

THE DINOKENG BIG 5 GAME RESERVE: ENVISAGING A SOCIO-ECONOMIC DEVELOPMENT PARTNERSHIP

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ABSTRACT

The Gauteng Province has directed its socio-economic development focus towards pursuing a number of innovative projects that should transform its urban-rural infrastructure significantly. One such project is the envisaged Dinokeng Big 5 Game Reserve in the north-eastern part of the Province. An important founding principle of the project is that a unique mutually beneficial partnership agreement should be negotiated in which local communities (historically disadvantaged), land owners (smallholdings and farms), the business sector and the respective local, district and provincial authorities are involved to establish a conservation area and tourism destination of note. Feasibility studies have indicated that if such an entity should be established, it could enhance Gauteng's social development and economic growth trajectory exponentially. In this article, aspects relating to different forms of partnerships, and the intricacies associated with planning such partnerships in such a project are explored. Although no final agreements have been reached yet, the value of documenting this case rests in its contribution to a Public Affairs body of knowledge (PABOK), which may inform similar current and future development projects. The research is of a longitudinal nature and progress that is made with finalising this project is constantly being monitored and documented.

INTRODUCTION

This paper investigates the issue of development partnerships and describes a unique Gauteng quasi-rural socio-economic development partnership project. The Dinokeng Big 5 Game Reserve is an ambitious project, which envisages bringing together a number of key stakeholders including local communities, private landowners,

municipalities, business entities and the Gauteng Provincial Administration to form a conservation area in close proximity to Tshwane and Johannesburg. Although this project has for a number of years been under incubation, the modalities associated with its realisation are only now being negotiated. The final and formal agreements are currently under discussion and therefore actual contracting and transacting have not commenced.

The researcher's objective with researching and documenting this project is to contribute to a Public Affairs Body of Knowledge (PABOK) which may inform similar current and future development projects on managing development partnerships. Since limited information on projects of such a nature exists, project information, processes and models employed in other partnership arrangements were drawn from to provide generic theoretical and normative guidelines. This article is specifically set on relaying the partnership processes involved in planning for such a project.

BACKGROUND

Annually thousands of tourists visit Gauteng for business purposes or as a transit point to further their journey in search of South Africa's famous wildlife areas in the Mpumalanga or Limpopo provinces. Many visitors do not have the opportunity to experience the Big 5 in their natural setting because of proximity factors if they are confined to the bounds of Gauteng. Gauteng is South Africa's most urban province and forms its economic hub. An all-Africa tourism destination such as the Dinokeng Big 5 Game Reserve with the theme *the linkage of culture and nature* would offer an opportunity to promote Gauteng as a comprehensive tourism option, which may provide sustainable development opportunities for some of the Province's incumbents, and even beyond. It is within this context that a strategic decision was taken by the Gauteng Provincial Government to develop the local natural and cultural heritage product offering.

The Dinokeng Big 5 Game Reserve project forms part of a portfolio of ten mega-projects that are run by Blue IQ on behalf of the Gauteng Provincial Government. This initiative proposes to create a premier tourism destination situated in the north-eastern quadrant of Gauteng, and small sections of the adjacent provinces of Mpumalanga and Limpopo. The objective is to promote socio-economic development of communities in this area, especially for historically disadvantaged communities (HDCs) in the Cullinan, Hammanskraal and Bela-Bela areas. The cross-boundary aspects associated with this undertaking emphasises the intergovernmental relations imperative to be considered as part of this project. Gauteng's departments of Finance and Economic Affairs, as well as Agriculture, Conservation, Environmental Affairs and Land Affairs (DACEL) are the principal government agencies involved in this public private partnership-initiative. The local communities of the Metsweding District Municipality and the Nokeng tsa Taemane and Kungwini municipalities form the integrative spatial partnership hub of the project (Fuls, 2005).

