

NAMES: LITHOLE KHATHUTSHELO DONALD



DEGREE: MASTER OF DEVELOPMENT

COURSE: DEVS-820 MINI-THESIS

SUPERVISOR: Dr Mtapuri Oliver

THE ROLE OF PRIVATE AND PUBLIC SECTOR IN INFRASTRUCTURE
DEVELOPMENT WITH REFERENCE TO MAKAPANSVALLEY WORLD HERITAGE SITE
IN LIMPOPO PROVINCE.

As the candidate's supervisor I have/have not approved this thesis for submission:

Date:

Name:

Signature:

UNIVERSITY OF LIMPOPO TURFLOOP GRADUATE SCHOOL OF LEADERSHIP

THE ROLE OF PRIVATE AND PUBLIC SECTOR IN INFRASTRUCTURE
DEVELOPMENT WITH REFERENCE TO MAKAPANSVALLEY WORLD HERITAGE
SITE IN LIMPOPO PROVINCE.

31 JANUARY 2010

By

KHATHUTSHELO DONALD LITHOLE

Submitted in fulfillment of a Master of Development degree in the Turfloop graduate school of
leadership University of Limpopo.

SUPERVISOR: Dr Oliver Mtapuri

Declaration

I declare that this is my own unaided work, except the acknowledged assistance and referenced citations. It has not been submitted for any previous degree at any university.

31 January 2010

Signature.....

Name: Khathutshelo Donald Lithole

ACKNOWLEDGEMENT

This serves to acknowledge the following walking librarians from which in their fountains of wisdom, courage, encouragement, and interests I had this paper nourished. My supervisor Dr Oliver Mtapuri whose support and motivation I appreciated. To Vincent Egan for his IT support in polishing this paper. I appreciate the work done by editors and to my friend I apologize for the time I have missed in all the outing. To my wife and kids you are a blessing to have you all and to you as well I thank God for helping you see where I have been taking our family to. Thanks for the support, advise, critics, and doubts shown by all whom I have met and worked with towards the accomplishment of this work.

Items	Content	Pages
Table 1	List of asset in the project initial stage	6
Table 2	Key Social Service Delivery Indicators for Makapansvalley World Heritage Site	24-25
Table 3	Advantages and Disadvantages of partnership	32-34
Table 4	Profile of participants	38-39
List of figures	Content	Pages
Figure 1	Site map for Makapansvalley World Heritage Site	2
Figure 2	Topographical map for Makapansvalley World Heritage Site	3
Figure 3	Mamal fossils covered by rocks	4
Figure 4	Photograph of road rehabilitation in Makapansvalley World Heritage Site	5
Figure 5	Hierarchy of stakeholders	9
Figure 6	Limeworks heritage site in Makapansvalley World Heritage Site	22
Figure 7	Monument at Historic site in Makapansvalley World Heritage Site	52
Figure 8	Photograph of a residential house in prohibited area	54

Figure 9	Photograph of livestock grazing in Makapansvalley World Heritage Site	55
----------	--	----

ABBREVIATION & ACRONYMS

ANC	AFRICAN NATIONAL CONGRESS
BOOT	BUILD-OPERATE-TRANSFER
BBBEE	BROAD BASED BLACK ECONOMIC EMPOWERMENT
DBFO	DESIGN-BUILD-FINANCE-OPERATE
DBO	DESIGN-BUILD-OPERATE
DEAT	DEPARTMENT OF ENVIRONMENTAL AFFAIRS & TOURISM
DSAC	DEPARTMENT OF SPORT ART AND CULTURE
EIA	ENVIRONMENTAL IMPACT ASSESSMENT
HIA	HERITAGE IMPACT ASSESSMENT
IDP	INTEGRATED DEVELOPMENT PLAN
IKS	INDIGENOUS KNOWLEDGE SYSTEM
LEDET	LIMPOPO ECONOMIC DEVELOPMENT, ENVIRONMENT & TOURISM
LIHRA	LIMPOPO HERITAGE RESOURCES AUTHORITY
LIMDEV	LIMPOPO DEVELOPMENT
MEC	MEMBER OF EXECUTIVE COUNCIL
MZC	MORIA ZION CITY
NEMA	NATIONAL ENVIRONMENTAL MANAGEMENT ACT
NGO	NON-GOVERNMENTAL ORGANIZATION

NHRA	NATIONAL HERITAGE RESOURCES ACT
NLDF	NATIONAL LOTTERY DISTRIBUTION FUND
RDP	RECONSTRUCTION AND DEVELOPMENT PROGRAMME
SAHRA	SOUTH AFRICAN HERITAGE RESOURCES AGENCY
SIA	SOCIAL IMPACT ASSESSMENT
SANPARKS	SOUTH AFRICAN NATIONAL PARKS
SMMES	SMALL AND MEDIUM MICROECONOMIC ENTERPRISES
STATSSA	STATISTICS SOUTH AFRICA
UNESCO	UNITED NATIONS EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

TABLE OF CONTENT		PAGES
Cover page		I
Supervisor`s remarks		li
Declaration		lii
Acknowledgement		lv
List of Tables and Graph		v-vi
Abbreviation and Acronyms		Vii
CHAPTER ONE		
1.	Introduction	1
1.1	Background information about Makapansvalley World Heritage site	1-3
1.1.1	Makapansvalley World Heritage Site project development	4
1.1.2	The birth of infrastructure development at Makapansvalley	5
1.1.3	Contribution of Makapansvalley to socio-economic development	6-7
1.1.4	Stakeholders involvement	8-9
1.2	Statement of the problem	10
1.3	Aims of the study	10
1.4	Objectives	10
1.5	Research Questions	11

	CHAPTER TWO	12
2.	LITERATURE REVIEW	12
2.1	Literature reviews on Public-private-partnership	12
2.2	Theory and evidence	12-13
2.2.1	Acquisition of human resources	14
2.2.2	Financial resources mobilization	14-15
2.2.3	Capital resources establishment	16
2.2.4	Natural resources availability a priority	16
2.3	The public-private partnership within heritage context	16
2.3.1	Government key performance areas in post apartheid era	17
	(a) Rural development	17
	(b) Improved health systems	18
	(c) Improved Education Infrastructure	19
2.4	National Heritage Resources Act, 25 of 1999	20
	(i) Erection of powerlines	20
	(ii) Construction of bridges and roads	20
	(iii) Land re-zoning	21
	(iv) Mining	21
	(v) Land ownership and its impact on heritage	22

2.5	Social Impact Assessment (SIA)	23-25
2.6	Environmental Impact Assessment (EIA)	26
2.7	Role of the public sector	27
2.8	The role of the private sector	28
2.9	Types of public-private partnerships	29
	(a) Traditional public sector procurement	29
	(b) Build-Own-Operate-Transfer (BOOT)	29
	(c) Design-Build-Finance-Operate (DBFO)	29
	(d) Design-Build-Operate (DBO)	30
2.10	Advantages and disadvantages of partnerships	31-33
2.11	Challenges	34
	CHAPTER THREE	
3.	Research design	35
3.1	Qualitative research design	35
3.2	Application of a case study method	36
3.3	Research methodology	36
3.3.1	Study area	36
3.4	Population	37-39
	(a) Public sector	39

	(b) Private sector	40
	CHAPTER FOUR	
4.	Data collection	41-42
	CHAPTER FIVE	
5.	Findings	43
5.1	Introduction	43
5.1.1	Lack of access to markets	43
5.1.2	Lack of heritage-tourism linkages	44
5.1.3	Knowledge production problem	45
5.1.4	Slack government commitments	46-47
5.1.5	Lack of policies and legislation governing heritage-tourism	48
5.1.6	Lack of planning and co-ordination of infrastructure development	48
5.1.7	Lack of a defined role for key stakeholders	49
	(a) Public sector performance at Makapansvalley	50
	(b) NGOs involvement at Makapansvalley World Heritage Site	50
	©Land claims and traditional leadership controversy	51
	(d) The involvement of the private sector	52
	(e) Community involvement	53

5.1.8	Lack of access to finances	55
5.1.9	Lack of a databank	56
5.2	Suggested intervention	57
5.2.1	Protection of intellectual property	57
5.2.2	Reduce investment risk in heritage-tourism business	57
5.2.3	Establishment of provincial heritage-tourism legislation and policy	58
5.2.4	Training and development of Small and Medium Microeconomic Enterprises	59
5.2.5	Co-operative agreement based on mutual respect	60
5.2.6	Linking heritage-tourism with other tourism attraction activities	61
5.2.7	Participation in exchange programs	61
5.2.8	An integration of heritage and tourism to other government programs	62
5.2.9	Capacity building at local and municipal level	62
5.3	Conclusion	63
6	Reference	64-72

CHAPTER ONE: INTRODUCTION

1.1 Background information about Makapansvalley World Heritage Site.

It took at least 3.5 million years for the world to know of the existence and importance of Makapansvalley World Heritage Site. According to Maguire (2005) Makapansvalley has been the home of mammals' fossils that are believed to be that of the Australopithecus category. These fossils are believed to be evidence about human evolution from the class of apes such as baboons and big monkeys. From the African heritage perspective, the heritage sites of Makapansvalley status serves as the proof that mankind originated in Africa and then migrated to the other parts of the world. This is simply because it is only in Africa today where heritage sites of this age are found. Makapansvalley World Heritage Site is located on the farm Makapansgat 39 KS (24 degree 12 `S, 29 degree 12` E). It is 19 km north east of the Mokopane town in the Limpopo province. The site received a serial nomination status for world heritage declaration purpose together with Taung in the Northwest and Sterkfontein in Gauteng province, which are all marked as world heritage sites. Makapansvalley World Heritage site (see figure 1 and 2) is surrounded by agricultural farms including the Zebediela citrus farms.

The land was under the Shamane-Magashula claimants whose claim is considered to have been successful. There is a historic cave wherein the war between the Boers and Matebele a kekana occurred in 1854 which makes the site of cultural significance.

From a heritage management point of view, the Kekana tribal authority becomes a shareholder but with limited control over land use. The University of Witwatersrand is currently a registered owner of some property within the declared world heritage site which

places the university among the shareholders. Generally the land is currently being used for pastoral and agriculture purposes by farmers and communities.

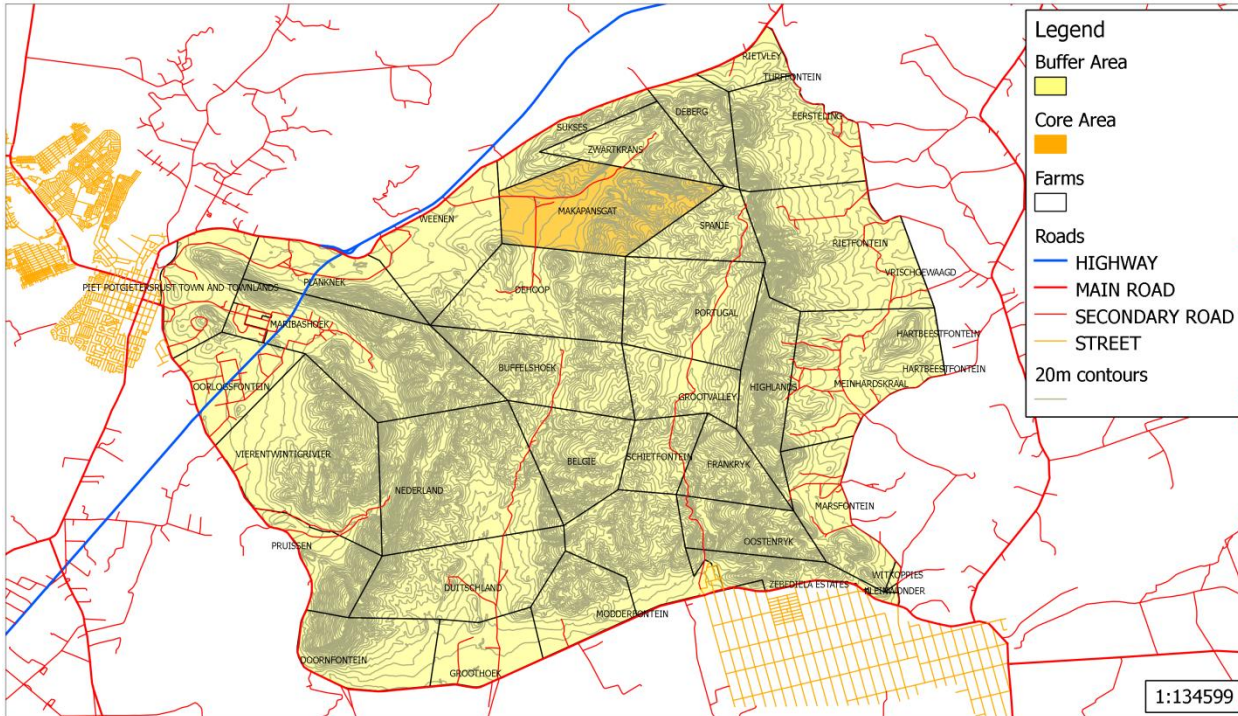


Figure 1. Site Map for Makapansvalley World Heritage Site

In terms of the UNESCO standards of heritage conservation, a heritage site is declared within defined geographic zones or borders. The above map reflects the entire buffer zone that defines Makapansvalley World Heritage Site.

