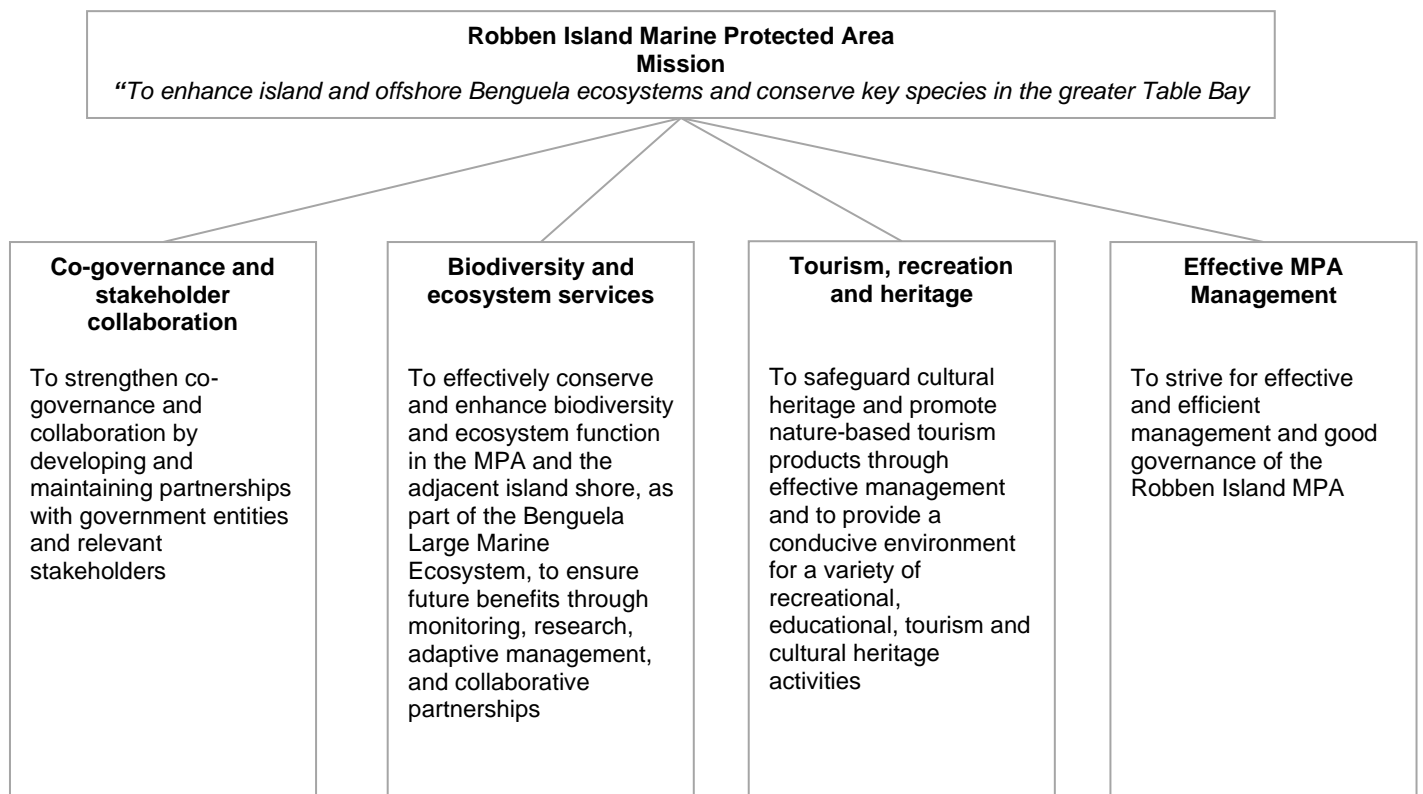


**8. The RI MPA provides socio-economic benefits to a wide range of economic sectors, including fishing, tourism, recreational, subsistence and education**

**Determinants:** Benguela upwelling system, cold nutrient-rich waters, highly productive ecosystems, rich biodiversity, Controlled zones allowing for fishing activities to take place; Continued protection of a relatively healthy ecosystem, Enabling legislation, accessibility/proximity; a wealth of educational institutions, infrastructure

**Threats**

<ul style="list-style-type: none"> <li>• Non-compliance with regulations</li> <li>• Illegal fishing</li> <li>• Overharvesting of overexploited species</li> <li>• Loss of biodiversity</li> <li>• Barriers to access (dual permitting)</li> <li>• Lack of adequate resources to monitor stocks</li> <li>• Lack of adequate resources for effective law enforcement monitoring and compliance activities</li> <li>• Change in government policies</li> <li>• Lack of access to the education curriculum</li> <li>• Increasing restricted zones may have consequences for fishers</li> </ul>	<ul style="list-style-type: none"> <li>• Not being able to demonstrate or quantify the MPA benefits, e.g. monitoring the “spillover effects” and measuring the relative value of fishing activities in the MPA contributing to the economy</li> <li>• Interactions between climate and environmental change and conditions on species and ecosystems</li> <li>• Acidification impact on abalone</li> <li>• Oil and gas activities</li> <li>• Pollution: water quality, solids, e.g. plastics, etc.</li> <li>• Ship-to-ship bunkering</li> <li>• Power ships</li> </ul>
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### 5.2.6 High-level objectives for Robben Island MPA

While the mission sets out the “where do we want to go”, high-level objectives are the roadmap to achieve the mission. These high-level objectives flow naturally from the eight vital attributes (Section 5.2.6). The desired state is achieved using a hierarchy of objectives (Figure 5.1), starting with an overall objective aligned with SANParks’ organisational structure and the park’s vision and mission statements, to broad, high-level objectives (this section) and more detailed levels, ending with specific operational or management actions (Section 10). Discussions at the stakeholder meeting gave rise to an initial set of high-level objectives, which were refined to reflect the following:



### Unpacking the high-level objectives:

The following figures unpack the high-level objectives into a series of "objectives" of increasing focus. These are set out in Figures 5.2 to 5.6 below.