It is envisaged that the Gauteng Province's economic growth trajectory may be improved through an estimated R100 billion in foreign direct investment by the Blue IQ projects within the next decade (Combined Land Owners Associations Integrated

Business Plan: Preamble and Executive Summary: February 2005). However, to achieve such growth projects such as the Dinokeng Big 5 Game Reserve should be launched successfully. Much of the finalisation of the project modalities depends on the partnership agreements that are reached between the stakeholders.

Partnerships

Government policy documents mention different types of partnerships and the public private partnerships-approach has historically been considered as a useful and appropriate vehicle to improve development and service delivery in developed and underdeveloped countries alike. In addition, different permutations or options of partnership arrangements exist. When decisions are taken towards which type of entity or combination of entities should be involved in development and/or service delivery, the objectives and current resource capacity (widely defined) realities should be considered. Such considerations would inform the following four possible arrangements:

- public ownership and public operation
- public ownership and private operation
- private ownership and private operation
- community and user provision

These four arrangements represent different allocations of ownership, financing, operational and maintenance responsibilities, and risk distribution between government and private sector.

Public private partnerships could be defined simply as a contractual arrangement whereby a private party performs part of a department's (public entity's) service delivery or administrative functions and assumes the associated risks. In addition it is understood that the private party in return receives a fee according to pre-determined performance criteria, which may be from service tariffs or user charges, entirely from a departmental or other budget, or a of from the above (National Treasury, Public Private Partnerships, 2001:5). The essential aspects of a public private partnership arrangement are:

- a focus on the services to be performed
- a shift in the risks and responsibilities to a private entity for the activities associated with the provision of services (national treasury, public private partnerships, 2001:5).

Public ownership and public operation describe infrastructure that is owned and operated by a public entity and controlled by the national, provincial or local government. Under the public ownership and public operation arrangement specific types would include commercialisation and corporatisation. The former involves the public entity financial and managerial autonomy (run according to business principles), whereas the latter structures the public entity as an autonomous legal entity subject to company law, with formal separation of ownership and management responsibilities (e.g. with a board of directors).

Public ownership and private operation may be achieved through concessions and leases, which may allow the government entity (e.g. municipality) to delegate the

operation of infrastructure facilities and the responsibility for new investment as well as commercial risk to the private sector. In the case of private ownership and operation, the private sector achieves a high revenue factor from for instance user charges; especially where commercial risk and the risks associated with political interference is low.

Under the user provision option, normally in the case of municipalities, self-help arrangements are put in place and communities themselves are involved in providing basic services and development endeavours with the government creating an enabling environment as facilitator.

The above possible arrangements are by no means exclusive and may form the basis for innovative combinations in this respect. Cranko and Kahn (1999: 25) mention in addition, that service contracts, leases, management contracts, and concessions (build, operate and transfer) arrangements are possible contractual arrangements under the public private partnership context.

Service contracts could be defined as assigning the private sector to carry out specific operations and maintenance activities for a specific period of time. In this regard, the public provider sets particular performance criteria and standards for the activity. Bidders are evaluated and appointed and the contractors are contractually managed. Specific payment arrangements are made and penalties and liabilities are set contractually.

Management contracts are distinguished from service contracts by the amount of responsibility that the private entity enjoys. Under a management contract, a private entity manages the operations of the government-owned enterprise without committing its own investment capital or accepting full commercial risk for matters such as tariff collection etc.