It also reflects on the core area where the most sensitive heritage sites are located on the surrounding farms. If heritage governing bodies could have it their way, the farms that are in the buffer zone fall within the highest probable heritage site. Any major development such as mining and land re-zoning should be strictly monitored or discouraged to limit the impact on the heritage site (Gustav and Magnussen, 2003: 78-86).

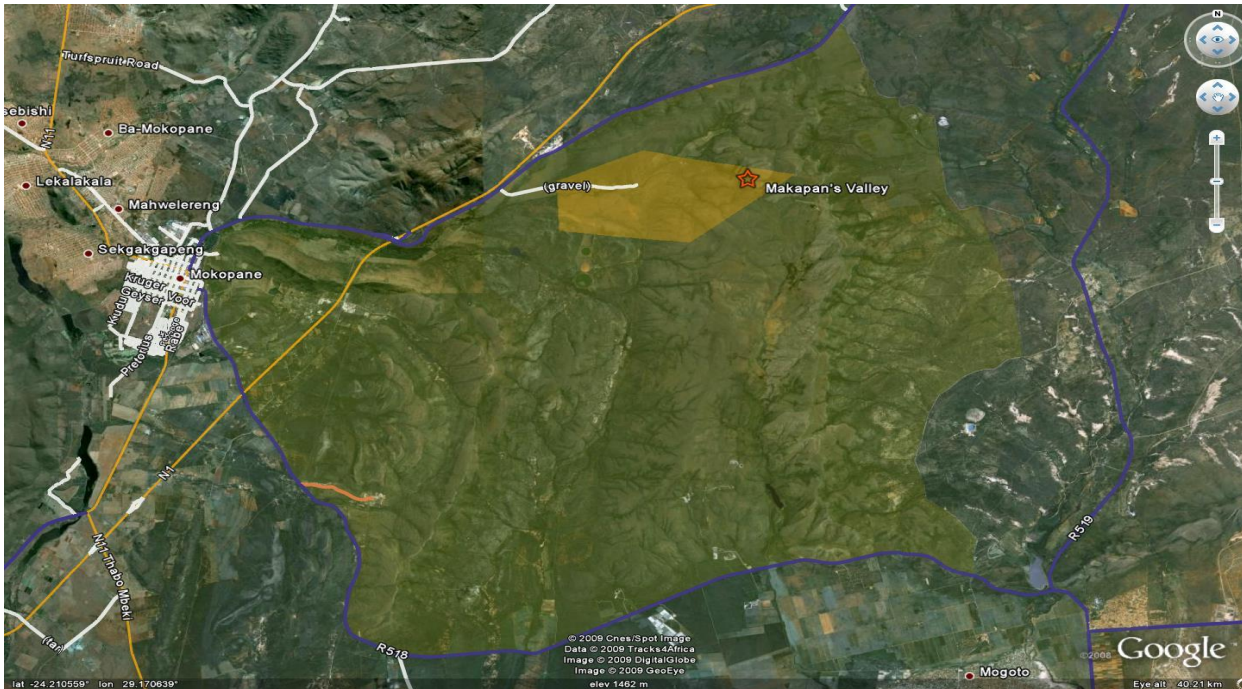


Figure 2: Google Topographical map readings of Makapansvalley World Heritage site

The topographical map here gives a better view of the Cultural landscape where the Makapansvalley World Heritage site is situated. This map is brought into the study to reflect on other major development outside the buffer zone, which if ignored, might be stretched into the world heritage site area.

For example, on the eastern side there is the Mokopane town of which part thereof is already within the buffer zone whereas on the western side there are mines. The southern part of the buffer zone is the agricultural land such as the Zebediela citrus farms in the northern side (Maguire, 2009).

1.1.1 Makapansvalley the world heritage site

The declaration of the site as world heritage site (see figure 3) was inspired by the availability of mammal fossils, sediments and the reasons that the site has a record of early human species occupation. To meet the standard of a world heritage site there were certain processes that the government of South Africa was expected to satisfy UNESCO,s requirements. These included the declaration of the site as the national heritage site, and putting together the nomination dossier for world heritage status justification. This was done. In 2005 at the UNESCO conference held in Durban in the Republic of South Africa, Makapansvalley was inscribed in the world heritage site list together with Taung, Sterkfontein and Cradle of humankind heritage sites (Gustav and Magnussen, 2003: 80).



Figure 3: Mammal fossils covered by rocks in Makapansvalley World Heritage Site. Example of fossils found in Makapansvalley that are believed to have been under the ground for a period 3.5 Million years ago (Maguire 2009)

1.1.2 The birth of infrastructure development project within Makapansvalley World Heritage Site.

For conservation reasons, certain infrastructure is required for interpretive purposes. These cover the need for the establishment of museums, access roads, sport and recreation facilities, accommodation and conference facilities for guests and staff. This marked the birth of Makapansvalley World Heritage Site infrastructure development project that this study aims to evaluate.



Figure 4 shows community members rehabilitating the path to heritage sites.

The Limpopo Economic Development, Environment and Tourism (LEDET) department is the appointed management authority. LEDET upon this appointment established the steering committee consisting of authorities and stakeholders that are important to site management. Currently, the project is dependent upon the funds donated by the European Union through the Mokgalakwena Municipality's Integrated Development Program.

The funds are used to enhance service delivery according to the municipality's IDP objectives. However, Makapansvalley World Heritage Site once got the funding pledge

from the national lottery of R16 million. Presently only R2.5 million has been paid and the national lottery has withheld further funding for a period of four years.

1.1.3 Contribution of Makapansvalley to the socio-economic development

The Makapansvalley World Heritage Site is producing tons of water to supply the Mokgalakwena Municipality. The existence of agricultural land that is currently being used productively is helping to supply electricity to the surrounding communities wherein the local people now have access to it. The researcher`s familiarity with the world heritage site under study and his involvement with infrastructure development projects fueled his interest to undertake this study.

Table 1: List of assets in the project`s initial stage

Asset description	Condition	Risk classification
Property name Makapansgat 39 Ks, Swartkrans farm	Visual pollution is a challenge owing to erected RDP houses and telecommunication infrastructure at some critical points.	The land ownership is still under contests following land claims. Risk of further development is high because of the growing interests of establishing accommodation facilities within the heritage site landscape.
Stone Age tools	Important heritage objects are eroded by rain or destroyed by an uncontrollable number of livestock that is kept within the heritage site landscape	Risk of getting them lost forever is high.
Paleolithic cultural objects	Illegal excavations are reportedly taking place.	High of losing the objects, however, if such objects are recovered; their historical context could be distorted.
Paleontological sites	Illegal mining of lime at the limeworks is causing a lot of	There are cave supporting pillars that were erected to reduce the level of

	disturbance on the site that is currently valuable for research.	risk.
Historic caves	Boardwalks taking tourists to the historic caves are slowly breaking down, some are reportedly destroyed by the people and animals.	The risk is medium since there are big rocks inside the caves that are giving it the necessary support.
Cold Air caves	There are heritage objects discovered in the cold air caves. The problem is that this site is not accessible owing to a small entry point.	Low risk since people hardly go inside because of small and tight entry points.
Limeworks sites	There is a still lot of research work needed to excavate and double check the possible availability of small heritage objects under the lime stone section.	Medium risk of losing more objects in case a tight control over illegal mining is exercised.
Site office	The site office is still in good condition and it is housing equipment for de-bushing the area.	Low risk
Vehicles	Vehicles are not parked at the site office for security reasons. But are kept in Polokwane.	They look neglected and there is high chance for either burglary or theft to occur.
Research house	The research house is still in good condition.	Low risk as there are security guards on site.
Cultural landscape	It is a beautiful landscape that needs proper management to protect the history of the area	Medium

1.1.4 Stakeholders involvements

Fisher, Rodger, William (2005:38) state that stakeholder involvement must be encouraged for the project to succeed. The authors again encourage that stakeholder analysis must be done to identify the important role players with impact the project. The analysis is done to address the following; fears, uncertainties, interest, analyze power and influential decision makers in particular communities, iron out any deficiencies perhaps caused by other developers in the past, manage expectations, and proper introduction of the project at hand. Stakeholders are institutions, individuals, organizations, public and private institutions with a vested interest in a particular project or development activity. For example, community members, delegates from government and non-government organizations, private sector, families and ordinary people.

Jandt, Fred and Gillete (1985:90) echo the above statement by saying that public expectation and disappointments must be borne in mind when a project is initiated. Public participation might be ruined because of the failure of government projects in the past. It is important to indicate that government institutions have policies and legislation to monitor compliance. Traditional leaders are perceived as land owners although the legitimacy of their sentiments requires another debate. However, their needs and interests must be satisfied to make the public participation a success. Doyle, Michael and Divid (1976:38) classified the stakeholders in terms of the grid in the following manner, the high power-interest grid, which serves to say authorities will always use their power to advance their interests, so one must guard against that in order to achieve that which the project is aimed at. The high power, less interest grid, where he is basically saying, not all people in power may share equal interests on the proposed project. This is very common in heritage site management wherein religion may influence leaders to withdraw their support on ritual performance activities linked to that heritage site (Leslie and Patrick, 2001: 234-240).

Furthermore, there is low power-less interest groups among the stakeholders. These people only re-act when the project seems to overstep their territories. It may include aged and disadvantaged people. Lastly, there is low power, high interest groups who are mainly people without basic subsistence resources that are hoping that the project might produce opportunities that will help in resolving their problems. The Mokgalakwena municipality has since provided Reconstruction and Development Program houses to 49 households. The distribution of RDP houses was meant for elders in the village who were homeless and even in a situation of orphanage. The RDP houses are located 10 kilometers outside Mokopeng village. The researcher established that there is another village just a stone throw away from Mokopeng called Weenien village that is believed to have been established in the 1980s. The Weening village was established as a result of migrant labour, particularly workers plying their trade in the Weening brick manufacturing company. Ironically, there are no RDP houses there and hence some people are still living in the shacks. The researcher also wanted to establish the views and involvement of major stakeholders in the following hierarchy.