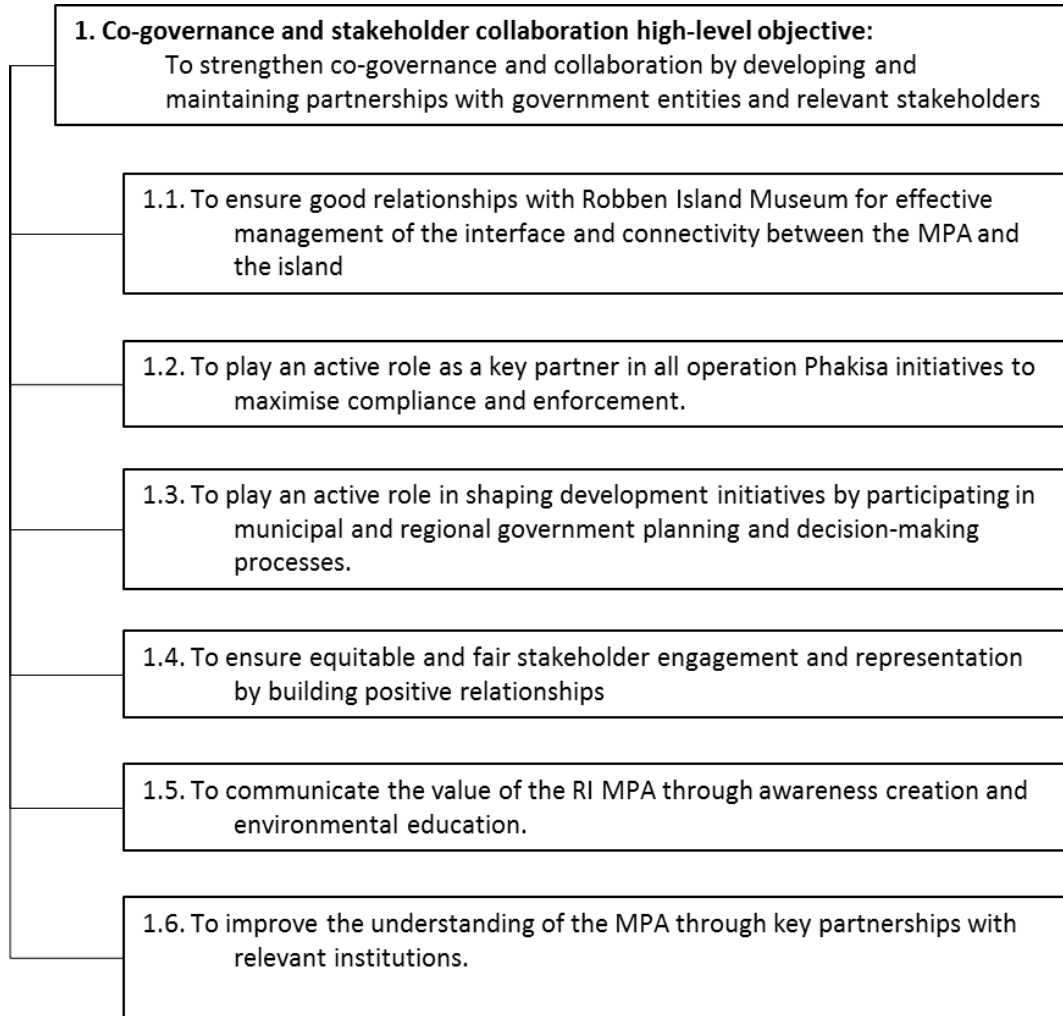


Figure 5.2

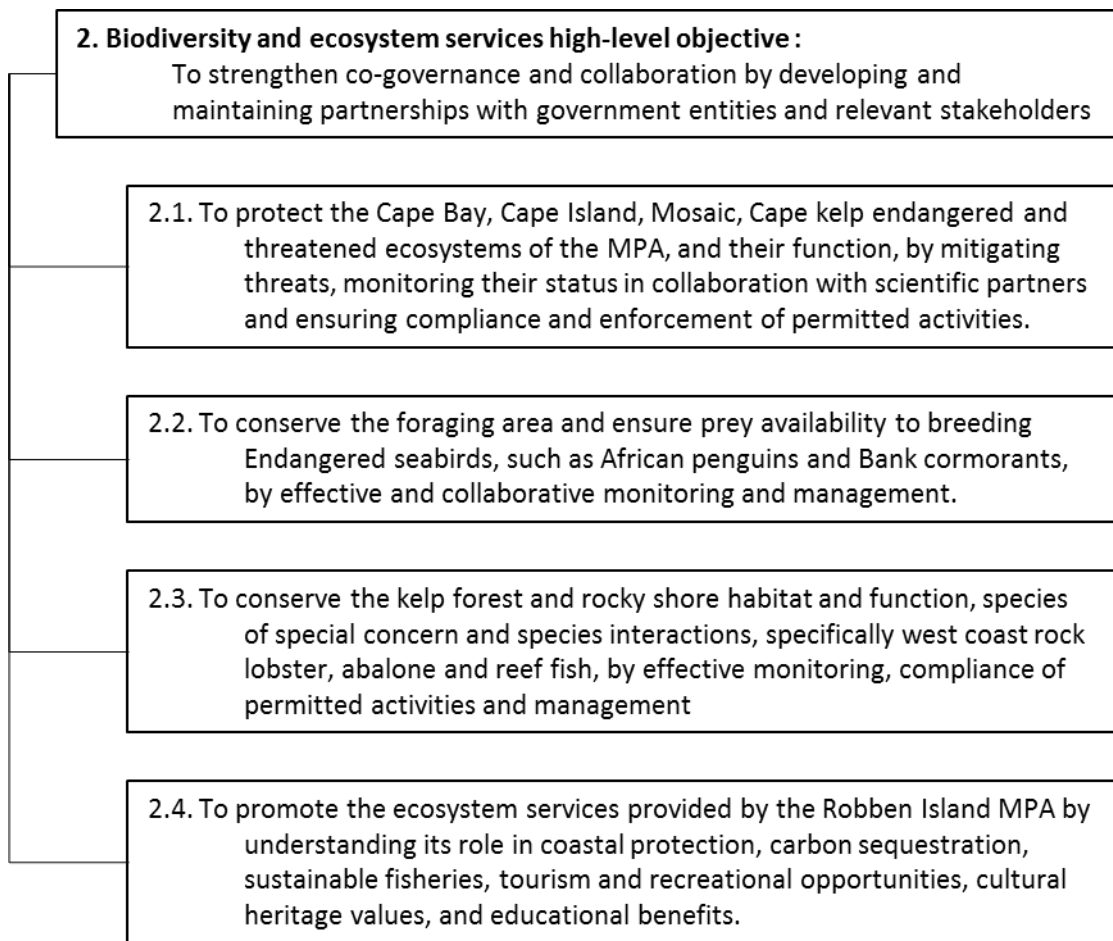


Figure 5.3

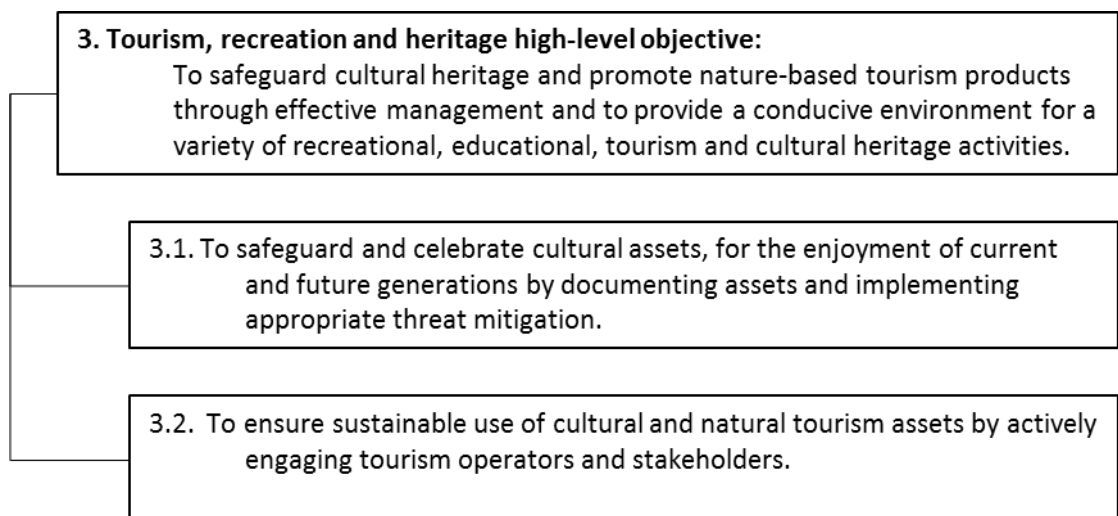
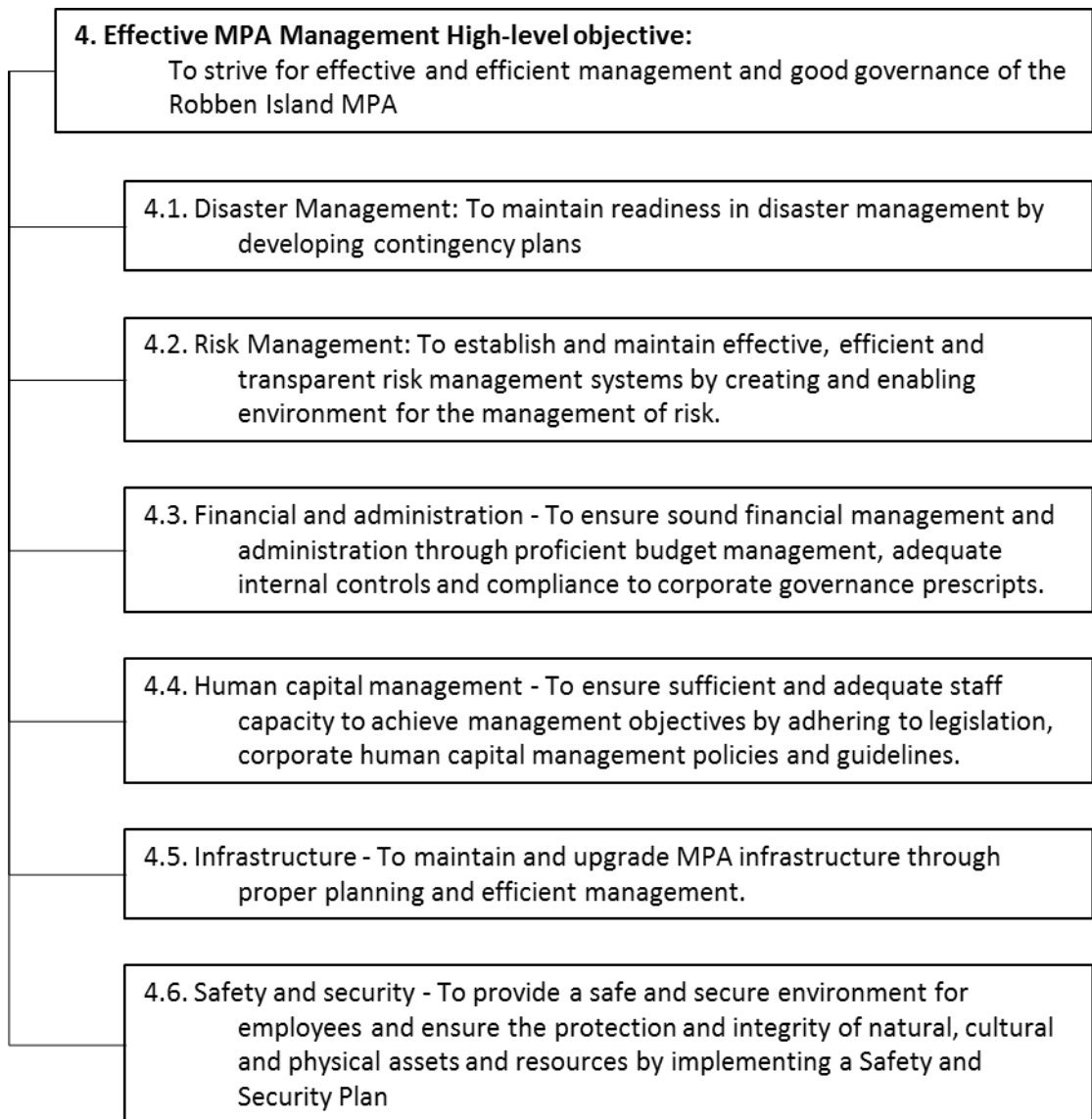


Figure 5.4



**Figure 5.5**

**Note:** all other overlapping functions of effective management are addressed in the Table Mountain National Park Management Plan

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## Section 6 - Zoning

### 6.1 Zonation description

The primary objective of the RI MPA zonation is to protect marine resources, allow for recreational activities and marine resource use with minimum conflict and without compromising the objectives of the Robben Island MPA. The zonation of an MPA is gazetted along with the regulations of the MPA and can only be changed through a formal Ministerial process. Stakeholder input into the MPA zonation occurred during the public participation process before the declaration of the MPA. Robben Island MPA zonation consists mainly of two types of zones, namely controlled and restricted zones (Map 3, Appendix 3):

- “**Controlled Zone**” means an area within a Marine Protected Area where fishing or other activity may take place if authorised (i.e. DAFF Fishing & Bait collecting permits, Commercial Fishing permits, etc.)
- “**Restricted Zone**” means an area within the Marine Protected Area where no fishing may occur, other activities may be restricted, or may take place if authorised.