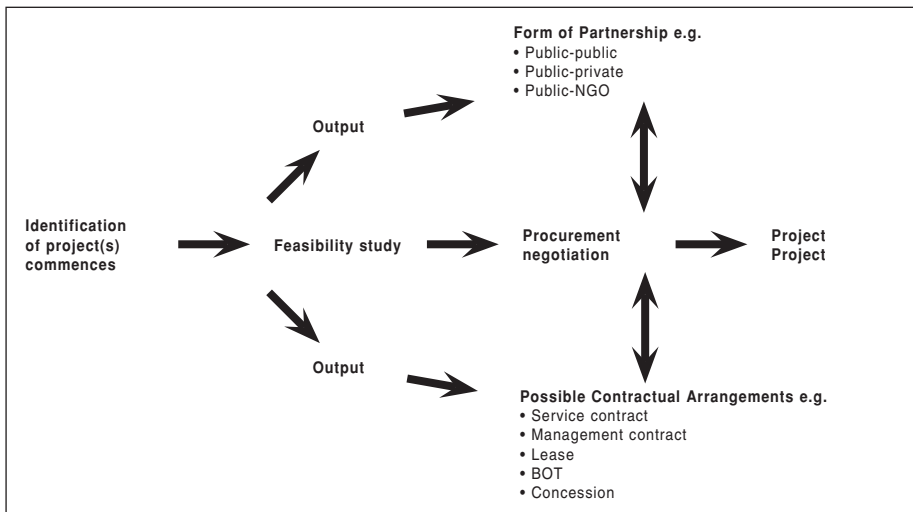
Lease agreements imply that a private sector entity operates and maintains a government-owned enterprise at its own commercial risk, with income derived directly from tariffs. The private entity is under no obligation to invest in the infrastructure. Essentially, the lessee is normally only under contractual obligation to attend to maintenance aspects.

Concessions are arrangements where a private sector entity manages the infrastructure facility, operates it with commercial risk and accepts commercial risk and accepts investment obligations, whether to build a new facility or to expand or to rehabilitate an existing facility. A typical contract may involve a fixed term during which the enterprise is established, operated and eventually transferred back to the government (Build, Operate and Transfer-arrangement – BOT) (Department of Constitutional Development. Guidelines for Private Sector Participation in Municipal Service Delivery: 4).

Entering into a particular partnership forms part of a greater process where a possible project(s) is identified, feasibility studies are conducted, the forms of possible partnerships are considered, and detail contractual arrangements are negotiated. By way of an example, Figure 1 serves to explain a generic process associated with the establishment of a municipal service partnership.

However, empirical evidence seems to indicate that literature on public private partnerships fail to describe the extent of different permutations and arrangements in this regard. It may be appropriate to mention that the emphasis should be placed on the partnership facet of the public private partnership arrangement. If the concept partnership

Figure 1: The Steps in the Municipal Service Partnership-process



Source: (Adapted from Cranko & Kahn, 1999: 25)

is analysed, it could be described as a power that is distributed between the public and some authority (Davids, Theron & Maphunye, 2005: 118) (sphere of authority e.g. local, provincial or national). This process occurs through negotiations that result in a mutually agreeable settlement. According to Burke (2000: 241) partnership brings parties (for instance the client and a contractor) together to share risks and benefits associated with projects. The essence of the preceding discussion and analysis is that stakeholders reach agreements on particular responsibilities whilst risk distribution aspects associated with projects are clarified.

Lessons learned from recent development projects, such as the heralded Cato Manor case in KwaZulu Natal, seems to indicate that partnerships are essentially dependant on the following prepositions:

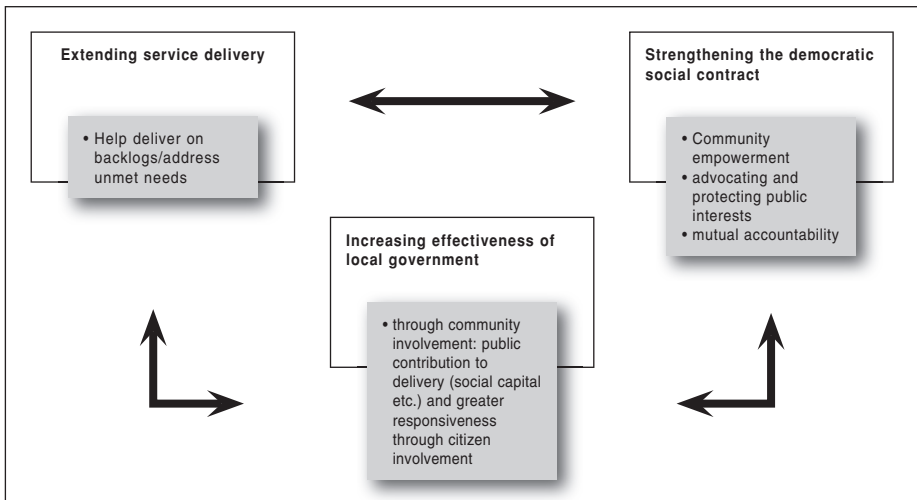
- No simple partnership recipes exist. Each project and location has its own particular set of circumstances and imperatives, which may influence the essence of the partnership.
- Inclusiveness of all stakeholders is an important point of departure. For the purposes of legitimacy and transparency, inclusiveness in terms of stakeholder participation should be maintained.
- Partnerships are founded and bound by a common vision. A strong vision may form the cement that binds stakeholders under difficult circumstances.
- Human factors (personalities, skills and background) as well as appropriate organisational structures are important success factors for partnerships.
- Land control issues and significant planning practice influence partnership success. Land is an emotive issue and needs to be treated with circumspect. It therefore follows that planning practice (including spatial planning) should be effective and proper.