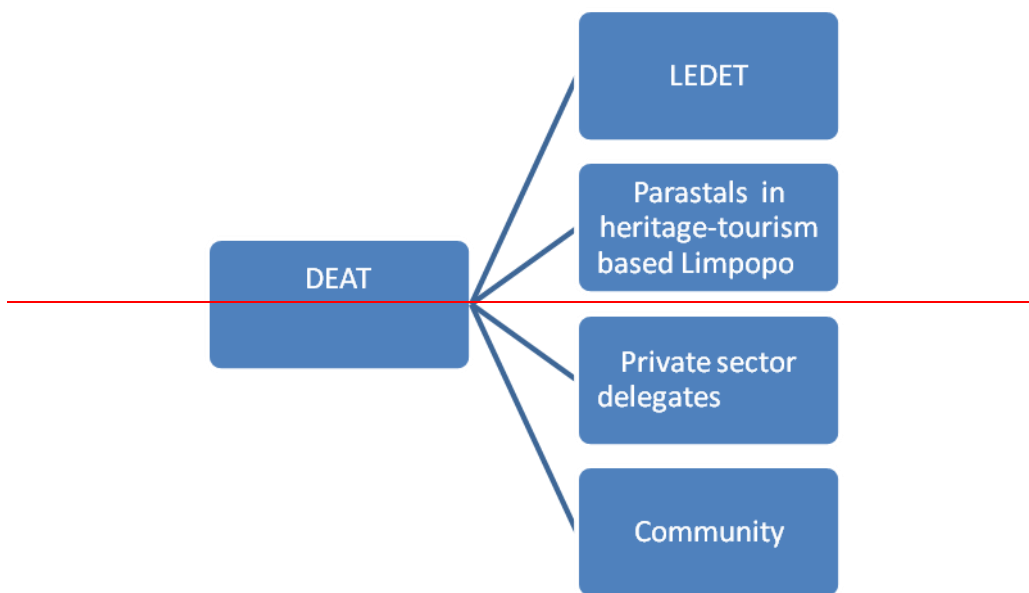


Figure 5: Stakeholders structuring

1.2. Statement of the problem

Heritage governing bodies are underfunded to manage and promote heritage-tourism in the Limpopo province. The lack of funds from the government leads to poor development of infrastructure for research, interpretation, education and leisure that causes a major conservation problem. For instance, unguided tourism is taking place at Makapansvalley World Heritage Site and that could lead to illicit trafficking of important heritage objects from the site. The implications are that the site runs the risk of forfeiting its world heritage site status. This study is being conducted with a hypothesis that if funding is available for infrastructure development, the better it will be for conservation of the heritage sites in the province. After probing different funding models, the researcher focuses on the public-private partnerships to see whether they are applicable within the heritage context. To that end, the study evaluates the Makapansvalley World Heritage Site infrastructure development projects.

1.3. Aims of the study

The study aims to evaluate the role and contribution of both the public and private sector in heritage-tourism infrastructure development with reference to Makapansvalley World Heritage Site. The study also attempts to interrogate whether public-private partnerships can be considered as ideal funding models for heritage-tourism infrastructure development.

1.4. Objectives

The main objective of this study is to evaluate the viability of public-private partnerships within the world heritage site context. In the process, the study will flag the challenges and constraints, as that needs attention before partnerships are reached.

1.5. Research questions

This research is guided by the following questions;

- How feasible is the public-private partnership within the broader world heritage site context?
- What are the challenges, constraints and opportunities within the public-private partnerships?
- How can the public and private partners' interests be harmonized to achieve infrastructure development on heritage sites in the Limpopo province?

It will also be useful at the end of the study if the following question is answered; Is the public-private partnership the solution towards heritage sites infrastructure development?

CHAPTER TWO: LITERATURE REVIEW

2. Public-private partnerships

2.1 Introduction

The study tries to unpack the public-private partnerships as a theory and a model that can be used within the heritage context. Although most literature seems to praise the success of the public-private partnerships, this study focuses more on the challenges, constraints and risks experienced in different projects worldwide. This section will again reflect on the role each sector can play in heritage infrastructure development. Furthermore, a legislative review is conducted to establish the expectations from the government while also trying to see how feasible its expectations are. A comparative study of infrastructure development projects locally and internationally is done in this chapter.

2.2 Theory and evidence

Normet (2002:27) argues that the public-private partnership seems to have emerged in the United States of America in the 1960s, and it became a funding model for capital infrastructure development. Although authors differ in the interpretation of facts regarding the public-private partnership, they seem to agree in common that it has emerged with the view to mobilize the resources. These may include the acquisition of human, capital, natural and financial resources. According to Vining, Boardman & Poschmann (2004), the introduction of the public-private partnership is believed to have been inspired by the desire to reduce government expenditure. In this instance, the state was aiming to achieve social, political and economic development at low cost. In Australia, rehabilitation of aged building appears to be the competence of the heritage management state funded authority to enhance preservation of such structures. It becomes a partnership condition to force the potential user of a historic building to provide the conservation management plan of the building to be rented. The art of designing and decoration of both buildings and bridges form part of their heritage resources or heritage sites(Nisar, 2007:65-75).

So, authorities managing roads and transport divisions are bound to comply with heritage preservation matters whenever road upgrading takes place. On human resources management matters, a partnership is a negotiated process that involves two or more parties interested in a particular business deal. The skills and the capacity of the tender bidder cannot be easily established by looking at the documents such as curriculum vitae of the bidder. Instead, the performance of each institution is easily accessed through their current performance. This serves to argue that the public sector may run a risk of appointing or merging with the private sector that lacks the required capacity unconsciously. Population growth has been identified as the emerging problem to heritage site development (Parker, Zilberman, and Castillo: 2001: 153).

Maystadt (2005:107) argues that public-private partnership increases cost efficiency because of the shared risks. However, the quest to save more funds is reportedly the possible reason why quality is sacrificed in some cases. Some theorists argue that courtship developed between the private and public sector might lock out potential investors while accommodating others. Although theorists differ sometimes they seem to agree in common that the reduction of price and ignition of service provision are end results of well executed partnerships. They also agree that the state, by its virtue of being a player in the deal, can be tempted to protect its investments at the expense of taxpayers and ordinary people. The state vested interests coupled with the business interests of political leaders has been marked as the area of concern towards its credibility in passing on of policies and statutes (Karl and Maria, 2000: 207).

A rapid growth of the followers of this method is reportedly to have occurred in the 1990s when other countries like Australia, Canada, United Kingdom applied it. Critiques leveled against the public-private partnership by some authors suggest that the USA has introduced this model to enhance capitalism. Halseth and Ryser (2007:241-265) echo this sentiment by saying that there is a thin line separating the privatization and public-private partnerships. In an attempt to reconcile this debate, Oppenheim and Macgregor (2003:287) argue that privatization occurs when state-owned businesses are given to a private company to generate profit on its behalf. The state remains independent of imposing its programs and in making certain decisions that may seemingly compromise the interests of its business partner to accommodate the people's interests.

In contrast, the public-private partnership according to Karl, Pernsteiner and Maria (2009) is a strategy through which the government aims to satisfy the fundamental human needs at lower cost. The government courts the private sector to assist in the design, construction, fund raising, business planning and coordination of its projects. Below are some important key points on the necessity of the resources mentioned above;

2.2.1 Acquisition of human resources

The public-private partnership must be viewed as a strategy to bridge skills and capacity problems in the public sector. The idea of the state partnering with the private sector is to ensure skills transfer while also allowing the state to access the rare skills at reasonable cost. The use of the public-private partnerships has since its inception improved road infrastructure facilities, health institutions, and resulted in enhanced environmental management systems in the USA. More importantly, it has increased job creation and skills development (English,2005; Vining, Boardman, and Poschman, 2006).

2.2.2 Financial resources mobilization

The private sector may develop funding proposals for projects that serve the interest of the state. In this case, the state might be expected to fund the operation of the infrastructure erected by the private sector at a later stage (Mehra, 2008: 77-90). In some cases, the private sector may reach an agreement with the state to erect capital infrastructure on conditions that the public sector may rent to own it at a later stage. The public sector may give a guarantee to use the facilities for a chargeable fee whenever the built infrastructure is ready for public use. Public-private partnership is very common in toll route establishment and operational business. In this case, the private sector may build toll routes and generate income for a particular period (Staab, 2003).

A long term contract is what the private sector expects while considering a partnership with the public sector. The major criticism against this position is that, the longer the deal becomes, it impacts negatively on consumers that are members of the public. The taxpayers happen to be the ones that bear all the risks that the government may take in maximizing market profit and in fostering the public-private sector partnership (Nisar, 2007: 36-45). Resistance from the public

fueled by political organizations becomes eminent. That in turn compromises the intended projects or partnership output. In a bid to achieve an equitable share in the markets, competitors and members of the public may run out of patience especially when their anticipated results do not meet their expectations. The community and opposition political parties may also lose their tempers whenever they realize that the project in place is delivering few jobs than it is expected (Vicky, 2005:1-15).

Again, a long term contract is criticized for subjecting the state into possible revenue loss without a gain. In this instance, the private sector will need time to recover its costs and generate profit while the state will still be expected to finance future developments or maintenance that will be required. All these expenses are genuinely carried by the taxpayers (Raphael: 2003: 65). It is important to indicate that public private partnership is not aimed at raising funds but a collaborative means to address poverty alleviation and increase infrastructure development. The partnership must be based on zeal to mobilize capital as well as human and financial resources for developments` sake. Raising of capital through public-private partnership can be more expensive than when the government borrows directly from the financial institutions. In pursuit of high returns, the private sector increases its bid whenever it provides service to the government. Aged buildings and other state assets seem to contribute towards poor investment on capital in developing countries. Rehabilitation of abandoned mine and other resources have proved to be very costly to emerging entrepreneurs(Tekplan EIA report, 2005: 24)

2.2.3 Capital resources establishment

In Canada, the public-private partnership model was adopted primarily to address the following problems; lack of road infrastructure facilities, poor water and waste management problems, revitalization of small scale farming, and other major infrastructure development problems experienced in that country(Savas, 2000). The model was applied to encourage the agricultural entrepreneurships that were affected by recession and could not stand market competition. The

public-private partnership was used as a tool to empower the emerging and revitalized agri-businesses (Oppenheim and MacGregor, 2003)

2.2.4 Natural resources availability a priority

For development to take place, land must be available. The public-private partnership practiced in Indonesia saw ordinary people combining their land shares to revitalized Agri-businesses. Families were encouraged to group themselves into consortia where the government subsidized companies that were in partnership with communities. The public sector urged the private sector to invest in manufacturing and processing plants. In South Africa, the land claims process is arguably taking too long to complete, where one may say this delay is causing more uncertainties on the side of investors (Gannon and Smith, 2009: 68-78)

2.3 The public-private partnership within heritage context

In light of the theory and evidence of the public-private partnerships, this section will try to establish the relevance of partnership to heritage sites infrastructure development. At the outset begging answers is the question: Is heritage management one of the government key service delivery points, or it is just the issue of compliance to world obligations? While the study will look at the legislative background, it will also reflect on key performance areas of the state at large. The researcher will again make a comparative analysis of other heritage infrastructure development projects in the Limpopo province

2.3.1 Government key performance areas in post apartheid era

To determine the infrastructure required in the world heritage site, it is important to mention the role of heritage in the society. The study is done with the view that heritage cuts across the targets set by the government since the birth of democracy in South Africa. However, the study is limited to unpack key targets for the 2009-2014 term set by the ruling party, the African National Congress. These are the following that are relevant to this discussion: Rural development, Improved Infrastructure (in Education systems) development, and Improved health systems.

(a) Rural development

From a scholastic perspective, one would think of rural development as the provision of road infrastructure, water and electricity supply, establishment of knowledge generation centers, provision of houses, and job creation. Heritage as a discipline is yet to make justification of its relevance in supporting this development objective. Heritage practitioners are of the view that if people are encouraged to use and develop their indigenous knowledge systems, the best can be realized. Neo-liberalists concur with this sentiment since they preach more about expanding market opportunities through finding alternative economic development sources (Van Vueren, 2003: 69-77).

In my view the cornerstone to rural development is encouraging ordinary people to identify the skills that they have acquired through oral history sources, observation, and those that they have learnt from school. Indigenous knowledge may include the use and manufacturing of sculptures through wood, stone and clay, narration of riddles and stories, writing and reproduction of myths, legends, and other ancient stories through performance art. Heritage management institutions must be empowered to provide communities with access to develop these skills. The public-private partnerships that are required in this instance must be aimed perhaps at marketing and promoting indigenous resources.