The RI MPA is zoned into one Restricted Zone and three controlled zones being the Inner Controlled Zone, the Middle-Controlled Zone and the Offshore Controlled Zone. The general descriptions and the geo-reference coordinates for the boundaries and zoning of the RI MPA can be found in Table 6.1 in the appendix. The complete set of the regulations are noted in Government Gazette 42479 (No. R. 794) 2019, with a summary of the key regulated activities per zone as follows:

#### **Robben Island Restricted Zone (RIRZ)**

- No fishing from vessel or shore
- No diving, snorkelling or prohibited gear
- All fishing gear stowed
- Minimum vessel speed of five knots
- Events and filming with a permit (SANParks)

#### **Robben Island Offshore Controlled Zone (RIO CZ)**

- Fishing with permit for small pelagic, by line fishing for yellowtail and snoek only (MLRA)
- All other fishing gear to be stowed
- Diving with permit (SANParks)
- Events and filming with a permit (SANParks)

#### **Robben Island Middle Controlled Zone (RIM CZ)**

- Fishing with permit by line fishing for yellowtail and snoek only (MLRA)
- All other fishing gear to be stowed
- Diving with permit (SANParks)
- Events and filming with a permit (SANParks)

### **Robben Island Inner Controlled Zone (RIICZ)**

- Fishing with permit, between sunrise and sunset for abalone and by line fishing for yellowtail, snoek and Hottentot only (MLRA)
- All other fishing gear to be stowed
- Diving with permit (SANParks)
- Events and filming with a permit (SANParks)

## **6.2 The MPA coastal zone and buffer zone**

The National Coastal and Marine Spatial Biodiversity Plan (Harris et al., 2021) delineated buffers around MPAs nationally. This is the first attempt to bring MPAs on the same footing as terrestrial protected areas and their buffers. Terrestrial protected area buffers are far more advanced and have been implemented in protected area management plans, Environmental Impacts Assessments (EIA) requirements and policy (Government Gazette No 35020, 2012). The main function of marine buffers is to indicate the area around MPAs as a zone of MPA management influence on proposed activities to limit further deterioration in ecological condition and serve as ecological support areas to the MPAs.

The current delineated buffer zone only has a radius of five km, which is substantially smaller than typical terrestrial Protected Area buffers (Map 5, Appendix 3). Several marine activities have impacts across a much larger scale than five km due to the connected nature of the ocean (Pichegru et al., 2017). The marine buffer zones can thus serve as a basis, but not exclusively, for identifying focus areas in which MPA management and scientists must respond to EIAs or other developments, helping to identify types of impacts that will be important at a particular site, and most importantly, integrating long-term protection of the MPA into other marine spatial planning tools. MPA management will interact with all spheres of government, whether local, provincial, or national, as required to achieve a positive conservation outcome in the buffer zone. The buffer zone map (Map 5, Appendix 3) positions the MPA in the region. It shows that the RI MPA is located in a highly important biodiversity area consisting of priority natural areas. Priority natural areas include areas critical for the long-term persistence of biodiversity, as well as areas critical for maintaining ecological links and connectivity with the broader seascape. This means areas important to biodiversity patterns (especially reasonably intact high-priority natural habitats) and processes (ecological linkages, hydrological systems, etc.). The delineated buffer zone does not imply any loss of existing rights, e.g. legal extractive biodiversity use such as fishing. The proposed South African marine spatial plan and sea-use guidelines will attempt to address and guide activities within Ecological support (i.e. buffer areas) and other high-priority regions (Harris et al., 2021)



## Section 7 – Access and facilities

### 7.1 Public access and control

RI MPA is essentially an open access Protected Area in that there are no managed access points into the MPA from the ocean boundary. Access to Robben Island, located inside the MPA, is controlled by Robben Island Museum, and the public may not land on the island without permission. Tours to the Island are by way of ferries which depart from Nelson Mandela Gateway, at the V&A Waterfront in Cape Town and land at Murray's Bay Harbour on the east side of Robben Island. RI MPA can only be accessed by vessel and from launch sites located along the coast of the City of Cape Town. The coastline of the MPA can be accessed from Robben Island by visitors to the Island.

### 7.2 Accommodation, visitor facilities and activities

RI MPA has no associated accommodation or visitor facilities. Robben Island Museum provides visitor facilities for visitors and tourists visiting the Island. Robben Island Museum also manages the tourist activities on the Island and is responsible for maintaining the harbour at Murray's Bay. There are no other facilities or controlled access points to the RI MPA. Activities are permitted in the MPA as gazetted as per the Regulations.

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## Section 8 – Consolidation & Expansion

As a newly established MPA, it is not foreseen that additional expansion of the RI MPA will occur within this management plan period. However, this does not exclude exploring Other Effective Conservation Measures (OECMs) to strengthen the protection of or secure threatened species' foraging areas within the MPA. Any future consolidation and expansion of the RI MPA will be undertaken in conjunction with other MPAs and led by national strategies. In the long term, expansion of the marine protected area estate remains a priority for DFFE (National Protected Areas Expansion Strategy 2016). DFFE and SANBI are currently improving spatial biodiversity plans to refine critical biodiversity areas for inclusion in a future expansion programme. Current efforts have been enabled through the MARISMA Project, which is refining the extents and locations of existing Ecologically or Biologically Significant Areas (EBSA), identifying relevant new ones, and incorporating these into a marine spatial plan to achieve sustainable use of the ocean.

A long-term consolidation goal should be to revise the inland boundary of the Robben Island MPA from the current highwater mark to a more ecologically meaningful inshore boundary to provide more effective protection to the interconnected ecosystems at the land-sea interface.

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## Section 9 – Concept development plan

### 9.1 Concept development plan

A Concept Development Plan sets out the long-term development goals including access and facilities and expansion of tourism products for the MPA. All tourism facilities and management infrastructure servicing the MPA are based on Robben Island, and managed by RIM (map 6, Appendix 3). Any future plans will be done with RIM as a key neighbour of and stakeholder in the MPA.

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## Section 10 – Strategic plan

### 10.1 Introduction

Sections 3, 4 and 5 of this plan outline the policy framework, the consultation process, vision, mission and high-level objectives for the MPA. In this section, the high-level objectives of the MPA are unpacked into lower-level objectives and sub-objectives and finally into operational actions. In this way, even at the operational level, decision-making can be linked back to the core values and inputs from stakeholders. This approach conforms to the requirements of the NEM: PAA, the NEM: BA, SANParks policy and ratified international conventions.

Programmes of implementation, developed as outlined above, form the strategic plan for this planning cycle and are arranged under the following headings:

- Co-governance and stakeholder collaboration.
- Biodiversity and ecosystem services.
- Tourism, recreation, and heritage.
- Effective MPA management.

Each programme is presented as follows:

- Programme name: A name describing the programme.
- Background: Overview of intent, guiding principles, description, outcome, research and monitoring and risk (all where applicable).
- Tables: Outline of objectives, initiatives, and management actions within the scope of the objective with an indication if the programme is once-off, continuing or conditional on the availability of resources. These tables have the following headings:
  - **Objectives:** The various objectives derived from the hierarchy of objectives, which make up each programme.
  - **Actions:** The actions necessary to achieve the objective.
  - **Responsibility:** The SANParks section, department, division or unit responsible for implementing the action where the following acronyms have been used: CM- Conservation Manager, PM- Park Management, SET- Social Economic Transformation Unit, PPD- Park Planning and Development, CRC- Cape Research Centre, PRO- Public relations officer.
  - **Portfolio of evidence (PoE):** Proof whereby the achievement of the objective can be evaluated. Where applicable, the PoE documents will be dated and properly referenced on official letterheads. Documents will also be approved by the responsible staff member/s.
  - **Timeframe:** An indication of when the action is likely to be completed (indicated by year in the planning cycle).
  - **References:** References to relevant programmes, lower-level plans (LLPs) or other documents.

A detailed lower-level plan (LLP) supports the individual programmes in most cases. These LLPs could be reviewed frequently depending on the changing circumstances and requirements. The commitments outlined in the various programmes under Section 10 are aligned with the performance management system of the operational staff. Progress and impact will be tracked, and the work plan will be reviewed annually to prioritise implementation activities, respond to emerging matters and inform the risk response strategy.

## 10.2 Co-governance and stakeholder collaboration services programme

The intention of this programme is to strengthen co-governance between management authorities and develop a multi-disciplinary approach to MPA management by developing and maintaining partnerships with government entities and relevant stakeholders. This objective has six sub-objectives:

Co-governance and stakeholder collaboration					
High-level objective: To strengthen co-governance and collaboration by developing and maintaining partnerships with government entities and relevant stakeholders					
Objective	Actions	Responsibility	POE	Timeframe	Reference
To ensure good relationships with Robben Island Museum for effective management of the interface and connectivity between the MPA and the island	Develop and implement an MOU between DFFE, SANParks and Robben Island Museum	PM	Signed MOU	Year 1, ongoing	
	Include Robben Island Museum in science-management meetings of the MPA	CRC, PM	Science-management engagement, minutes of meetings	Annually	
	Request Robben Island input on research permit applications for the MPA	CRC	Research permit applications	Ongoing	
To actively participate as a key partner in all Operation Phakisa initiatives to maximise compliance and enforcement	Participate in quarterly regional meetings and weekly local meetings	CM/SEAM/ECI	Meeting of minutes	Quarterly/weekly	
	Participate in joint operations	CM/SEAM/ECI	Operational plans, SANParks Quarterly reports	As required	
To play an active role in shaping development initiatives by participating in municipal and regional government planning and decision-making processes	Engage proactively in municipal SDF, IDP and marine spatial planning processes	PP, SSR, PPD, SS	Meeting minutes, input into documents	Ongoing	Buffer zone policy
	Represent SANParks on relevant stakeholder forums	PM, CM, SET, PPD,	Meeting minutes, input into documents	As required	
	Comment on EIAs	PM, PP, CRC	Comments	As required	
To ensure equitable and fair stakeholder engagement and representation by building positive relationships	Incorporate and engage with MPA stakeholders in a relevant forum	PM, CM, SET	Meeting minutes	As required	Incorporate and engage with MPA stakeholders in a relevant forum
To communicate the value of the RI MPA through awareness creation and environmental education	Disseminate MPA information (benefits, threats, biodiversity, etc.) via all channels (social media, presentations, blogs, mainstream media, etc.)	COMS, PRO, SET O, CRC	Documentation; educational materials		Communication programs
	Develop appropriate signage and information for awareness and education opportunities for MPA users	PM, SET	Interpretation document	Year 2	
	Develop and/or engage with volunteer programmes for the RI MPA	PM, SET	List of volunteer groups and actions implemented (beach clean-ups, senior citizen science programmes, other constituents)	Year 3	
	Include Robben Island MPA into Kids in Parks programme	SET O, SSR, CRC,	Documentation; educational materials & outings	As required	
	Celebrate and participate in days of international and national importance (e.g. marine week, MPA day, coastal clean-up, world ocean day, world penguin day)	SET O, SSR, CRC	educational materials & outings	Annually	