- Not all partners are equal. The partners, who from a risk point of view sacrifice or benefit more, tend to claim greater partnership status. Such aspects need to be resolved among the partners to prevent any negative impact that conflict may have on a project.

It is interesting to note that, when the characteristics of a municipal community partnership as presented by Cranko & Kahn (1999: 30) (figure 2) is interpreted, the emphasis is throughout placed on empowerment, protecting of community interests, mutual accountability and responsiveness to community needs. Cranko & Kahn's cited characteristics resonate with the (former) Department of Constitutional Development's study on so-called winning communities in 1998. Holtzhausen quotes this study in Fox & Van Rooyen eds. (2004: 123) and suggests that winning communities' *best practices* include:

- Building Bridges – where communities extend their interests by connecting themselves with other entities that may assist them in the process of meeting their particular objectives.
- Partnerships – where communities, after having built bridges (see previous *best practice* on building bridges) partner with other entities to achieve particular development or service delivery objectives.
- Business plans – to assist communities to articulate their needs to stakeholders vividly. Such plans serve to outline actions to be taken as regards for instance proposed projects immediately and detail issues that require medium and long-term attention. Business plans include for instance specific objectives, methods by which objectives should be met (strategies) and costs aspects associated with the particular project. In addition, by way of the Dinokeng example, specific aspects to be covered by business plans could include the business philosophy, policy and legal aspects to be considered

Figure 2: Characteristics of Municipal-Community Partnerships



Source: (Adapted from Cranko & Kahn, 1999: 30)

(governance), infrastructure aspects, socio-economic development imperatives and marketing strategies (Combined Land Owners Associations Integrated Business Plan: Preamble and Executive Summary: February 2005).

- Record of work – where all activities that are undertaken are done according to a set framework (constitution), resolutions are duly minuted and reports are regularly provided to stakeholders.
- Expertise – the necessary expertise needed to ensure project success should be identified and sourced, in the event where communities do not have such skills readily available.
- Training – capacity improvement should be recognised as an important factor to ensuring sustainable socio-economic development.
- Financial control – proper financial administrative and managerial practices should be maintained to ensure transparency and legitimacy. Statements should be regularly updated and procedures should be uncomplicated.
- Leadership – socio-economic development projects should benefit from having good leaders to provide the necessary impetus and to serve community needs. Such “project champions” may improve the success prognosis of complex projects.
- Overcoming inactivity – high unemployment and associated socio-economic symptoms tend to depress community spirit. Such feelings of hopelessness could be overcome through proper leadership and encouragement to become actively involved in organised community activities or development projects.

Since different partnership options exist within the context of development and service delivery, it should be noted that risk management aspects associated with such endeavours might be significant. Government policy, which guides decision-making and facilitate the *enabling environment*, should be coherent and clear. Different government departments and different spheres of government do differ in terms of its support and indulgence of partnership agreements. The differing approaches reflect a broader debate in the development and service delivery environment as to the true role of government(s) and methodologies associated with partnership agreements. South Africa recognises that a number of approaches are required to address the differing needs and circumstances that may demand a special form of partnership. In this regard, the Dinokeng-project is unique and it brings together a range of extra-ordinary considerations. However, a sound regulatory framework, which promotes as well as protects public interests, is what an enabling environment entails. Particularly, such an enabling environment should promote key public policy objectives (e.g. alleviating poverty, job creation and capacity skills building) (National Treasury, Public Private Partnerships, 2001:7).