For example, in Mauritius there are open markets in tourist attraction points that do art and crafts. Artists are grouped in terms of clan that is recognized by a certain artistic expression. To elaborate on this, if a clan's totem is an elephant that means the decoration of that clan may reflect an elephant wherein no other clan among them will produce similar fabric (Kibirige, 2003: 23-28).

(b) Improved health systems

In my view, heritage governing bodies have a role to play in terms of promoting and preserving the indigenous medicinal plants and equipments. Since world heritage sites preserve both cultural and natural resources, they are well placed to contribute towards preservation of essential plants. I am

also of the view that some diseases experienced today are the result of non-compliance with certain indigenous laws. For example, in the traditional societies, it is observed that every clan has its angel who can be a child or elder chosen by the ancestors to lead the clans' ritual performances. However, it becomes a problem to the clan's health whenever their angel turns to Christianity and burns all the kit s/he puts on when performing the rituals. Museums are well placed to provide a curatorship service for neglected and unwanted items of spiritual and cultural significance. It is expected of these museums to conduct proper documentation of how some rituals are conducted for the benefits of future generations (Christian, 2003: 3-8).

There are medical museums in the world that are purely inspired by the western way of viewing science and technology. Some aspects of indigenous medicine and healing are currently at their neonate stage, although they are handled within the broader cultural history museums. There is no designated museum in South Africa today to look specifically at documentation and preservation of indigenous medicines. This sentiment is not intended to undermine the attempts that the National Botanical Garden is doing to preserve indigenous plants for research purposes.

(c) Improved Infrastructure

Guided by the Makapansvalley World Heritage Site project development masterplan, Mapungubwe National Park and World Heritage Site management plan, and massive literature in heritage management, the world heritage site may function well when the following facilities are in place; museums and interpretation centre, sport and recreation facilities, restaurants, staff and guest accommodation facilities, road and bulk water supply systems, electricity supply, conference facilities, and knowledge production centre or libraries. There is essential equipment that also requires additional support systems (Thomas, 2003: 46-54).

To achieve all of these there is a need to get funding from or through the private sector since this cannot be considered as a priority to the government. If well resourced Makapansvalley World

Heritage Site is strategically placed to coordinate research, enhance infrastructure development in heritage field and tourism in the Limpopo province. However, the level of support from the private sector in this regard might be guided by certain legislation that needs to be put in place. These priorities are also reflected in the National Heritage Resources Act 25,1999 under the principles of heritage management (World Bank, 1998).

2.4 National Heritage Resources Act (NHRA)

In terms of the principles laid out by the National Heritage Resources Act, hereafter referred to as (NHRA), heritage is expected to contribute towards, research, education and tourism. Ironically, the act guides on the procedure to be followed when attempts to nurture these principles are presented. Infrastructure required in the world heritage site may include roads, water supply, mining where excavations take place, building erections, bridge establishments, telecommunication line installations and electricity supply.

These are also essential resources that communities want. In the establishment of these resources, heritage sites both declared and undeclared are threatened. Instead, a guided development control is required. Below are the elaborations citing examples;

(i) Erection of powerlines and telecommunication lines on or across a heritage site

In terms of section 38, of the National Heritage Resources Act, 25, 1999, the powerlines or telecommunication lines have the capacity to disturb a heritage site during construction. It may cause visual pollution that affects the scenic beauty of the heritage landscape or unveil some archaeological deposits worth preserving. Development control is required which entails processing and issuing of destruction or alteration permits of a heritage site. (The Star, 2008)

The fear that has been recorded through public lecture inputs is that if the authority managing heritage sites grants one service provider to erect either power or telecommunication lines, then the area to be preserved might be overshadowed by structures of similar features. Since the cellular monopole lines are strategically placed in mountainous terrain for maintenance of such structures roads will be required wherein the disturbance on a heritage site will be aggravated (RSA National Heritage Resources Act, 1999).

(ii) Construction of bridges and roads

The NHRA provides that certain bridges are of historical significance that requires protection for heritage-tourism purposes. Bridges may serve as a heritage site in case some archaeological materials eroded by rains are found. Even the design of a particular bridge represents a particular historic period worth preserving. In terms of the NHRA it is illegal to restructure or demolish such structure without the necessary permits (Zepth, 2001: 165). This Act also protects indigenous knowledge systems sources such as indigenous architecture.

(iii) Land re-zoning

Re-zoning takes place through urban renewal processes and any other means to improve the quality of land in use. For example, one may re-zone agricultural land into residential area or township development. This may result in seeing an increase in human population in case it becomes a residential area. It is important to reflect that the history of farm labour is also of cultural or heritage significance. For instance, some people are bound to leave their burial sites, places of worship or ancestral worship there, whereas, others develop a special connection with the area for various reasons (Rossouw, 2003:99-105).

(iv) Mining

The NHRA, National Minerals and Energy Act, National Environmental Management Act echoes the idea that mining can cause both environmental and heritage management problems. There is an emerging debate that environmental management alone cannot do justice in managing heritage matters. This is simply because heritage involves archaeological artifacts and paleontological remains that are found in areas associated with early human settlement (RSA World Heritage Convention Act). Heritage specialists argue that environmental impact assessment is concerned with vegetation destruction through solid waste deposit in Limpopo province. Heritage is described as all natural and cultural resources that are of scientific and historic significance. Mine prospecting, burrow pits opening for either road construction, or indigenous mining pose a risk factor of possible disturbances to heritage objects. The status can be withdrawn whenever the site is believed to have lost its integrity regardless of the causes (Ndoro, 2003:45).

According to (Pederson, 2002: 243) the dolomite rocks or in the lime where significant heritage resources or fossils were found in the history of heritage (see figure 6). Fossils in this context are the remains of early species with evidence that if a human or animal bone can be stored in a particular environment, it can last longer. For example, it has been recorded that the skeletons of Mr. and Mrs. Ples have been safely placed under the dolomite rock for over three million years ago. The Makapansvalley world heritage nomination dossier reflects that Makapansvalley is currently housing skeletons of the same family that have occupied the area at least 3.5 million years ago(Maquire, 2009:44-60).



Figure 6: Limeworks heritage site in Makapansvalley World Heritage Site

(iv) Land ownership and its impact on heritage

There is emerging debate that heritage sites are declared within the defined buffer zone. This goes to say the demarcated area where most wanted heritage sites are located are equally worth preserved. The interpretation of a world heritage site embodies both natural and cultural aspects defining the site. Putting adequate infrastructure for heritage tourism in Makapansvalley World Heritage Site can be seen as a form of promoting conservation (Cyprus, 2002:55).

It is also a commitment from the government side towards attracting investments on the basis of the heritage and culture of the people of Limpopo province (Shamane-Magashula Landclaim report, 2005). For instance, the aspect of land re-zoning takes place where the farm could be re-zoned for agriculture practices into a residential area. The current land claim raises fears within the management authority that successful claimants' could decide to have the site re-zoned into a residential area, increasing the impact of human population on Makapansvalley World Heritage Site.

2.5 Social Impact Assessment (SIA)

According to (Cherdy, 2005) the state is urged to respond to the socio-economic needs of the people located in Makapansvalle. These include the need to decent accommodation and housing, adequate sanitation, energy and electricity supply, access to clean water, access to land for agricultural practice, access to road, air, water and rail transport. People again need employment and other social services to eliminate poverty and improve their social security. They need education and health care systems to improve their quality of living (Hammami and Yehoue, 2006: 4-12).

Kirsten & Glynn, (2001:38) stress that capital budgeting must be encouraged to enhance investment on the right technology, infrastructure and capital goods. Furthermore, the state is required to manage inflation effectively to counter volatility of its currency. It is also expected to provide human capital with the basic skills required for social and economic development. However, training and development of priority skills must be done to boost labour demand. Social Impact Assessment (SIA) generally analyses the socio-economic cost benefit of infrastructure development projects. It unpacks the direct, indirect, tangible and intangible benefits of the project to the people. It gives quantified reasons to compliance agencies to allow or object to development proposals. Nonetheless, the private sector has a major role to play to ensure that infrastructure development takes place with less impact on the environment. (Stiglitz, 1998: 28)

Table 2: Key Social Service Delivery Indicators for Makapansvalley World Heritage Site

Education	Schools availability <ul style="list-style-type: none"> ❖ Primary schools ❖ Secondary ❖ Colleges/FET ❖ University 	<ul style="list-style-type: none"> ❖ Grade 0-7 education facilities are available ❖ Only a secondary school that takes
-----------	---	--

		<p>learners up to grade 10 is available</p> <ul style="list-style-type: none"> ❖ Grade 12 appears to be the highest qualification obtained by few village members.
Health	Health services centre or clinics	<ul style="list-style-type: none"> ❖ Mobile clinic service is offered at reasonable intervals. ❖ There are private doctors and public hospitals within 30 kilometres in Mokopane town.
Road facilities	Transport	<ul style="list-style-type: none"> ❖ There is still lack of transport into the Villages within the heritage site areas. ❖ Access road needs to be rebuilt
Electricity supply	Pre-paid electricity supply services are offered.	<ul style="list-style-type: none"> ❖ Every household has access to electricity.
Water supply	There is an abundance of water availability in the area	<ul style="list-style-type: none"> ❖ Villagers are still fetching water from the street.
Telecommunication lines	Access to cellular phone networks at some parts of	<ul style="list-style-type: none"> ❖ Generally there are access to

	the Makapansgat farm is limited	telecommunication services
Houses	RDP houses were distributed per each household.	❖ 49 households received RDP houses.
Sanitation	Access to ablution facilities	❖ This is still a challenge. Application for sewerage facilities installation is failing because there is a water table within reachable proximities.

2.6 Environmental Impact Assessment (EIA)

In my view, man in their inception on earth found the natural environment beautiful. However, man converted natural resources such as mountains, rivers, dams, soil, rocks, caves, trees to build his cultural identity. To protect his cultural identity, man subdued the earth and all its inhabitants under the stewardship believed to have been entrusted by God. Human cultural identity is now known as heritage wherein evidence or areas of early human settlements are called heritage sites.

According to Glasser (2001: 61-68) there is a thin line separating the two disciplines. However, the focus of this study is to reflect on the relevance of each in infrastructure development. It is also on reflecting on the role of private sector in ensuring that infrastructure development takes place. The DEAT Whitepaper (2006) defines

Environmental Impact Assessment as a vehicle to counter environmental risks and hazards posed by development on the environment. Bennet (1995:165) is of a view that theorists in environmental management are concerned with the scenic beauty of the environment during planning, project development phases, and in post-project phase of any development. They are also concerned about how the natural landscape will look like thereafter, they are also concerned about the quality of water in wetlands as in the underground water basement. They are concerned about the quality of air owing to possible dust and noise production during development (Cooper, 2005:134-155). It is within their interests to worry about the ecosystem as to measure the potential disturbances on biotic and a biotic organism. Environmental scientists also generally agree that man is also harmful to the natural environment. When man fails to meet his ends, he turns the environment into his means.

Deforestation has been experienced in well established protected areas like Makapansvalley owing to firewood collection. Grev and Ejersbo (2005: 345) argue that population growth triggers joblessness that leads to increase of poverty in the area. It triggers over harvests of plant and animal species for food subsistence. The environmental impact studies conducted by TEKPLAN Company identified the following environmental and heritage impact fears. Informal settlements have risen as many people are realizing the historical significance of the site and begin moving into the area. Pollution of air owing to agricultural practices in the proximity of the heritage site and the fear that constructions if not well managed could cause dust. Veld fires are experienced especially in dry seasons owing to the need to improve pastoral land for live stock. Soil erosion was also recorded with fear that archaeological artifacts are eroded too. Veld paths were also recorded as a major threat to archaeological sites wherein people trample on heritage sites. Invasive alien species were also identified owing to unguided tourism and the current infrastructure development project that sees workers staying on the construction site. Poaching is experienced where harvests of plants and animal species take

place. These include harvest of medicinal plants, firewood, insects and other plant species used for food purposes (Tekplan EIA report, 2005).