To improve the understanding of the MPA through key partnerships with relevant institutions	Facilitate and participate in research partnerships where necessary	CRC	MOA/research permits	As required.	SANParks Research Strategy 2020
	Identify and share priority research and monitoring themes with learning institutions	CRC	list of research themes	Annually	SANParks Research Strategy 2020

### 10.3 Biodiversity and ecosystem services programme

The purpose of this program is to protect and conserve the long-term functionality of marine and coastal ecosystems within the Robben Island Marine Protected Area, ensuring sustained benefits for future generations. This will be undertaken through engagement with stakeholders, including municipalities, to moderate impacts from external activities, compliance and enforcement to manage the exploitation of natural resources; and the undertaking and promoting of research and monitoring initiatives to inform management practices. The programme covers activities within the coastal and offshore boundaries of the MPA.

#### BIODIVERSITY AND ECOSYSTEM SERVICES PROGRAMME

**High-level objective:** To conserve and enhance biodiversity and ecosystem function in the MPA and adjacent island shore by effective monitoring, management and collaboration

Objective	Actions	Responsibility	POE	Timeframe	Reference
To protect the Cape Bay, Cape Island, Mosaic, Cape kelp endangered and threatened ecosystems of the MPA and their function by mitigating threats, monitoring their status in collaboration with scientific partners and ensuring compliance and enforcement of permitted activities	Compile a State of Knowledge Report for the RI MPA, including a species list of indigenous and alien species and species of special concern for the MPA	CRC	State of Knowledge Report  Species list (indigenous, alien, species of special concern)	Year 2	Knowledge Collation Project  SANParks Research Strategy
	Identify ways of mitigating threats such as oil spills, marine alien species, climate change, illegal, unreported and unregulated fishing and identifying emerging threats	CRC, CM	List of threats and mitigation actions included in the SOK	Year 2	Knowledge Collation Project  SANParks Research Strategy
	Ensure compliance of activities in the relevant zonation, keep a record of infringements and follow up on infringements	PM, SEAM	List of patrols  List of infringements  CMORE	Ongoing	
	Comment on EIAs	PM, PPD, CRC	List of EIAs commented on	Ongoing	

To conserve the foraging area and ensure prey availability to breeding Endangered seabirds, such as African penguins and Bank cormorants, by effective and collaborative monitoring and management.	Ensure small pelagic fishing vessels comply with zonation restrictions and record and follow up on infringements	PM	List of patrols List of infringements CMORE	Ongoing	
	Participate in relevant seabird stakeholder meetings and scientific working group meetings	CRC, CM	Scientific & management working groups minutes.	Ongoing	SANParks Research Strategy 2020
	Collaborate with RIM, DFFE & SANCCOB on monitoring seabird populations	CRC, CM	Monitoring data and projects	Ongoing	
	Investigate the use of new technologies to increase surveillance of the MPA	PM, CRC	Report	Year 3	
	Implement the African penguin Biodiversity management plan	PM, CRC	Reports, meeting	ongoing	
To conserve the kelp forest and rocky shore habitat and function, species of special concern and species interactions, specifically west coast rock lobster, abalone and reef fish, by effective monitoring, compliance of permitted activities and management	Conduct baselines surveys of the abalone, West Coast rock lobster, urchins, giant periwinkle and kelp in the MPA	CRC	Baseline scientific survey data, technical report	Year 1	SANParks Research Strategy 2020 Biodiversity monitoring Programme
	Develop and implement a monitoring plan for the MPA that prioritises gazetted objectives and threats	CRC	Monitoring plan, biodiversity data	Year 2, ongoing	SANParks Research Strategy 2020 Biodiversity Monitoring Programme
	Engage stakeholders on data sharing (DFFE: Fisheries), e.g. catch data	ME CSD, CRC, PM, CM	Access to DFFE & SANBI data	Year 2	Biodiversity Monitoring Programme
	Keep a record of resource use infringements, VMS and AIS data to better understand targeted species and priority areas for compliance	CM, SEAM	Record of resource use CMORE List of patrols List of infringements CMORE maps	Ongoing	Annual resource use report
	Engage DFFE to be able to provide inputs and comments on fishing permits issued by DFFE	ME CSD, CRC, CM	Comments on fishing permits/quotas	Ongoing	
	Implement the Shark Biodiversity management plan	PM, CRC	Reports, meeting	ongoing	



To promote the ecosystem services provided by the Robben Island MPA by understanding its role in coastal protection, carbon sequestration, sustainable fisheries, tourism and recreational opportunities, cultural heritage values, and educational benefits	Compile a list of ecosystem services and socio-economic benefits the MPA provides to people and the economy to be included into the SOK	CRC, SET, CM	List of ecosystem services and socio-economic benefits, SOK	Year 3	SOK
	Apply for funding for a socio-economic assessment of the MPA	CRC, PM, CM, SET	Grant application / socio-economic assessment	Year 4	
	Develop an education and awareness plan and materials on MPA benefits, bag and size limits, closed areas and seasons for stakeholders	SET, PRO, CM, CRC, CM,	Awareness plan & materials	Year 3	

#### 10.4 Heritage, tourism and recreation programme

The purpose of the heritage, tourism and recreation programme is to manage coastal heritage and tourism assets and provide for recreational and cultural use of these systems, while maintaining the sense of place and naturalness of the area. The management of cultural heritage resources is done in accordance with the National Heritage Resources Act (NHRA) No 25 of 1999, which outlines that all state-supported bodies should maintain and conserve the heritage resources under their control in accordance with standards and procedures set out by the South African Heritage Resource Agency. In addition, SANParks seeks to improve its working relationship with RIM and seeks to understanding potential future involvement in interfacing tourism opportunities.

TOURISM, RECREATION AND HERITAGE PROGRAMME					
High-level objective: To safeguard cultural assets and promote cultural and tourism activities, by effective asset management and providing a healthy environment for a variety of recreational, educational and cultural activities					
Objective	Actions	Responsibility	POE	Timeframe	Reference
To safeguard and celebrate cultural assets, for the enjoyment of current and future generations by documenting assets and implementing appropriate threat mitigation	Develop and update a maritime asset register and include it in the SOK	SET, CM, CRC	Register, SOK	Year 2	
	Assess potential threats to these assets	CM, SET, CRC	List and Include in the SOK	Year 2	
	Manage illegal salvaging of maritime assets	CM	Patrol and inspection reports,	ongoing	Safety and security plan
	Develop cultural and natural heritage material for use in education and awareness, promotional material	SET, PRO, COMS CM, CSD	Document	Year 2	
To ensure sustainable and collaborative use of cultural and natural tourism assets by actively engaging existing tourism operators and stakeholders in knowledge sharing and identification of opportunities	Identify, update and regulate tourism activities and operators in the RI MPA	PM, SET	List and details of tourism operators	Year 1, ongoing	
	Identify future sustainable and inclusive tourism opportunities	PM, CRC	Product development framework	Year 2	
	Develop EMPs/code of conduct for operators and users	PM, CRC	EMP/Code of conduct	As required	

## 10.5 Effective Park management programme

Effective park management programmes (including daily, weekly, monthly, quarterly and annual actions, reports and reviews) are geared toward ensuring that the values and objectives of the MPA are maintained. These programmes implement the systems and processes that enable proactive management of RI MPA objectives. This section outlines the management programmes, objectives and actions that assist in effective park management, including disaster management, risk management, financial and administration, human capital management, infrastructure management, and safety and security. This section should be read in conjunction with Section 10 of the Table Mountain National Park's management plan, which also covers the overarching administration of the MPA.