The legislative part of the enabling environment should deal with the following aspects:

- It should cement the legal capacities of different spheres of government (whichever are relevant particular to the project) to create binding arrangements from the side of government.

- Current procurement arrangements tend to be focussed on conventional partnership arrangements and as soon as extraordinary demands are made through unconventional projects, it may be that no policy or legal direction is available.
- Contractual templates for extraordinary projects are mostly not readily available, which may hamper project planning and retard agreement processes. Therefore, skilled advisors should be used to assist in this regard.
- Current legislation does not provide detailed or clear guidelines for the mandatory consultative processes with stakeholders on various matters. An example in this regard is labour matters.

Environmental justice aspects are often manipulated and not attributed the necessary cognisance. Legislation does exist, but the concern is that in some cases not enough is done to ensure the environmental soundness of projects or compliance to environmental conservation requirements (National Treasury, Public Private Partnerships, 2001:6).

Whilst legislation such as the *Public Finance Management Act*, 1999 and the *Local Government: Municipal Finance Management Act*, 2003 exist to guide the financial administrative and management aspects relating to government service delivery, the following problems may still exist:

- Unaffordable partnerships – the lack of detailed guidelines as far as balancing the priorities between public and private sectors to maintain control over government's financial commitments. It may be difficult to ensure that partnerships do offer value for money, present an appropriate allocation of risks between the contracting parties, and are affordable in terms of current and projected budget provisions.
- Unmandated guarantees – many projects that may entail the collection of tariffs from the public are accompanied with requests from the private sector stakeholders for guarantees or performance undertakings.

Another dimension of the enabling environment is one of institutional capacity and inter-governmental relations. Line function departments should refrain from conducting partnership processes, which do not integrate the interests of all stakeholders, both internal and external to the public organisation. Public sector departments should not operate in a vacuum. This may result in a fragmented approach to partnership interests and render such endeavours unsuccessful. It is important to maintain open communication with support institutions such as Treasury, or the Municipal Infrastructure Investment Unit (National Treasury, Public Private Partnerships, 2001:9).

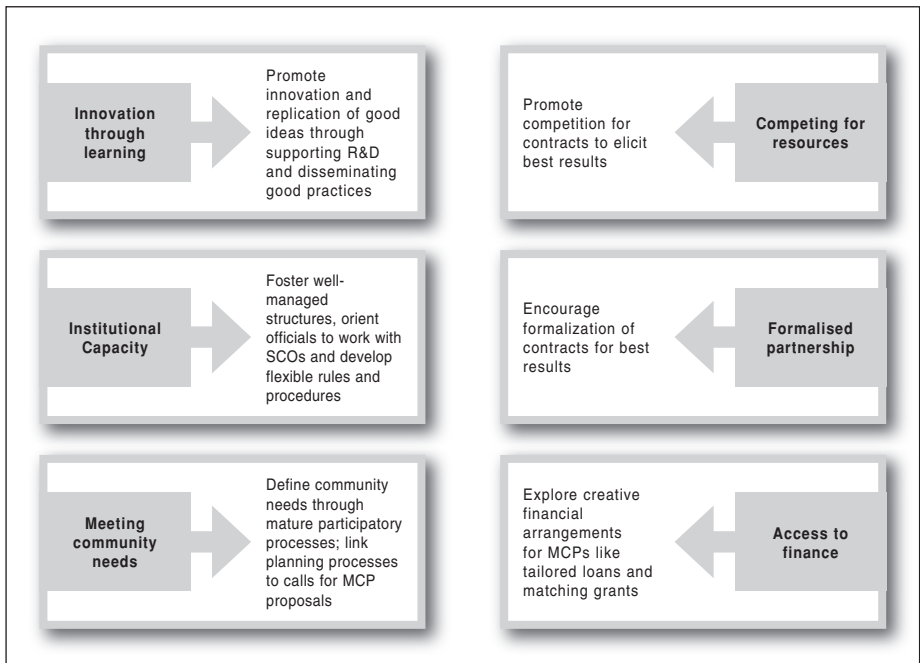
If a public sector institution is charged with the obligation to oversee partnership arrangements, it needs specific types of management and administrative capacity to fulfil this function. Such capacity may refer to financial, technical or managerial areas, which may not form part of the conventional operational functionals of a public sector institution. Complex partnerships require improved skills from officials. Two ways of dealing with this challenge is to concomitantly pursue skills development (capacity creation/improving) activities as well as reducing unnecessary complexity as far as partnership agreements are concerned (National Treasury, Public Private Partnerships, 2001:9).