2.7 Role of the public sector

Vinning, Boardman and Poschman (2004) set the following reasons that seem to echo the sentiments of other authors; the state is attracted to public-private partnership to control political pressure from the opposition parties. In most recorded debates in the world's political history, arguments revolve around finding the solution to relieve the state of budget deficits and reduce debt. Depending on the political ideology of the ruling party, taking full control or leasing state businesses is another debatable subject.

Reduction of financial risks also receives attention during most public debates since a failure could lead into debt. The public sector makes use of the partnerships to transfer the up-front capital costs to the private sector. Stiglitz (1998) is of the opinion that partnerships may increase production in cases where development planning and execution is inclusive of all stakeholders. He goes on to say the public sector's role in partnerships is to improve international relations to enhance market opportunities. The state is expected to improve the red tape that is associated with access to entrepreneurship opportunities. These may include trade tax and other tariffs. Instead, the public sector is expected to subsidize the operations of emerging entrepreneurs as a way to empower them. In support of the above statement, Jackson (1997:119-136) says since it is not easy for the state to impose user fee charges, partnerships enable the private sector to assist the government in generating revenue. In as much as the public sector is worrying about cutting and reducing cost, the private sectors' worry turns to how they can raise profit. They are concerned about finding ways that can help them accumulate attractive incentives; they are even worrying about handling market problems.

2.8 The role of the private sector

According to Dieke (2003:77-82) the private sector generates profit by making use of government development initiatives. They spearhead the business interests of the state. The credibility of the state in my view rests with how independent the private sector is. Credibility is enhanced when the private sector provides independent and objective advice to the state and other clients. Leadership in government becomes the centre of attraction wherein donors and opposition political parties look up to. Obviously, the private sector or company with a bad record or that is linked to any fraudulent acts makes a bad partner for the state.

Kirsten and Glyn (2008:77) argue that the private sector is good in state project management. Their procurement system is less bureaucratic that they can manage the project within a reasonable time. The authors go on to say that the private sector has the capacity to pursue the state to revise some policies and legislation. Protection of intellectual property is emerging as an outcry for the private sector. It is expected of the state to recognize the skills of those sectors that are doing well in innovation and technology. The private sector has the capacity to manage the contractual obligations of the state.

2.9 Types of public-private partnerships

This section aims to present different methods that are applicable in the public-private partnerships model. Evans and Bowman (2005: 62-68) presented the following models; traditional public sector procurement, build-own-operate-transfer, design-build-finance-operate, and the design-build-operate models.

(a) Traditional public sector procurement

The public sector may specify the type of infrastructure they want the private sector to erect. Negotiation on the ownership thereafter might be decided based on the future use of the infrastructure desired by the state (Nkhumeleni, 2006: 18-30). Usually the state may agree to rent for a particular period wherein at the end it becomes the owner. In some cases, the public sector may divide the anticipated development work required into project phases. For example, the designing might be contracted to a particular artist whereas the construction may be given to

others. The private sector may during the tender bidding process opt to pack the designs, construction, and coordination of the project as affordably as possible (Corner: 2005:36).

(b) Build-Own-Operate-Transfer [BOOT]

The private sector may design, construct, operate and finance the asset. All commercial risks rest with the private sector. By the conclusion of a contract, ownership of the asset reverts to the public sector at no cost. However, the private sector generates revenue through a user-pay agreement for a defined period (Evans and Bowman: 2005:234).

(c) Design-Build-Finance-Operate (DBFO)

In this case, the private sector designs, builds, finances, and operates revenue generation for a pre-determined period of time. The government agrees to purchase the services provided by the private sector under a concession contract. So, the ownership of the asset rests with the private sector throughout the contract (Allen: 2003:230). The United Kingdom introduced the Private Finance initiative program to support public-private partnership programs.

The agreed term between the sectors involved was that the sector that injects more funds on a particular project or asset development keeps the ownership at the end. The public sector went on to encourage the private sector to erect required infrastructure to lease to state institutions. The private sector was made to be the long term service provider to the state than just a developer of assets (Robert, 1997: 986)

(d) Design-Build-Operate

This model is viewed as the combination of design and construction negotiable approach. An operation and maintenance contract is often used to enhance chances of scoring more bid points during the tender process. So, the public sector often purchases the infrastructure through commissions agreed upon. The private sector will continue to recover the cost due to it through commission for the duration of the contract (Thomas, 2003).

2.10 Advantages and Disadvantages of Partnerships

This section will look into the disadvantages and advantages of partnership drawing from the experiences recorded worldwide. The purpose of this section is to reflect on the pitfalls and benefits that resulted from the partnership in other countries. It is important for this research to look specifically at the impact of public-private partnership on human capital, financial resources, and how capital resources can be improved (Tieva and Junnonen, 2009: 16-32). A comparative analysis of what has been recorded in other countries and what is currently happening at Makapansvalley World Heritage Site will be done. In conclusion of the report, the researcher will present a summary of key research findings while re-iterating priority interventions.

Table 3: Advantages and disadvantages of partnerships

Advantages	Disadvantages
<ul style="list-style-type: none"> ➤ Private sector partners seem to be given long contracts to recover their cost while making profit. ➤ A fixed price and interest rates also gives the private sector the opportunity to raise their profit in a situation where the state currency allows them to gain. ➤ Attractive incentives to investors proved to be the key towards getting full support from the private sector with reference to the UK Private Finance Initiative program (Spielman and Geber, 2006: 254). ➤ Partnership that is well communicated in the beginning enables both sectors to raise uncertainties. ➤ Disputes and resolutions are guided by the generally concerted principles. Ungar (2001: 54) is of the opinion that 	<ul style="list-style-type: none"> ➤ Following (Wallace, 2001, English, 2005, Leslie and Patrick, 2001) one may say the long contracts with the private sector may cost the state double than would have been envisaged. ➤ For example, contracts entered into between the state and the private sectors on road infrastructure proved to be a double charge to the state. Members of the public (taxpayers) are charged service fees on the toll routes, other risks facing the state as a result of poorly negotiated terms are again spread back to the taxpayers. ➤ Again the public sector runs a risk of receiving poor service owing to possible change of business interests of its partner. ➤ Unexpected withdrawal of the state

the private sector uses the partnerships to sell newly innovated technology to the state.

- In this regard, the state turns into a client where the private sector retains its role as the service provider.
- Quality assurance is easy to determine following the ability of private sector to detect it.
- When the service is subcontracted, the private sector becomes the monitoring and evaluation agent of the erected infrastructure.
- Williamson (1975), Globerman and Vining (1996), Boardman and Hewitt (2000) The public sector is able to transfer the risks to the private sector if negotiations happen to favour the state. It serves the state's best interests whenever capital budgeting is off the government's balance sheet (Hodge and Greve: 2005: 205).
- Partnership enables the state to acquire rare skills and newly invented equipments often at reasonable cost.
- Contract negotiation through partnership occurs at low cost because all the known fears and uncertainties will have been cleared in the beginning.
- Access to new capital infrastructure is common through the use of partnerships.
- The state through the partnership is

business partner citing the following common reasons, recession problem, bankruptcy, inability to continue guided by low income in the area, and others such as poor management of the contract negotiation (Oppen, Sack and Wegener, 2003:116).

- Change in politics may reshape the economic systems of the country to the extent that the state's long serving partner might feel threatened.
- Re-negotiation of contracts may not necessarily bring the expected results to either sector that could lead them into termination of contract. Contract renegotiation may put the state in a position where it must alter some clauses to accommodate its emerging political interest.
- Refusal by either party to share high costs associated with the new changes might spoil the partnership.
- The state may opt to buy a particular investor out of their contracts (Ibid).
- Long contracts compromise government control of revenue.
- The contractual obligation for the state reached with the private sector also limits the chances for future projects development (Oppenheim and Macgregor, 2004).
- In a quest to maximize profit, the private sector may court with the public in a bid

<p>assisted to access even funding that is primarily meant for non-governmental organizations and private companies.</p> <ul style="list-style-type: none"> ➤ The public sector is assisted in policy development to protect the interest of the private sector and ordinary people. Well developed infrastructure reflects on the government's commitment to social and economic development. It paves the way for investment in the country. 	<p>to tighten access into business.</p> <ul style="list-style-type: none"> ➤ The private sector may use the partnership to influence the establishment of policies and regulations to mount pressure on the emerging potential entrepreneurs. ➤ Private-public partnership may ignite service delivery hence it can be very costly to the government. ➤ The selection of the right partner can be difficult to do.
---	---

2.11 Challenges

The major challenges are poor roads, lack of health systems, inadequate school facilities, and lack of job opportunities. Although the researcher tried to bring case studies from international communities, this paper also shares the view that the success of public-private partnerships in one country does not necessarily guarantee success in the others. However, it is up to the nation embarking in the partnership that must strive to protect its investments throughout the agreement term. For example, countries such as the United States of America, the United Kingdom, Canada, and Australia PPPs succeeded in few projects but failed in some. The empirical data collection revealed that priorities among the states are not necessarily the same. It is for this reason that the way each country sets incentives will differ from the other (Leslie and Patrick, 2001: 132).

Spielman and Greber (2006: 291-300) argue that prohibitive costs, whether direct and indirect, can be the reason why some partnerships do not last. This seems to warn that poor risk identification and analysis prior to the signing of a contract could be costly to the project. In support of this sentiment, one may say risk identification and analysis may require boarder consultation with key stakeholders of a particular project. The authors again argue that during the negotiation phase of a

contract, both sectors may develop mutual negative perception against each other. This may happen when their political and economic ideologies are irreconcilably different.

Some partnerships are reportedly failing to last due to high competition in the market and poor market facilities in the country or region. The authors again argue that reluctance to share asset risks by either party may contribute towards the withdrawal of a partner. Risk transfer proved to be the reason why public-private partnerships failed in many projects. It is important that some risks that are associated with partnering of sectors are highlighted (Wallace, 2001).

CHAPTER THREE: RESEARCH DESIGN

3.1 Qualitative research design

This is a qualitative research since the data collected solely depended on individuals' experience and evaluation of the phenomenon. Understanding public-private partnerships within heritage context may require independent opinions and inputs. The qualitative research is chosen to allow the researcher to be able to appreciate the contribution of other disciplines for the understanding of the phenomenon. This study brings together a number of variables that are complex in nature. For example, the study will reflect on heritage management, infrastructure development, public-private partnerships, risk management, and environmental management issues. Yin (2003:209) adds that qualitative research design is useful when studying the phenomenon within its context. In this case, infrastructure development is being looked at from the heritage management perspective.

Pamela (2003:34) argues that a qualitative research design is of good use when there seems to be no clear boundaries between the phenomenon and context. The boundaries that this research aims to explore are the reasons underpinning the need for joint interest between public and private sectors in investment in heritage infrastructure development. Zaidah (2007) adds that the qualitative research design is useful in explaining the process and outcomes of a phenomenon through observation, reconstruction, and analysis of a case under investigation.

In this regard, the researcher serves as the observer, to document and analyze the data acquired. It is also good to analyze human perception towards the phenomena because

Makapansvalley World Heritage Site is located in the area populated by farm labourers. To guide the data collection process, a case study method is used wherein the Makapansvalley World Heritage Site infrastructure development project is evaluated (Maguire 2005).

3.2 Application of a case study method

Harling (2003:67) defines a case study as a holistic study or inquiry that seeks to investigate a contemporary phenomenon within its natural setting. Heritage, as a discipline, is concerned with keeping sites' aesthetics and integrity within a defined context (Kantrike, 2002:143-154). The intrinsic case study model is applied because of the uniqueness of the phenomena. There is an emerging view that where natural vegetation is not threatened heritage resources might be. This view makes heritage management processes unique. As to how to embrace the infrastructure development in the world heritage site requires a tactical approach informed by in-depth knowledge. Furthermore, to understand the public-private partnerships a comparative analysis of projects worldwide is done. Some infrastructure development projects succeeded whereas others failed due to a number of reasons. The study tries to cite examples of other projects although placing emphasis on the reasons behind the constraints and obstacles encountered (Karl and Maria, 2009:354).