EFFECTIVE PARK MANAGEMENT PROGRAMME					
High-level objective: To strive for effective and efficient management and good governance of the Robben Island MPA					
Sub-objective	Actions	Responsibility	PoE	Timeframe	Reference
<b>Disaster Management</b> To maintain readiness in disaster management by developing contingency plans	Develop an oil spill response plan according to the Incident Management System (IMS)	CM, PM	MPA Oil spill plan	Year 2	Interim Incident Management System
	Staff to undergo IMS training	CM, PM	Certificates	Year 3	Interim Incident Management System
	Hold disaster meetings and drills. Plan and liaise with provincial, regional and local structures	CM, PM	Minutes of meetings	Biannually	
	Implement the SA Seabird disease outbreak contingency plan	VWS, CRC, CM, PM		As required	SA Seabird disease contingency plan
<b>Risk Management:</b> To establish and maintain effective, efficient and transparent risk management systems by creating and enabling environment for the management of risk	Review and revise the Risk Register & Response Plan	PM	TMNP risk register and response plan	Annually	CRMF
	Implement the risk response initiatives, review and update this as required	PM	TMNP risk register and response plan	As required	CRMF
<b>Financial and administration:</b> - To ensure sound financial management and administration through proficient budget management, adequate internal controls and compliance to corporate governance prescripts.	Prepare accurate and realistic annual costing in consultation with the management team that aligns with the management plan	PM	Costing document	As required	
	Participate in the independent audit of financial records.	PM	Audit reports	As required	
	Review the insurance schedule and submit	PM	TMNP Insurance schedule	As required	



<b>Human capital management:</b> To ensure sufficient and adequate staff capacity to achieve management objectives by adhering to legislation, corporate human capital management policies and guidelines	Determine HR capacity requirements and appoint staff	PM	Priority list	Year 1	
	Identify training requirements and train staff	PM	Training needs analysis, attendance, competency certificates,	Year 1	

<b>Infrastructure:</b> Maintain and upgrade MPA infrastructure through proper planning and efficient management	Maintain allocated infrastructure, as per the DFFE/RIM MOU)	PM	Document	As required	
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Objective	Actions	Responsibility	POE	Timeframe	Reference
<b>Safety and security:</b> To provide a safe and secure environment for employees and ensure the protection and integrity of natural, cultural and physical assets and resources by implementing a Safety and Security Plan	Prepare Compliance and enforcement plan (Operation PHAKISA high level)	PM	Document	Year 1	
	Include RI issues and actions into the Park Safety and Security Plan for the TMNP	PM	Plan	Year 2	



## 10.6 Evaluation and learning

### 10.6.1 Introduction

Section 5 has dealt with the jointly agreed desired state, and section 10 with all the specific programmes, which are necessary to achieve this. However, the desired state cannot be effectively maintained without explicit attention to prioritisation, integration, operationalisation, and above all, reflection and adaptation according to the principles in the SANParks biodiversity custodianship framework (Rogers, 2003).

The need for reflection and adaptation (i.e. adaptive learning) comes from acknowledging that the world of conservation is complex and that the existing knowledge base is imperfect. Complexity implies that feedbacks between components of the conservation system are likely to change in unpredictable ways and the only way to stay abreast of such changes is through ongoing learning and adaptation. Lack of effective feedback and reflection is the predominant underlying cause of failure of strategic adaptive management, and hence failure to realise the desired outcomes of the park. Evaluation should furthermore test the appropriateness of an intervention and monitor the predictive capacity, societal acceptability and accomplishment of broad goals (Kingsford & Biggs, 2012; Figure 18).

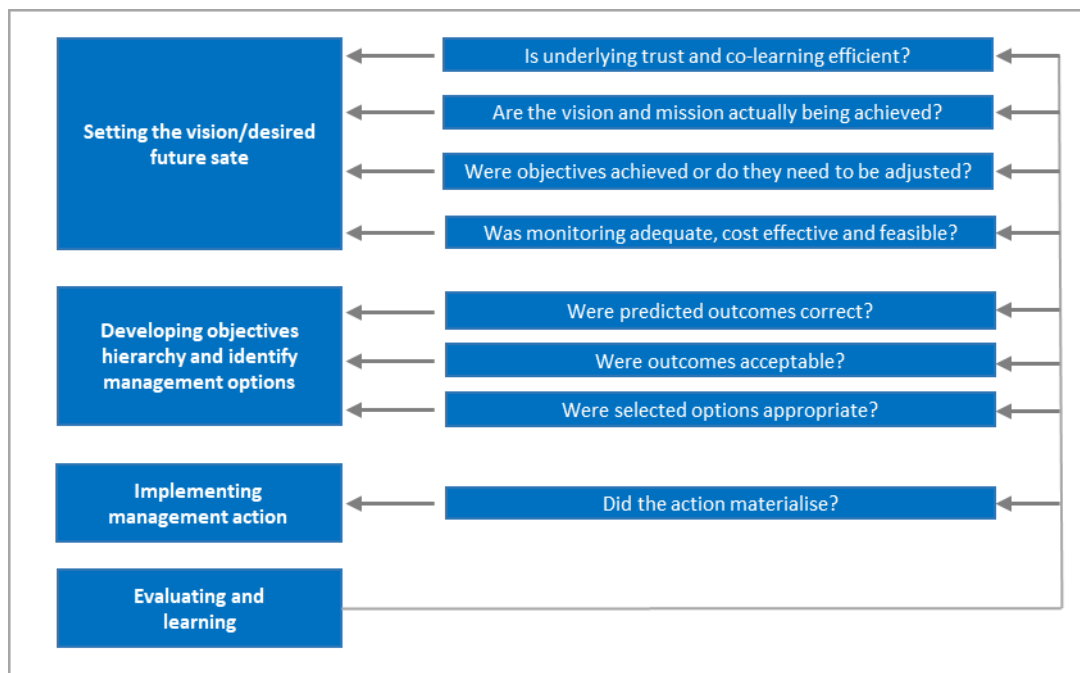


Figure 18. Feedback questions essential for adaptive learning (from Kingsford and Biggs, 2012).

### 10.6.2 Operationalisation

Given the desired state, and the programmes outlined in Section 10, specific action and annual operational plans need to inform the Key Performance Areas of staff members (applicable personnel working in the Parks, Conservation Services, Socio-economic Transformation and Tourism Divisions) to ensure that the outcomes are achieved. In addition, explicit reflection and co-learning opportunities need to be maintained and honoured to facilitate an adaptable, learning approach that can cope with unexpected events or surprises. An example is those opportunities provided by the science-management forum engagements at MPA or regional level.

A critical component of strategic adaptive management is to monitor and evaluate the consequences of management decisions, actions, and other associated external programmes. This involves assessment of the outcome of management interventions, but also frequent evaluation of early warning signals (referred to by SANParks as TPCs of whether the intervention is on an appropriate trajectory for achieving the particular objective. Ongoing evaluation of emerging results against objectives is essential to allow strategy and methodology to be adjusted as new understanding and knowledge emerge. Continuous evaluation and learning are facilitated by making time for reflecting on the following questions (Roux & Foxcroft, 2011):



- Has the intended plan of operation materialised?
- Were the selected options appropriate?
- Were the predicted consequences correct and, if not, why?
- Is the monitoring adequate, cost effective and feasible?
- Were the consequences actually acceptable?
- Even if the predicted consequences were correct and are acceptable, are the objectives and vision being met?

Science-Management Forum discussions are aimed at ensuring that feedbacks take place, best available knowledge and understanding are incorporated into decision-making and TPCs are flagged and considered timely. In addition, annual reflection workshops involving managers and scientists will evaluate what has been learnt in each programme, and what should be adjusted.

If this process is effectively honoured, it is believed that the management will be practicing strategic adaptive management, and in accordance with our overarching values around complex systems, will have the best chance of achieving the desired state in a sustainable way.

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## Section 11 - Costing

### 11.1 Introduction

In line with the legal requirements, the management programmes to achieve the desired state for the MPA, have been costed below.

Management of the Robben Island MPA will adhere to the guiding principles listed below:

- Responsibly manage the allocation of budget, revenue raising activities and expenditure;
- Ensure that solid financial management supports the achievement of the objectives in this plan;
- Comply with the Public Finance Management Act as well as SANParks' financial policy and procedures.

A funding estimate of the activities in this management plan was derived, using the zero-based budgeting approach. When estimating the costing the following items were considered:

- Those costs and associated resources which could be allocated to specific activities, and which were of a recurring nature;
- Those costs and associated resources which could be allocated to specific activities, but which were of a once-off nature;
- Unallocated fixed costs (water, electricity, phones, bank fees, etc.);
- Maintenance of infrastructure;
- Provision for replacement of minor assets, (furniture, electronic equipment, vehicles, etc.).

### 11.2 Income

Twenty new MPAs were declared in May 2019, three of which Robben Island (and including Addo and Namaqua) were assigned to SANParks as the Management Authority which came into effect on 1 August 2019. Prior to the declaration SANParks submitted a three-year budget request to DFFE which expressed the financial requirements to manage these new MPAs. The anticipated financial implications for the additional management, research and monitoring support required for the RI MPAs was estimated at R4,200,000 (2020). Unfortunately the Department has not been able to secure funding towards the management of the new SANParks (and other management authorities) MPAs, including RI MPA.

### 11.3 Expenditure

#### 11.3.1 Recurring costs

The anticipated annual directly allocated cost (including staff salaries, travel, supplies and tools) is estimated at R 4,600,000 for 2024 / 2025. These ongoing costs are split according to the programmes listed in Table 11.1 below.

Table 11.1. The estimated annual operational costs for the park for 2024 / 2025.

Programme	Amount in Rand	Percentage of total
<b>Co-governance and stakeholder collaboration</b>	460,000	10%
<b>Biodiversity and ecosystem services</b>	3,266,000	71%
<b>Tourism, recreation and heritage</b>	552,000	12%
<b>Effective MPA Management</b>	322,000	7%
<b>Total</b>	<b>4,600,000</b>	<b>100%</b>

### 11.3.2 Unallocated fixed costs

There are currently no unallocated fixed costs for the Robben Island MPA.

### 11.3.3 Maintenance

Renovation of an existing building on the island is estimated at R562,000 with minor annual maintenance on the building at R20,000 per annum.

### 11.3.4 Purchase of assets

As a newly established MPA, Robben Island MPA will have to acquire the following assets in order to be operationally functional and enable effective management. These are listed in table 11.2 below and amounts to R 8,487,000

Table 11.2. The total value various categories of assets and replacement thereof (based on the original purchase price).

Asset type	Asset value in Rand	Provision for replacement in Rand
Mechanical equipment	R 337,000	R 57,000
Vehicles, trailers and watercraft	R 7,950,000	R 1,894,000
White goods (appliances)	R 200,000	R 34,000
<b>Total</b>	<b>R 8,487,000</b>	<b>R 1,985,000</b>

## 11.4 Summary

It is estimated that the Robben Island MPA will require an annual operating budget of **R 4.60 million** for 2024 / 2025, increasing to **R 5.60 million** in 2028 / 2029. A summary is presented in Table 11.4.