To inform on this matter, figure 3 presents a concise elucidation and explanation of the basic characteristics of what an enabling environment should entail. Essentially, six requirements exist:

- Innovation should occur through learning.
- Institutional capacity should be in place to ensure that proper support is presented to facilitate partnership success.
- It is imperative to ensure that community needs are met through such partnerships.
- Fair competition should occur to access contracts and opportunities.
- Contracting arrangements that govern partnerships should be formal, lucid and befitting the nature of the endeavour
- Access to finance forms and important component in partnerships since restrained access to reasonable credit facilities is prohibitive to HDI (C)s or SMMEs to bid for contracts or to perform optimally.

The preceding description of partnership issues is an attempt to contextually place socio-economic and service delivery projects within a particular mould. However, since such projects tend to be unique in many ways, they are often difficult to categorise exclusively. In the case of the Dinokeng big 5 Game Reserve, it could be stated that it generally conforms to the criteria of a public private partnership. It is possible to clarify

Figure 3: Characteristics of an Enabling Environment



Source: (Adapted from Cranko & Kahn, 1999: 31)

the risk distribution and accountability aspects associated with partnership agreements. The project planning protocols associated with stakeholder negotiations conform to the normative requirements cited in this section. The enabling environment characteristics are generally prevalent. However, the specific form of public private partnership that the Dinokeng-project conforms to, is unclear. It reflects elements of public ownership and private operation as well as elements of community and user provision. The final form (or mix of forms) of partnership and subsequent contractual arrangements should still be clarified. In the mean time, some essentials associated with the Dinokeng-project's stakeholders' interests are contained in a draft business plan. The business plan could serve as an important guide document for other similar projects under consideration to emulate.

THE DINOKENG BIG 5 GAME RESERVE-BUSINESS PLAN

The Dinokeng Big 5 Game Reserve is the result of extensive negotiations and could be regarded as the culmination of various stakeholder interests. The Gauteng Provincial Government has extended an in-principle commitment to fund the process of establishing the Reserve inasmuch as the planning processes, as well as some of the basic infrastructure-related aspects are concerned. This funding would include the initial boundary fence, some roads infrastructure development and wildlife (game) procurement. Such commitment is dependant upon negotiated settlements concerning the socio-economic benefits that such a venture should yield to the HDIs and HDCs and BBBEE.

The modalities associated with socio-economic development projects involve important negotiations when partnership issues are considered. In the case of the Dinokeng Big 5 Game Reserve the stakeholders have conducted extensive negotiations on issues pertaining to employment, equity ownership, suppliers, operators and the projected socio-economic impact of the proposed project. It should be noted that within the development theatre, guaranteed outputs and outcomes are not possible. In this case although most essential aspects have been deliberated, a final resolution is pending (Combined Land Owners Associations Integrated Business Plan: Preamble and Executive Summary, February 2005: 12). However, after due feasibility studies and projections had been completed in conjunction with consultants, the following have so far been negotiated with the relevant stakeholders (as recorded in the Dinokeng Big 5 Game Reserve Business Plan):

Employment

Employees for any positions in the reserve should be sourced from the following areas:

- local residents currently employed within in the area of the Reserve who working in areas other than tourism and game reserve operations;
- local residents living within the area of the Reserve who are unemployed; and
- local residents from the communities surrounding the Reserve.