3.3 Research methodology

3.3.1 Study area

Data collection was conducted in the following villages; Mokopeng village, Weening village, Valtyn tribal authority, and Segagapeng. Mokopeng village is located in the Makapansvalley World Heritage site with the average of 49 homesteads estimated at six persons per household. For face-to-face interviews I selected informants based on their familiarity with the Makapansvalley World Heritage Site project.

In the face to face interviews the members who received training through Makapansvalley World Heritage infrastructure development project were selected. The researcher also selected informants from delegates from both public and private sectors per authorities meeting often held. The people in Mokopeng village represents many tribes of the Limpopo province. These include the Vhavenda, Vatsonga, Amatebele, Bapedi, and the Boers who are farmers within the parameters of this village. The Mokopeng village is made up of families that migrated into the area as result of migrant labour movements that took place in the 1950s. According to the Cherdy Social Impact Assessment report, (2005:45) the average of less than 5% females have at least reached standard nine whereas only 3% males have standard nine as their highest qualification. Nonetheless, due to the growing interest in Makapansvalley World Heritage Site, some volunteers have undertaken training and skills development in conservation, driving, tour guiding, and first aid where level four certificates were issued. Only seven males have been trained in those areas.

I also have conducted the study in the Weenen village which is west of Makapansvalley World Heritage Site. This village has a total of 15 homesteads with an estimated three persons per household. It consists of workers from the Weening brick manufacturing company in the area. During data collection in this village, the researcher primarily engaged with a group of youth of aged 18-25 and because of the winter school holidays, the participation was good. Few adults participated because many of them work even during the weekends. The researcher also conducted some interviews in the Sekgagapeng village west of Mokopane city. The people of Mokopeng are mostly former residents of Mokopeng who relocated in the early 1990s to be closer to town. In the very same village is where some of the Amatebele of the north under Chief Valtyn Kekana and the mixture of Tsongas and Pedi live.

In this village the researcher purposely selected interviewees through the snow ball sampling method. Some of the participants often referred me to others that sounded

knowledgeable about Makapansvalley World Heritage Site. The researcher again conducted data collection in the Mokgalakwen municipality chamber. This is where stakeholders meetings are often held. Some interviews and participant observation were conducted there. I also did some studies in Polokwane where participants from the private and public sectors are based.

Table: 4 Profile of participants in this research

Response by constituency	<i>No</i>	<i>Per cent</i>
Academia	2	7
Business	7	25
Government	6	21
Labour	6	21
NGO	3	11
Parastatal	2	7
Youth	2	7
Female	9	32
Male	19	68
<u>Total</u>	28	100
Female	9	32
Male	19	68
Total	28	100

3.2 Population

For quality reporting the identified population was clustered into the category of public and private sectors. The population is organized in the manner that reflects on the views of the appropriate institutions; hence the report will cover these views under the public sector if they emanate from government departments and agencies and the private sector accordingly.

(a) Public sector

In this context, public sector covers government departments and their parastatals as well as the institutions declared as public entities in South Africa.

- South African Heritage Resources Agency (SAHRA)
- Mokgalakwena Municipality
- Limpopo Economic Development, Environment and Tourism (LEDET)
- Mokokong Community living at Makapansvalley World Heritage Site.

(b) Private sector

These included the following private institutions and independent consultants;

- Engineering companies
- Quality surveyors
- Heritage Consultants
- Landscape Architecture
- Architectures
- Project co-ordination companies

- Consultants in Social Impact Analysts, Environmental Impact Assessment, and Heritage Impact Assessment fields.
- Tourism and Hospitality companies
- Mining companies around Makapansvalley World heritage sites
- Mokopane Chamber of Business.
- National Lottery Distribution Fund and the European Union Local Government Support Fund.

Data collection was conducted at Mokgalakwena Municipal area in the following villages; Mokopeng Village that is located within the Makapansvalley World Heritage Site, RDP houses Section which is also within the heritage site, and Weening Villages that is located 10kilometres west of Makapansvalley World Heritage Site. Data collection was conducted from the 1st June 2009 to 30th August 2009. The researcher conducted in-depth interviews wherein semi-structured interview was done. Face-to-face interviews were done through door-to-door visits in Weenen because this village has at least fifteen households that were manageable. The researcher also conducted lots of observations during the Makapansvalley World Heritage Site steering committee meetings and workshops organized by different government departments on heritage-tourism and infrastructure development.

On the 12 August 2009, there was the economic cluster workshop organized by the ruling party in South Africa the African National Congress that focused on heritage-tourism business in Limpopo province. The workshop was attended by members from media, government, private sector and ordinary people. Although one cannot say the views of the workshops attendees represent the views of the people of Limpopo province, one had the opportunity to listen to people`s experience and frustrations regarding heritage-tourism business potential in the Limpopo province. The researcher had the opportunity to explore different dimensions on the challenges and opportunities lying ahead of heritage-tourism in Limpopo province. During the workshop participants or members who were present were divided into commissions with a set topic to brainstorm and make a brief report. The group discussions embarked on helped in minimizing bias in that groups were given different sets of sub-themes to analyze and make suggestions. Comments made by different group members during report presentations gave the researcher the opportunity to validate the content of each presentation. Qualitative data analysis was done in terms of patterns, content, frequencies, and sub-themes derived from empirical data collection.

The demographic profile of the participants during data collection suggests that the groups that were developed during the Economic cluster workshop had more males than females. In total the number of participants was forty with 27 male and thirteen female candidates. However, during the

face-to-face interview conducted in the Villages at least 75% of the participants were female. Out of the interviewed members 16% were females aged between 18-22 years while the other category of adults had 19% of members aged between 23-30 years. The other groups had 35% of women aged between 35-55 years and at least 15% of pensioners aged between 55-65 years were interviewed. The male participants were at least 25% of which 15% were youth aged between 25-35 years and 10% were over 40 years old.

CHAPTER FIVE: FINDINGS and INTERVENTION

5.1 Introduction

The empirical data collection established that there are many challenges in the Limpopo province that require attention to pave way for the public-private sector partnerships. Among others are, lack of access to market, skills and capacity problems, poor heritage-tourism linkages, slack government commitment, lack of policies and legislation, poor planning and co-ordination, poorly defined role of key stakeholders, lack of access to finances, and lack of a data bank.

5.1.1 Lack of access to market

The empirical data collection established that emerging entrepreneurs in Limpopo province are finding it difficult to get a breakthrough into heritage-tourism business. Both the private and public sector are viewed to be equally responsible for different reasons. For example, it was brought to the researcher's attention that application for business licenses takes longer than anticipated due to a complicated process that needs to be followed. An applicant is expected to satisfy the requirements of different authorities who each have a defined time-frame to respond, which is time consuming and frustrating. Even in time of erection of the required infrastructure for heritage-tourism there are other procedures that need to be satisfied due to various applications that must be done prior to development (ANC, 2009).

These include conducting of a heritage impact assessment in case an old building is to be rehabilitated to suit the entrepreneurs' needs. It also entails an application process for exemption from doing an environmental impact assessment. In an interview one informant echoed that sentiment by saying it took them about seven to eight months to get their license and satisfy state requirements. Emerging entrepreneurs are reportedly finding it difficult to access services through bulk sellers because of various reasons. For example, bulk sellers expect to do business with individuals with at least big and well furnished accommodation and transport infrastructure.

“ I mean municipalities must have records on areas they deem are of high environmental and heritage significance. This will help in reducing the redtape in entrepreneurship permit applications”. Sibiya Mcelane, an entrepreneur aged 42 years.

Access to incentives must be feasible to a level that helps emerging entrepreneurs sustain their businesses. Some entrepreneurs also raised concerns over complicated processes and delays caused before incentives are granted. They even felt overlooked when it comes to the tendering process to handle major state events or business. Instead, they feel the state continues to give bulk sellers big contracts no matter how poor the services they are receiving at some points. It was also brought to the researchers' attention that the issue of lack of a unique procurement system at local and municipality level is another major setback. Each municipality is independent as to who and how they procure services and goods. Emerging entrepreneurs remained overlooked the most, which makes the Broad Based Black Economic Empowerment policy unachievable. A participant had this to say

".....My problem is that why do the government departments expect the five star services at an emerging lodge? But when you are taken to some of the five star hotels in the country, you will learn that they are performing below what is expected of them, hence people are fascinated about spending a night in the five star hotel that gave them poor service though" (Mary Selepe, entrepreneur, aged 35).

5.1.2 Lack of heritage-tourism linkages

It is generally accepted that heritage alone cannot bring massive tourists in the Limpopo province. This is simply because people who pay visits the most to places like Makapansvalley World Heritage Site are academics and school groups. It is still a necessity to link heritage-tourism to sport and recreation institutions. However, this is currently not happening due to lack of adequate facilities in the Limpopo province to host major sporting tournaments. These include lack of International accredited cricket facilities and high performance institutions for boxing to enable the province to host major tournaments (Bruxelles, 2008:104).

A participant lamented:-

"..... I have raised this couple of times in meetings of this nature, that Limpopo needs sporting facilities especially a cricket stadium that can host bigger tournaments. Lack of these facilities is costing Limpopo millions of rands. That needs an urgent intervention if we really care about the people of this province" Berry

Risenga, aged 55, entrepreneur.

5.1.3 Knowledge production problem

Research and skills development is still a challenge in Limpopo province as the empirical study has established. Exchange programs must be embarked on to help marketing and skills development of both existing and unknown heritage sites in the province. The public sector is expected to expand links with international communities to promote heritage-tourism.

“The exchange programs must also be informed by the need to attract investments in areas that need improvements” (Lufuno Hwimbi, ordinary citizen, aged 55).

The state`s ways of doing business with investors must be monitored to ensure that it builds the capacity of local people. It was also brought to the researchers` attention that there is lack of recognition of black companies by the state. The state is expected to build SMMEs by providing them with opportunities and by providing incentives to those major companies interested in partnering with them.

The research has established that Limpopo province is rich with heritage sites that can boost tourism development. However, the challenge is still with the public sector to ensure that such heritage sites are identified and promoted. It was brought to the researchers` attention that the heritage sites that have been popular in the province were promoted by academic institutions. For example, the knowledge wealth of Mapungubwe World Heritage Site in the province rests with the University of Pretoria.

In another example, the wealth of knowledge and literature on Makapansvalley World Heritage Site rests with the University of Witwatersrand. It was established that university`s way of dealing with information dissemination is quite independent from any government legislation.

This seems to suggest that it becomes the prerogative of a particular university to make research information accessible to the public. In as much as the public sector acknowledges the independence of academic institutions, it is imperative for both parties to collaborate. History tells that the collaboration between previously white owned Universities and the government once

reached a boiling point. The interview enabled the researcher to establish that the repatriation and reburial of human remains process of Mapungubwe World Heritage Site might have triggered some universities to withdraw their support from public sector operations. The withdrawal is seemingly having a negative effect on the growth and development of heritage-tourism in the Limpopo province.

5.1.4 Slack government commitments.

In an interview one informant argued that the state is strategically placed to make a decision as with whom do they want to partner. It is well placed to give reasons to the investors on why they should invest in Makapansvalley World Heritage Site. They can derive attractive benefits; hence they must provide human and financial resources. According to its Integrated Development Plan (IDP), the niche market of Limpopo province is Agro- Tourism business. It stands to reasons that the financial commitment of the Limpopo provincial government is channeled to this sector. In an interview, the researcher established that heritage is yet to be defined within the Agro-Tourism perspective. Its contribution towards research, health and education is yet to be promoted that it is aligned to the provincial government priorities. The study again established that heritage-tourism is benefiting foreigners than locals in as far as the arts and craft is concerned. In most tourist attraction points the art and craft materials found are products of foreigners particularly those of Zimbabweans.

Makapansvalley World Heritage Site as a developing tourist's attraction site is yet to be managed in a way that controls abundance of foreign oriented materials. The government's commitment, according to informants interviewed, can be measured in terms of resources that it is pumping towards securing business in international markets. It can also be measured in terms of its zeal to fight corruption and maladministration in the public sector.