Table 11.4. A summary of the annual and once-off costs that are required to fully implement the activities in the management plan over the next five years.

	2024 / 2025	2025 / 2026	2026 / 2027	2027 / 2028	2028 / 2029
<b>Annual operational cost</b>	R 4,600,000	R 4,830,000	R 5,071,500	R 5,325,075	R 5,591,328
<b>Total CAPEX</b>	R 8,487,000		Subject to budget allocation		
<b>Total</b>	R 13,087,000		Subject to budget allocation		
<b>SANParks expenditure budget</b>	R0.00		Subject to budget allocation		
<b>Shortfall</b>	R 13,087,000		Subject to budget allocation		

## 11.5 Implications

Should the park be unsuccessful in securing the shortfall amount of R 13,087,000 then the implementation of this management plan will be adversely affected.

## 11.6 Future funding options

There are various ways in which the shortfall could be covered, options include:

- To request funding from the DFFE;
- To approach donors; or
- To except the shortfall and rationalise the programmes.

Depending on the priority and urgency of the various requirements, management will take a decision regarding the most appropriate action to take.



## Section 12 - References

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## Appendix 1 – Declarations and Regulations

Marine Protected Area declared:

Government Notice No. 774 in Government Gazette 42478 of 23 May 2019 declared the Robben Island Marine Protected Area in terms of Section 22A of the National Environmental Management: National Protected Areas Act (Act No. 57 of 2003).

Regulations for the management of the Marine Protected Area:

Government Notice No. R. 794 in Government Gazette 42479 of 23 May 2019 scheduled the regulations for the management of the Robben Island Marine Protected Area in terms of Sections 48A (2) and 86(1)(a), (b), (c), and (d) the National Environmental Management: National Protected Areas Act (Act No. 57 of 2003).

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## Appendix 2 – Stakeholder participation