Employment preference will be given to HDIs and local residents for tourism and reserve operations. To this end employers will specifically be required, notwithstanding requirements in legislation, to report at pre-determined intervals on the number of employees:

- by level (low-skilled, semi-skilled, supervisory and management);
- by HDI status; and
- local residential status.

The negotiated employment stipulations will be monitored and accredited on an individual operations- and Reserve-wide level. There should be compliance with the Broad Based Black Economic Empowerment Act and targets set periodically by the tourism sector. All employers should ensure that transparent and fair employee recruitment; training and development processes are adhered to. Fair wages will be paid to all employees for appropriate levels of work, regardless of sex, gender, race, religion or disability.

All employers should ensure that employment contracts and conditions of employment for their employees meet all legal and regulatory requirements. This will include adherence to agreed minimum wages determined through recognised bargaining council and/or domestic employment regime. Generally wage levels should be higher than the average wages in the area around the Reserve. All employers should be familiar with the appropriate regulatory framework that may apply.

All employers should ensure that their employees are suitably trained and qualified for their positions, and undertake to utilise the structures and systems of the Tourism Hospitality and Sport Education and Training Authority (THETA). Specifically, employees will be encouraged and incentivised to gain appropriate National Qualifications relevant to their jobs, whether through training or recognition of prior learning. The target is that by 2012, 80% of employees should have a recognised qualification relevant for their jobs.

All employers within the reserve should set-up a method of communication with their workforce, either informal or formal and ensure that the workforce has a mechanism through which it can communicate debate and deal with issues it may have with the management and owners of operations. Such a forum should include and recognise nominated representatives of the workforce, which should be chosen by the workforce. All employers should provide appropriate staff accommodation for late, shift and managerial workers on-site as required, and for those workers living off-site, housing assistance should be considered. Reasonable return transport arrangements should also be made from the place of residence to work.

Equity ownership

All landowners and the LOAs should endeavour to ensure that an effective portion of equity ownership of tourism enterprises in the reserve is held by HDIs. It is anticipated that the LOAs should create a public limited company, which will own the game stocked in the reserve. This entity, as a greenfields operation, is expected to have a significant portion of HDI equity ownership from its inception.

The LOA and landowners should ensure that all agreements with communities, individuals or companies for BBBEE equity are fair and that the BBBEE participants understand

their commitments and risks. Organisations owning and operating within the DGR will specifically be required, notwithstanding requirements in legislation, to report at pre-determined intervals, on the levels of HDI equity ownership in their organisations. Trends will be monitored and accredited on an individual operations and reserve-wide level. There should be compliance with the Broad Based Black Economic Empowerment Act and targets set periodically by the tourism sector.

Suppliers

All tourism or reserve operators should endeavour to procure a portion of their inputs from BBBEE owned suppliers and local SMMEs. All capital investors in infrastructure for the Reserve will endeavour to procure a portion of their inputs from BBBEE owned suppliers and local SMMEs, and/or suppliers utilising a high component of local labour. All operators of retail facilities within the Reserve should stock a reasonable proportion of locally produced goods. Retail operators together with the LOA should facilitate the design and production of local art and crafts by the local communities.

Fair prices should be paid for all goods and services bought from local SMME and BEE suppliers. Fair mark-ups should be applied to goods sold on retail operations in the Reserve and the mark-ups will be transparent for local SMMEs. Organisations owning and operating within the DGR should specifically be required, notwithstanding requirements in legislation, to report at pre-determined intervals on the levels BEE inputs and retail goods stocked. Trends will be monitored and accredited on an individual operations and reserve-wide level. There should be compliance with the Broad Based Black Economic Empowerment Act and targets set periodically by the tourism sector in respect of suppliers, capital investment and retail goods.