5.1.5 Lack of policies and legislation governing heritage-tourism

Infrastructure development is subject to development control measures set by the state. However, it is expected of the provincial government to establish policies and legislation that monitor and control development. The study has established that poor development control that is experienced

in the Limpopo province is the reasons behind erosion of potential heritage-tourism sites. Lack of human capital in the departments that foster development control requires immediate attention. The interviews and participant observation helped the researcher in establishing that there is currently no legislation that forces entrepreneurs to plough back to communities where they are extracting resources.

There is also no legislation that compels academic institutions to share information or contribute through research towards the development course of the country. The researcher established that the courage and determination to improve the quality of human lives in the country (South Africa) rests with previously disadvantaged black universities. This is happening even though some of those universities are still lacking desired resources to deliver good service. The reasons underlying the lack of policies from the public sector were also examined. Most informants that contributed to this research have accepted that government commitment towards policy development is doubtful. The researcher dug deeper to establish more facts on this matter. He was then invited to visit heritage management agencies and departments to see whether there has been any provincial legislation or policy since the dawn of democracy.

In an interview with other informants it was revealed that strategic positions with influence on what needs to be proclaimed are occupied by the white people whose support to the black people led government is doubtful. Monitoring and evaluation of the performance of agencies and statutory bodies managing heritage-tourism matters in the province is reportedly poor. For example, in terms of the National Heritage Resources Act, 25 of 1999, Provincial Heritage Resources Authority, which in this case the LIHRA is.

The South African Heritage Resources Agency the SAHRA is responsible for assessment of the performance of this institution. In an interview, it was established that the Limpopo Heritage Resources Authority is yet to be assessed although it has been in existence since 2005. Moreover, the empirical data revealed that the Limpopo Heritage Resources Authority is operating with one employee that is responsible for all heritage matters of the province. So, promotion and declaration

of new heritage sites is suffocating as a result of understaffing of this institution. This is also the reason why policy establishment is not effective.

5.1.6 Lack of planning and co-ordination of infrastructure development

According to informants interviewed, LIHRA is viewed as a statutory body than a public entity or agency. The source revealed that the LIHRA is viewed as the government departments' strategic organ hence it has a clear mandate to serve as an autonomous body. A failure to give the LIHRA a free role to play its part impacts negatively on its mandate and expected operational budget. The LIHRA is subjected into a provincial departments' strategic organ which compromises their potential to be declared a public entity.

Thus, the LIHRA has a function to set provincial standards that must guide infrastructure development. It is expected to ensure that heritage is not used for either sectarian gains but for nation building and unification. It is the institution that is expected to guide the Member of Executive Council (MEC) serving under the Department of Sport, Arts, and Culture in the Limpopo province. It has the authority in terms of the law to monitor and enforce compliance to the heritage laws under the Department of Sport, Arts and Culture.

Nonetheless, the Department of Sport, Arts, and Culture has the moral authority to fund and monitor financial matters whereas the SAHRA's task is to monitor the LIHRA's performance on heritage resources management matters. One must argue that the planning and co-ordination of the LIHRAs' functions is presently not healthy for private-public sector partnership. This is simply because the LIHRA cannot make an independent decision no matter how advantageous it may sound to heritage-tourism infrastructure development.

5.1.7 Lack of a defined role for key stakeholders

It is generally accepted that the key stakeholders in heritage-tourism matters are the following; government departments (public sector), Non-Governmental Organizations (NGOs), Traditional Leaders (Custodians of heritage sites), Private sector (entrepreneurs), and Communities.

(a) Public sector performance at Makapansvalley

Heritage management has become the focus point of political debates and turmoil since the birth of democracy in South Africa. The public service is expected to lead the process of reconciliation and nation building to enhance peace and stability in the country. Heritage to critics is the footprints of the hardship faced by the black people during the apartheid regime. In as much as the black people would want to eradicate all objects and buildings that remind them of the past, they are faced with resistance from heritage authorities. So vandalism of such heritage sites is experienced as a way of protest against public sector decisions.

Poor handling of political turmoil between academic institutions that were involved with handling of the repatriation and reburial of Mapungubwe World Heritage Site and National Park compromised service delivery to a great length. In this case, it pushed academic institutions to a back foot whose effect manifests in a lack to promote some heritage sites in the Limpopo province. In fact, the government agent whose name is known to the researcher that is involved with Makapansvalley World Heritage Site was forced to access information useful for site infrastructure development at a fee.

Lack of comprehensive legislation and policies in the Limpopo province particularly on heritage-tourism matters led to the manipulation of existing systems. For example, heritage management institutions in Limpopo at some point found themselves with a task to reconcile conflicts of interests' between councilors in key strategic areas of heritage management. Heritage matters are currently in the hands of the public sector hence their role is limited to merely protecting heritage sites against vandalism than developing them. It stands to reason that the public sector has done very little to attract investments on heritage site development.

(b) Non-Governmental Organization involvement at Makapansvalley World Heritage Site

The researcher has established that the National Lottery Distribution Fund pledged R16 million for infrastructure development at Makapansvalley World Heritage Site. The funds were earmarked for erecting tourism interpretive facilities at Makapansvalley World Heritage Site. This study revealed that the funds were misappropriated due to poor accountability by the recipient of the funds. The researcher dug deeper to establish the reasons that prompted to the unfortunate situation as

argued by one informant. The research established that the recipient of the funds happened to have committed some funds to areas that were not budgeted for in the proposal without prior approval from the relevant authorities. So, one may say that the credibility of an institution can influence or ruin project development.

(c) Land claims and traditional leadership controversy

Land claims and chieftaincy claims hit Makapansvalley World Heritage Site heritage-tourism infrastructure development. History tells that the farm Makapansgat was once occupied by the clans that the land claim commission recorded as the Shamane-Magashula. It is believed that this clan was forcibly removed in terms of the 1913 Land Act in favour of the white farmers. It was brought to the researcher`s attention that the Shamane-Magashula won the land claim from the beneficiaries of the land Act of 1913. By the time of reporting of these findings, it was brought to the researchers` attention that there is a claim that was registered with the commission from the residents who are primarily farm workers.

An informant argues that there is Kekana tribal authority that also needs recognition since the historic caves at Makapansvalley World Heritage Site center on them. However, the project developers were faced with a challenge to be brought on board during the chieftaincy claim. Traditional leaders are believed to be the custodians of heritage sites. They are reportedly to have done some preservation of sites through enforcement of Indigenous Knowledge systems. Their input is required in project development since it serves no good purpose to violate some conditions set by the chief. A failure to observe the terms and conditions set by them could ruin the project.

To preserve the living heritage for Makapansvalley World Heritage Site, the Kekana chief is often consulted to lead the “ u phasa” ritual before any major occasion occurs. “u phasa” is the venda verb meaning to conduct a ritual to appease the ancestors or inform them about anything that is about to take place in the family or the area associated with a particular clan leading the rituals. The Matebele a Kekana are currently using Makapansvalley World Heritage Site for offering rituals and sacrifices to appease their ancestors. This is simply because in 1854 during the Matebele and

Boers war many Ndebele people were assassinated in one of the caves that is now called the Historic Cave.

In remembrance of this historic moment a monument (see figure 7) was built. Criticism however was laid against the rationale of placing a structure in the sensitive heritage site by the heritage professionals. They are also challenging this matter on the basis of visual pollution that this monument is causing.



Figure 7: A monument erected in memory of his majesty Kgosi Mghombane of the Matebele a Kekana tribe. The name Mokopane is a Sepedi version of Mghombane a Ndebele name whereas Makapansgat is the Afrikaans version derived from the same name.

(d)The involvement of private sector

The level of involvement of the private sector in Makapansvalley World Heritage Site has two phases. In the project conception phase, members from the private sector voluntarily conducted research, drew sketches, conducted all the necessary paperwork, and gave technical support for project development. More importantly they did all of this to develop a world heritage site nomination and declaration dossier for UNESCO`s consideration. The team or steering committee that led the proceedings was driven by volunteers that felt that some of their members happened to have gone behind them to the lottery to claim money without their knowledge and decided to withdraw from the Makapansvalley World Heritage Site project. According to one informant, universities that were in the forefront of leading research and site development withdrew because of the political attacks faced by Witwatersrand University and the University of Pretoria over the human remains that they were keeping but needed to be restored back to the site. It seemed obvious that the Witwatersrand was likely the next institution to be forced to repatriate all that was taken from Limpopo province heritage sites.

(e)Community involvement

Makapansvalley World Heritage Site is surrounded by the Mokopeng village and farms where some community members work. Community participation was encouraged in terms of the minutes of meetings held. The land claims and chieftaincy claims however limited the participating group to the farm workers. The community from Kekana tribal authority and the Shamane-Magashula were often not considered. The study established that lack of knowledge among community members on heritage matters has led to a point where many historical objects were taken from Makapansvalley by researchers.

Some community members are continuing to build houses in areas of heritage importance without the necessary permit (see figure 8). It also established there has been illicit trafficking of heritage objects taken from Makapansvalley World Heritage Site. It was also established that poor supply of basic social services makes people vulnerable where they ended up tempering with heritage sites.



Figure 8: A house built in the heart of Makapansvalley World Heritage Site

The picture here shows two elements of environmental and heritage management concerns. There is lack of sanitation resources which leads to erection of pit toilets that are believed to be causing environmental concerns in the area. This is simply because of the fact that there is a water bed rock few meters under the ground. It also shows the possibility of population growth within the declared heritage site that may lead to deforestation and over harvesting of fauna and flora. Some researchers have argued that the population in the area has risen since the site drew the attention of both public and private sector`s.

Community vulnerability has been marked as a serious threat to heritage-tourism attraction points. There have been veld fires and overgrazing due to the growing population of livestock based at Makapansvalley World Heritage Site. Community members are reportedly allowing outsiders to give them herds of livestock to look after because of the current availability of grazing land. The growth of cattle herds at Makapansvalley World Heritage (see figure 9) is increasing yearly because of the recent drought in most parts of the Limpopo Province.



Figure 9: Overgrazing is another area of concern in Makapansvalley World Heritage Site

5.1.8 Lack of access to finances

Emphasis on the establishment of a tourism bank was made by a group of entrepreneurs in interviews conducted. There must be a bank that will be aimed at granting loans to the SMMEs that are participating in heritage-tourism businesses. It was suggested with the view to improve tourism and hospitality infrastructure in the Limpopo province. Although the statistics report 2008-2009 financial indicates that tourism and agriculture are the most financed sectors much is still needed on the side of injecting attractive incentives to tourism industries. Recommendations were made that other funding institutions must be encouraged to enhance emerging entrepreneurs in this regard.

It is generally accepted that the bank requires a track record of banking and financial management performed by the company that is applying for a loan. This costs emerging entrepreneurs that are without the traceable performance record. Ironically, the researcher hardly heard any suggestion from the members interviewed proposing the idea of building co-operatives. It also helps in risk sharing and management in case of disaster. Delegates from the public sector, especially those of a high political profile expressed words of discomfort in dealing with black owned companies in South Africa at large.

“..... much as we are prepared to empower our SMMEs`, it becomes very disappointing that our BBBEE companies can't manage their own finances well. If one gets a tender worth R1.5 million the next day you find them driving luxury cars and living in expensive houses than investing in his own business.....”. (Mokopi, aged 55 years).

The sentiments raised suggest that the task ahead is also concerned with educating the SMMEs on matters of invest distinguishing what is business from private life.

5.1.9 Lack of a data bank

In a consultation meeting with economic clusters organized by the African National Congress in Limpopo, it emerged from the entrepreneurs that investment attraction relies on transparency. Investors are interested in establishing what the Limpopo province can give in heritage-tourism. They want to know how has the province been performing in retrospective, and also what benefits are anticipated in partnering with them.

“A data bank is what is needed to enhance transparency as to attract tourists to Limpopo.” (Muelekanyi Sidoni, entrepreneurs, aged 35.)

The study found out that the lack of a data bank in the Limpopo province is due to the lack of capacity at local and municipality level. It was brought to the researchers' attention that there is lack of personnel handling tourism matters in many municipalities. This is because there are no designated staffs in some municipalities that are responsible for tourism management.