**THIS SECTION WILL BE COMPLETED AFTER THE STAKEHOLDER PARTICIPATION PROCESS HAS BEEN COMPLETED**

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## Appendix 3 – Maps

Map 1: Regional context

Map 2a: Ecosystems of Robben Island MPA

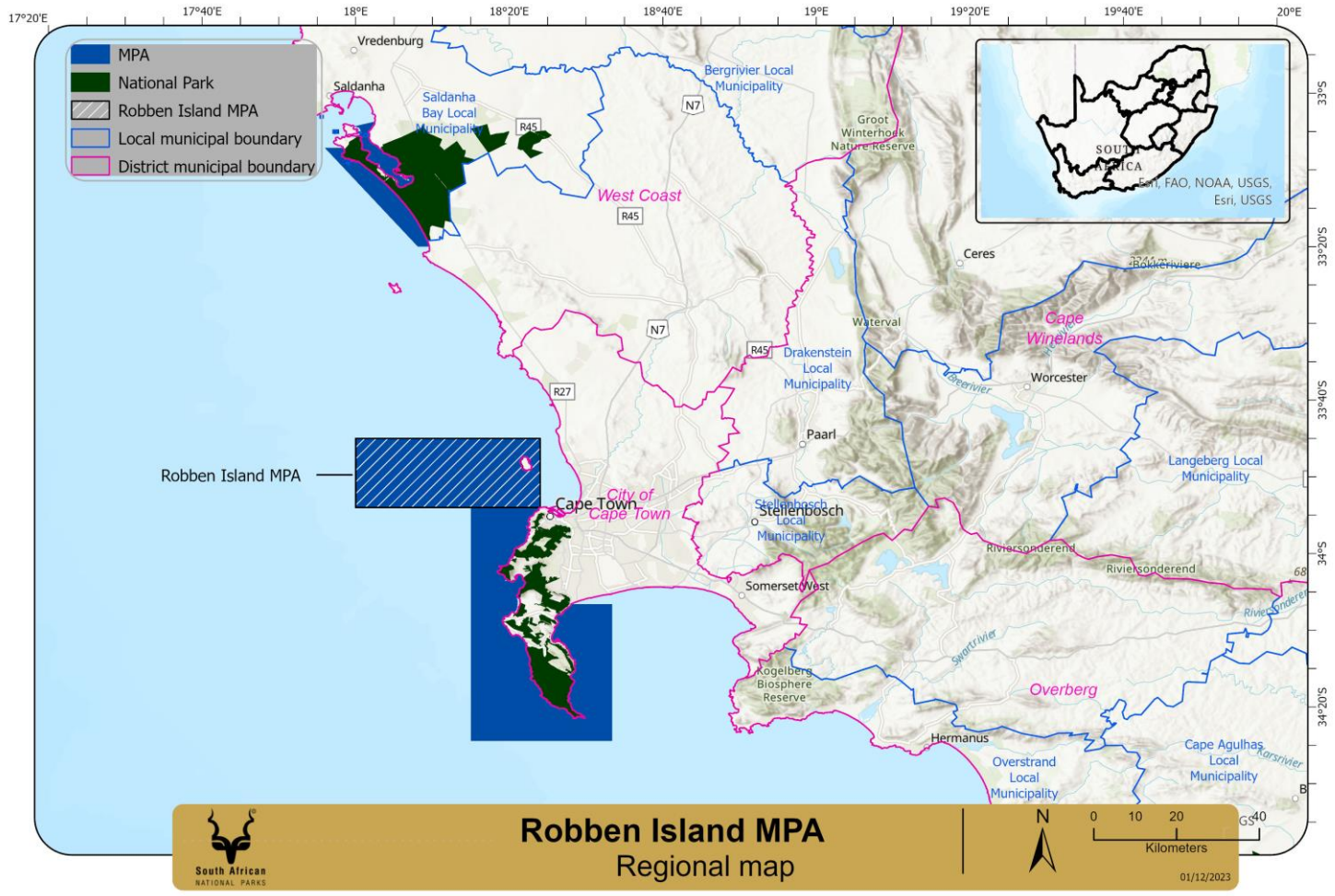
Map 2b: Ecosystems of Robben Island

Map 3: Robben Island MPA zonation

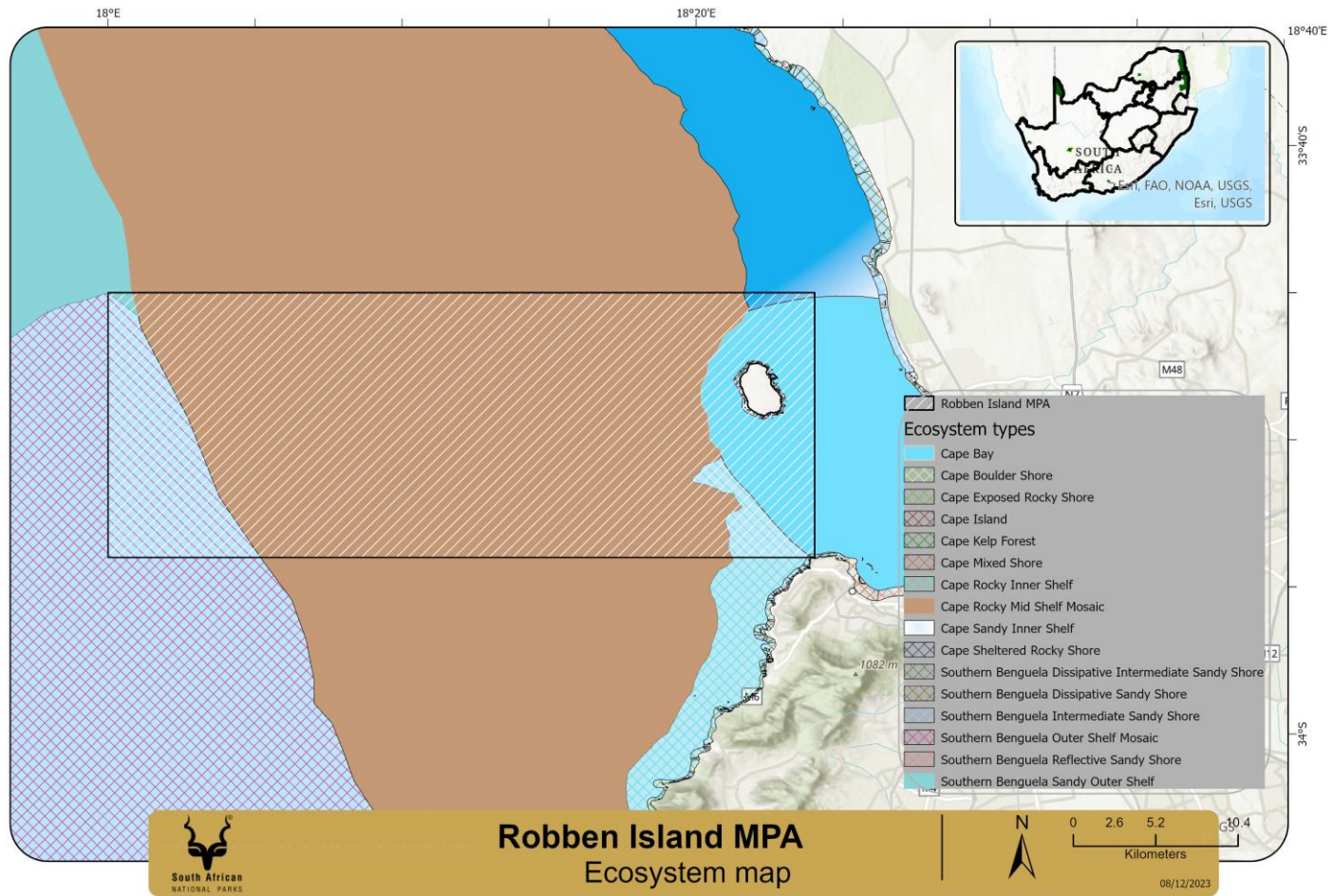
Map 4: Priority biodiversity areas

Map 5: Buffer zone

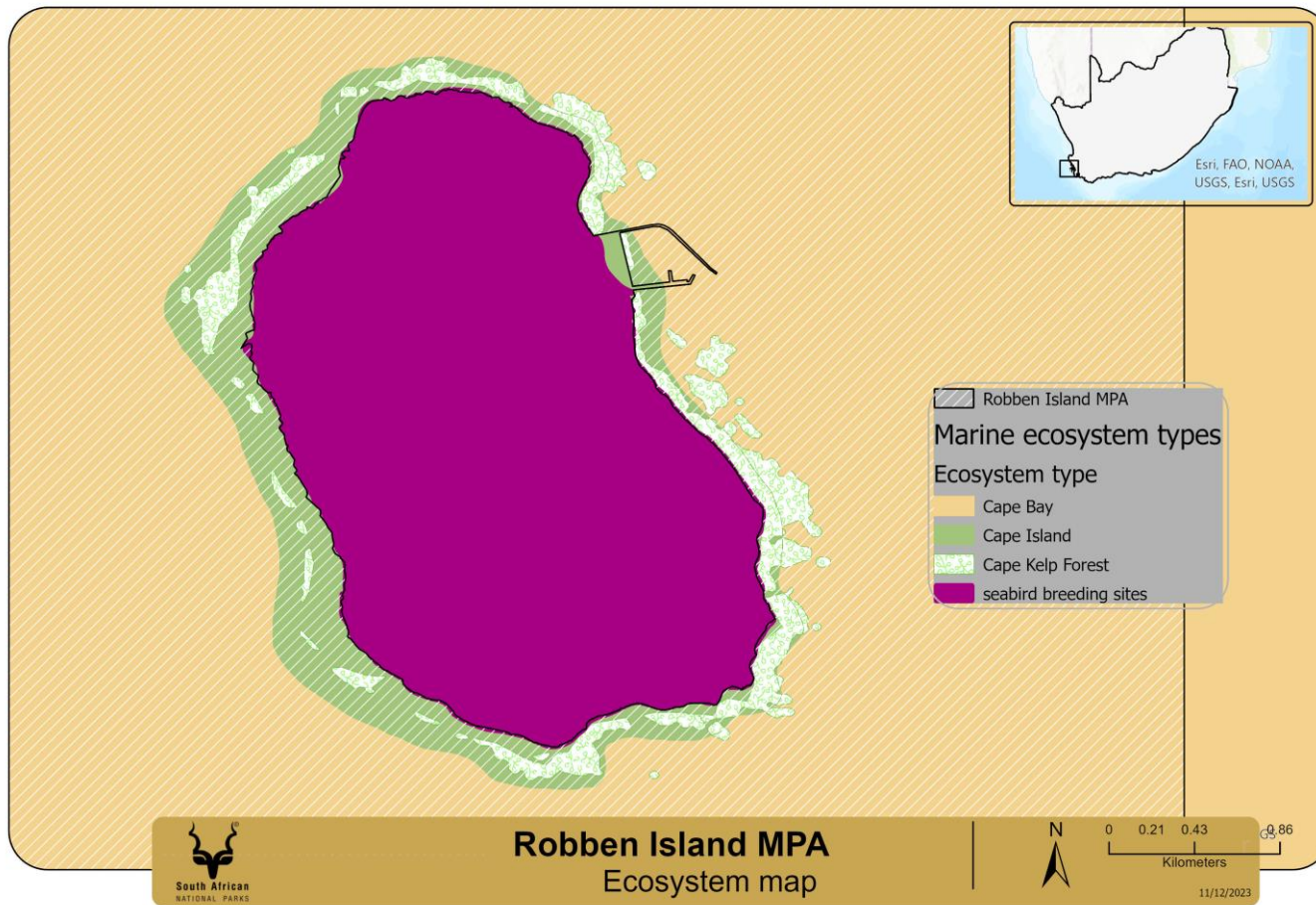
Map 6: Infrastructure



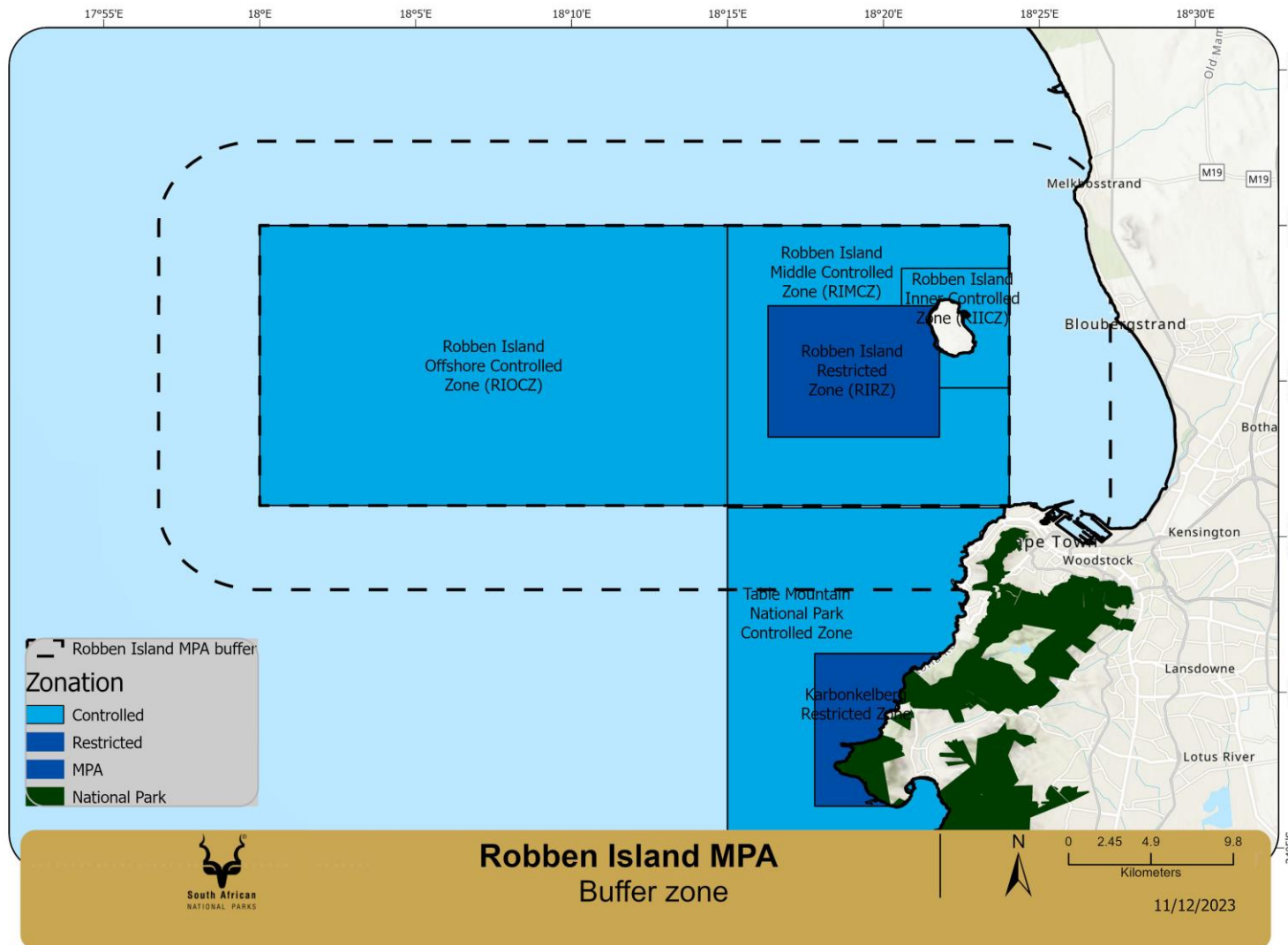
Map 1 - Regional context



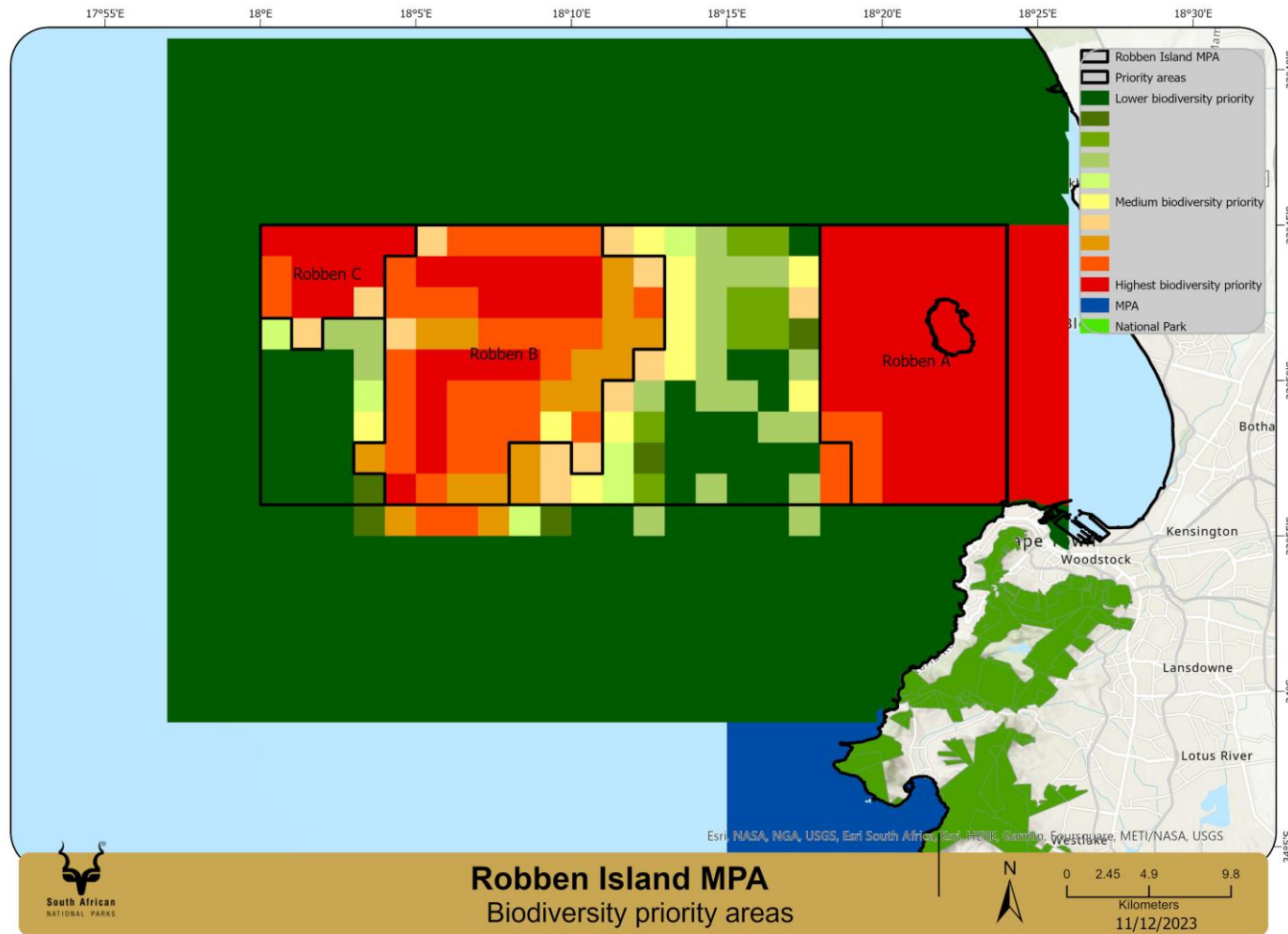
Map 2a - Ecosystems of Robben Island MPA