Tourism operators

All tourism operators agree to abide by the local, provincial and national regulatory framework that may apply to the operation of their businesses. This includes all licences and public liability insurances required. In addition all operators agree to abide by the prevailing South African Tourism Services Association (SATSA) requirements in respect of insurances and licences required.

All tourism operators agree to follow the Responsible Tourism Handbook as issued by the Department of Environmental Affairs and Tourism in 2003. All operators should comply with all fiscal requirements and levies payable to local, provincial or national government. All tourism operators should become members of the appropriate local (Dinokeng) tourism association, and will also become Tourism Marketing South Africa, (TOMSA) members and collect the TOMSA levy. All tourism operators should be graded by the National Tourism Grading Council. In all activities and operations, the tourism operators commit to respecting the local community, whilst encouraging guests to respect the culture and traditions of the community, and to interact appropriately with the local community.

Land Owners Associations

The LOAs should create a forum for local stakeholders within and in communities close to the Reserve, to ensure appropriate issues can be brought to the attention of all parties and dealt with appropriately and to ensure effective communication with the various stakeholder groupings and to determine the requirements of the social responsibility programme.

The LOAs should provide a facilitation service to local people, local SMMEs, landowners, asset owners and facility and service operators, to assist in developing relationships and partnerships. In the case of local SMMEs, assistance to access advice, funders, training and general assistance with emerging business needs. The LOA should also work with local entrepreneurs to assist them in reaching quality and volume requirements of operators.

The LOAs should promote a local tourism culture, by arranging opportunities for local people to experience the facilities in the Reserve, through e.g. local access days, special events. The LOAs and its members and the tourism operators within the Reserve, should develop a social responsibility programme, which will support local community developmental needs such as education and training, sanitation, sports development etc. The programme should commence in 2007.

Socio-economic impact

Each landowner, investor and operator of facilities and services within the Reserve should develop their own responsible tourism plan with targets and commitments in respect of social and economic development. These plans will be lodged with the LOA, which will in turn develop its own plan in respect of its own operations such as gates, marketing, booking services, and game reserve management.

Although some of the base socio-economic data is still being collated, as is the base tourism data and data on planned tourism developments, a preliminary indication of the potential economic impact of the Reserve on the area is as follows: In 2005/6 the Reserve may generate employment for up to 926 persons. This figure may increase to 1576 by 2015. Taking into account an estimated dependency ratio of 1.8, employment in the Reserve may support some 4 412 people by 2015. Direct spending generated by visitors to the Reserve (within the bounds of the Reserve and within the immediate surrounding areas) may be a projected R93,4 million in 2005/6, rising to R188,3 million in 2015 (in 2004 Rands-value) In addition, construction and investment spending may total R289 million over the next 10 years.

CONCLUSION

The Gauteng Provincial Government and other authorities, together with the stakeholders involved with this project are in unison that its developmental yield is potentially extensive. However, projects of such magnitude often take time to plan. From a project management point of view, it could be assumed that the stakeholder negotiations part of the venture to establish a mutually agreeable partnership is intricate.

Where multiple interests are involved, partnership modalities tends to become tedious and in some cases emotive (Fuls, 2005). Since this fledgling project is still in its planning stages, research will be done to monitor the progress in this regard.

List of Acronyms

BBBEE	Broad Based Black Economic Empowerment
BOT	Build Operate and Transfer
CBO	Community Based Organisation
CSO	Civil Society Organisations
DACEL	Department of Agriculture, Conservation, Environmental Affairs and Land Affairs
HDC	Historically disadvantage communities before 1994.
HDI	Historically disadvantaged individuals who were South African Citizens before 1994 who did not have the vote.
LOAs	Land Owners Associations
MCP	Municipal Community Partnerships
MSP	Municipal Service Partnership
NGO	Non-governmental Organisation
PABOK	Public Affairs Body of Knowledge
PLO	Private Land Owner
SATSA	South African Tourism Services Association
SMMEs	Small, Medium and Micro Enterprises
THETA	Tourism Hospitality and Sport Education and Training Authority
TOMSA	Tourism Marketing South Africa

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