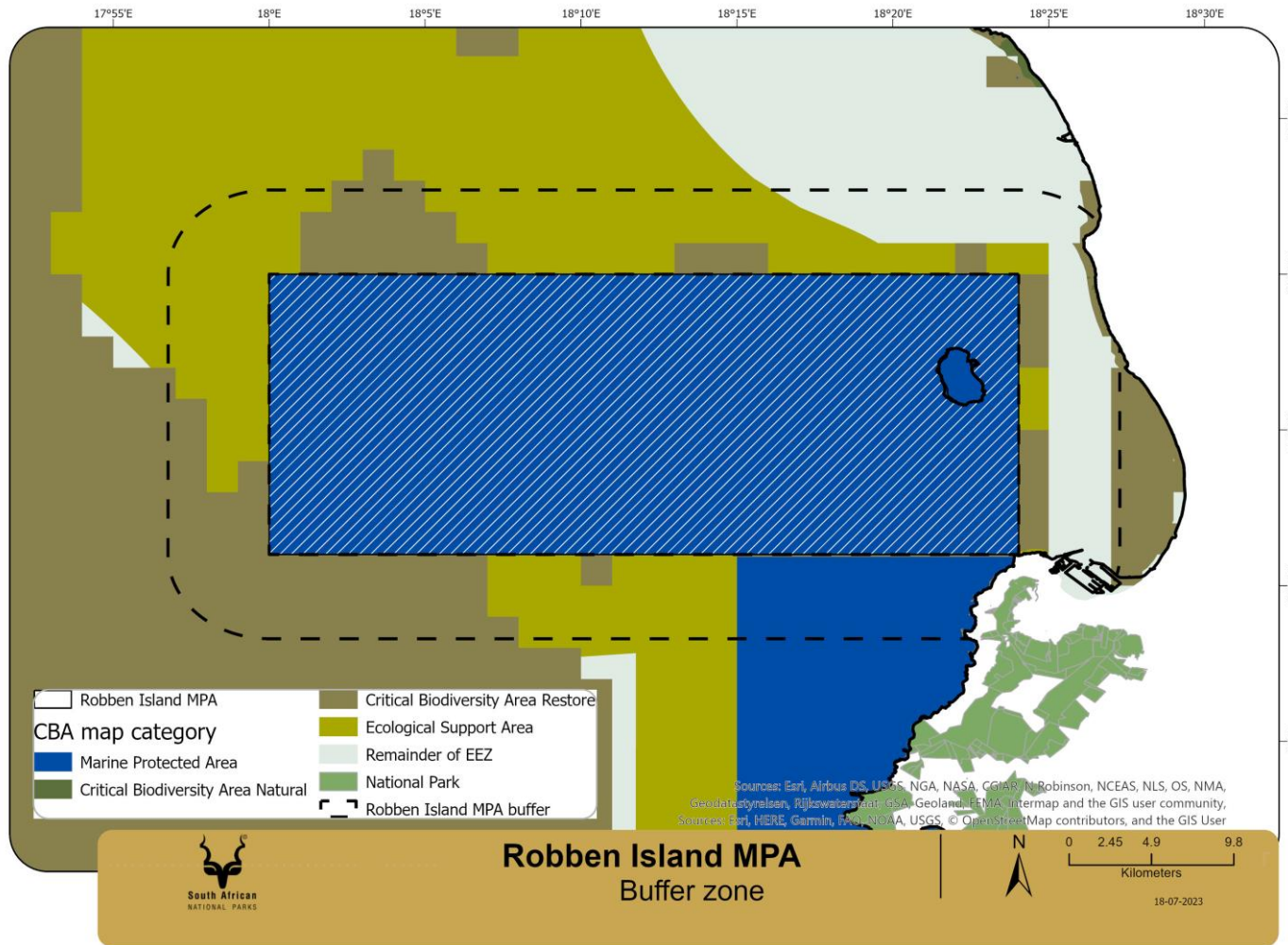
Map 2b - Ecosystems of Robben Island



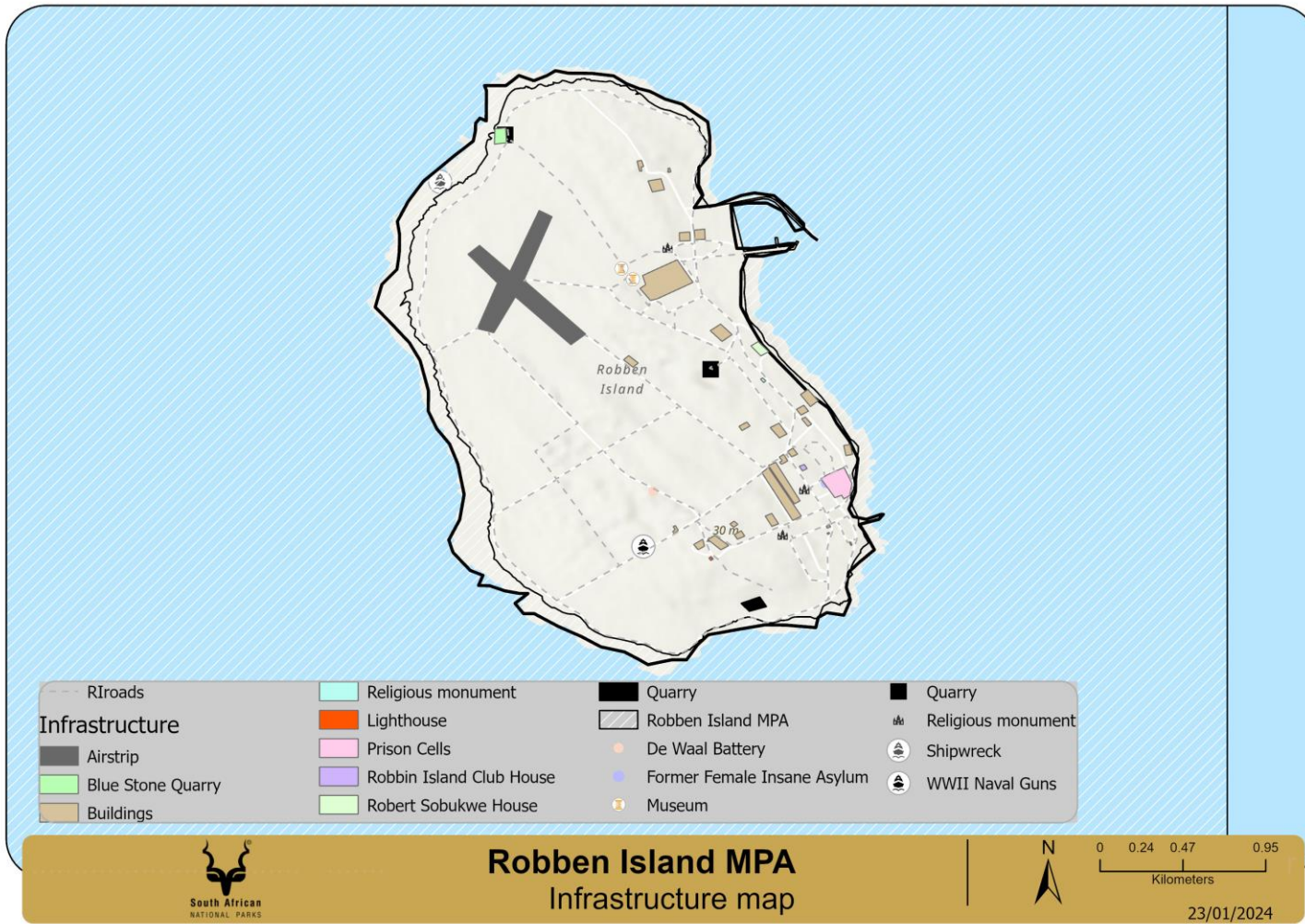
Map 3: Robben Island MPA zonation



Map 4: Priority biodiversity areas



Map 5: Buffer zone



Map 6: Infrastructure