The interview revealed that some municipalities do not even have a section that concentrates on heritage-tourism matters. Instead, tourism issues are dealt with in a loaded local economic development unit that appears understaffed. These sentiments were even echoed by the delegates from the heritage management sector who stated that, in terms of the National Heritage Resources Act, municipalities are expected to establish the office that strictly deals with heritage matters. It is expected of the municipalities to identify and promote heritage sites in their areas for consideration for placement on provincial and national heritage sites list. Poor monitoring and implementation of this responsibility is the reason why tourism industry is not making progress in the Limpopo province. It seems to the researcher that the province's only chance to achieve this is through

capacitating the municipalities and provincial institutions responsible for heritage-tourism business. A data bank is a database where tourists can surf information about potential investments in heritage-tourism of the Limpopo province. The Limpopo Department of Tourism must fund this project since they are the custodian of heritage-tourism.

5.2 SUGGESTED INTERVENTION

5.2.1 Protection of intellectual property

The study found that acknowledgement of people's efforts is not happening. Instead, people are contributing through their drawings, research, and development of programs to the extent that some are re-used without acknowledgement. It was also raised that some clans that are associated with a particular heritage site are used to source information but the royalties derived from selling the end product are not ploughed back to the source of data.

5.2.2 Reduce investment risk in heritage-tourism business

An informant hinted at the geographical positioning of Makapansvalley World Heritage Site as a risk to investment. He mentioned that Makapansvalley World Heritage Site is too close to Mokopane town.

Already, there are many bed and breakfast institutions within a reasonable distance from the heritage site that have ignited market competition. Tourists might not necessarily be forced to stay on site or buy goods on site when they can just drive for less than 20 minutes to town. Guided by his response one would argue that chances to have the private sector to erect the required resources are threatened which in turn puts a further burden on the state to provide for roads, educational and tourism and hospitality facilities.

Other fears raised from the private sectors' perspective are that there is no guarantee in most cases for the guests to want to tour a world heritage site. People interpret heritage site differently, guided tourism is presented based on an individual's' subjectivity. The post-apartheid era saw many aspects of life in black and white terms wherein it appeared that there must be a white peoples' heritage and that of the blacks. This approach compromised the national cultural identity

that should have been presented through heritage sites. It has been difficult for white owned enterprises to inject funds towards building what is portrayed as the blacks` heritage.

5.2.3 Establishment of provincial heritage-tourism legislation and policy

It is generally accepted that the establishment of legislation and policies informed by the needs of the people can work. Staffing of institutions that will monitor and enforce compliance to those policies and legislation must be done. Placement of staff that is zealous to implement the mandates of the ruling organization in key strategic areas must be done. Policy development should be used as an instrument to measure the performance of each government department. The interview established the need to have policies that enforce partnership with SMMEs as a way of capacitating them.

Policy analysts encourage that the following procedure must be applied; setting of clear objectives, principles, rationale, funding, performance measurement, target audience or beneficiaries must be done. To elaborate on this the objectives of the policy must be aligned to national government priorities in case of the public sector; whereas on the side of the private sector, it is expected that their objectives must be development-oriented. Principles outlined in the policy must reflect on issues of human capital, financial resources, and capital resources management. It is important that the policy must be geared to source funds, in this case, funds for infrastructure development. Performance indicators that are measurable must be reflected and the target audience must be set.

5.2.4 Training and development of SMMEs

This study has established that many SMMEs in heritage-tourism industry are owned by individuals. Some of them started their business because of lack of job opportunities in the field in which they have trained. They embark on business while they are still fresh from the universities without the necessary experience. It is imperative that training courses must be introduced to assist emerging entrepreneurs. There is a need to provide basic financial management courses to help them deal with budgeting and allocation of financial resources in a way that will sustain their

businesses. Business management can be viewed as a natural gift or inborn trait possessed by an individual, however, it is imperative for emerging entrepreneurs to be trained so that they are able to read market opportunities and failures.

Aspects of corporate governance teaching must be done to enhance good governance and accountability. The credibility of an institution is believed to be determined by the way it does its business particularly how human capital is managed. It has been established that some SMMEs are failing due to poor marketing and branding. The state must introduce the systems that will help in marketing emerging entrepreneurs at small fees for a particular period. The state must as well show confidence upon these SMMEs by awarding them reasonable contracts that will help them grow. This can happen if they set training assessment criteria that must be satisfied to enable one to qualify for attractive state tenders. The idea of Broad Based Black Economic Empowerment was perhaps a good starting point to capacitate them. Ironically, huge funds were injected into ventures run by inexperienced individuals that eventually led them to heavy debts that spoiled the programme's output. It is important to indicate that technology is still a problem to many people in the Limpopo province due to high information and computer illiteracy. Guarantee issuing on long term contracts must be given to fully accredited institutions that have been thoroughly assessed and trained.

5.2.5 Co-operative agreement based on mutual respect

Building of co-operatives must be encouraged to enhance skills development and capacity building. Poor monitoring of small business in the province led to manipulation of systems that were intended to benefit women, the youth and people with disability problems. Some were used as shareholders to companies that they never knew or heard about. Manipulation of the government tendering system was experienced because of poorly established accounting standards. This study established that some government` parastatals or agencies are led by influential political figures in the province. It is happening that the Chief Executive Officer is politically superior to the chairperson of the board that governs a particular institution. Ironically, the CEO becomes the final decision maker that can change the procurement systems to his favour if he so wishes.

This in turn compromises the platform on which co-operatives are established. Development of tourism routes is still a necessity in the Limpopo province. Co-operatives can perform well in linking their businesses to guide their clients. To enable the co-operatives to perform, it is important that partners develop a unique product that defines a corporate. For example, in Mauritius open market sellers and sewers are noticed by the clans' artistic expression. Each clan develops a unique design that is applicable to all products that may produce in future. In other words, they sell a family cultural trait portrait in a product. This limits lack of trust among co-operatives while it enhances the chances for them to work together in a provided work station. (ANC Economic Cluster meeting, 12/08/2009)

5.2.6 Linking heritage-tourism with other tourism attraction activities

Limpopo province is experiencing a growing number of religious and health tourists according to the tourism statistics guide. It is imperative to link these massive tourists to heritage sites that are within the province. Makapansvalley World Heritage Site is strategically placed to benefit from the tourists identified. Heritage specialists agree that Moria Zion City that pulls massive tourists annually is also a heritage site in terms of the set standards of site identification in South Africa.

The challenge therefore is to get this message across members and leadership of this institution so that they understand the significance of heritage-tourism. The upcoming 2010 Soccer World Cup seems to have helped in the improvement of sports facilities in the province. However, stagnation on infrastructure development at Makapansvalley World Heritage Site seems to be costing the heritage-tourism the opportunity to host some soccer fans. There is a need to erect other sporting fields like the International Cricket facilities and golf course to boost the heritage-tourism industry. These can be erected in town to reduce visual pollution on the heritage site.

5.2.7 Participation in exchange programs

In appreciation of the initiative by government of South Africa to embark on a cultural exchange agreement with Germany and Finland, it is highly recommended that the opportunity be used to enhance skills in heritage-Tourism business for the benefit of Small Medium and Microeconomic sector in the Limpopo province. For this program to benefit the province, it is imperative that more researchers be invited to assist in the development and promotion of heritage. Political heads must be empowered to understand the importance of heritage tourism in the province. They must take part in ensuring that infrastructure development at heritage sites is given equal capital budget consideration.

There is also a need to quantify the inputs of heritage-tourism in the provincial growth and development strategy of Limpopo. They must be informed of the capacity of heritage towards fostering conciliation and nation building. Capital budgeting to enhance rehabilitation and development of heritage sites in the province must be encouraged.

5.2.8 An integration of heritage & tourism to other government programs

Heritage as a discipline cuts across all spheres of human lives. It has appeared that many departments have a section on Indigenous Knowledge Systems (IKS). Researchers are underway in the health, science, arts and culture, environmental and tourism sector and other government departments and private sector which is a positive contribution in heritage development.

5.2.9 Capacity building at local and municipal level

To achieve infrastructure development, it was recommended that Municipalities must be capacitated. According to an informant, municipalities have very relaxed procurement system. Moreso infrastructure development fits well in Integrated Development Programs (IDP). These were presented as municipality vehicles that can deliver the required infrastructure. Heritage professionals were urged to support the municipalities that are without capacity on heritage-tourism matters. Standardization of ordinances in the municipalities is highly recommended creating a

uniform procurement system. This will also help in building a feasible business license application that is uniform to all municipalities.

5.3 CONCLUSION

In conclusion the Makapansvalley World Heritage Site infrastructure development projects ironically unearthed two elements of public interest. Firstly, it has revealed a general feeling from the entrepreneurs that indeed heritage-tourism is the key to social and economic development of the Limpopo province. The private sector's appeal to the government urging it to invest maximally in the heritage-tourism industry is an indication that there is slow response from government towards building the capacity of Small Medium Micro Enterprises in the Limpopo province. Secondly, the Makapansvalley project helps this study in analyzing public participation in heritage management issues. Thirdly, the study presented arguments on alternative means to address a funding problem which is now the area of general concern to other world heritage sites in Limpopo. These are different forms of Public-Private Partnership models that can be tried. Fourthly, issues of risk management were discussed to send a message on potential aspects that can compromise the anticipated output of the Public-Private-Partnership.

The study also reflects on the need to address the key aspects that are still lacking in preparations of a fair heritage-tourism business in Limpopo. These are; lack of access to market, lack of heritage-tourism linkages Knowledge production problem, Slack Government Commitments lack of policies and legislation governing heritage-tourism, lack of planning and co-ordination of infrastructure development, lack of a defined role for key stakeholders, and lack of a data bank.

Interventions to address the identified problems affecting heritage-tourism infrastructure development and slack private sector commitment are suggested below. Lastly, the study revealed that, somebody take a risk to develop heritage-tourism infrastructure. The state must take the lead and find ways to invest in heritage-tourism while encouraging private sector to follow suit.

6. REFERENCE

AGES (2007) Vredefort dome World Heritage Site Integrated management plan: future implications of the world heritage site (Infrastructure development), South Africa, Bloemfontein.

Allen, G.(2003), “ The private finance initiative” Research paper 03/79. London. UK-parliament: House of common Library.

ANC (2009) Economic cluster seminar on heritage-tourism. Polokwane, ANC press.

Anderson, R. (1998) Intuitive inquiry: A transpersonal approach: Transpersonal research methods for social sciences: Honouring human experience. Thousand Oaks, CA: Sage publications.

Anderson, R. (2004) An epistemology of the heart for scientific inquiry: The humanistic psychologist. Thousand Oaks, Sage publications

Ann, A.S.(2001), Culture and Development in Africa. Washingto DC, World bank.

Ann, A.S.(2001), Valuing the past envisioning the future: local perspectives on environmental and cultural heritage in Ghana. London, Butterworths.

Baker, D.(2006)Reconciling Public & Private interests in the planning and development of airports: Australian Experience 1995. Australia, University of New Wales.

Bennet, J.A. (1995)Managing Tourism services.Pretoria:J.L Van Schaik

Bless, C & Craig H.S. (2000), Fundamentals of Social Research Methods: An African perspective 3rd edition. Cape Town. Juta.

Boardman, A.E., & Hewitt, B.A (2004) North American Infrastructure P3s: Examples and Lessons Learned. Canada. Simon Fraser University.

Brian, H.(2005),Infrastructure: A field guide to industrial infrastructure. New York, W.W Norton and Company.

Bruxelles, F. (2008)Guidelines for successful public-private partnerships. European Commission. Brussels.

Buse, K. (2004) Governing public-private infectious diseases partnerships. Brown Journal of World Affairs. Winter/Spring, Vol. X, No.2. P34-39.

Buse, K., & Walt, J. (2000)Global public-private partnerships part II- what are the health issues for global governance?. Bulletin of the world health organization. 78(5)., 699-709.

Carney, J.(1997), Categorizing, Coding, and Manipulating Qualitative data. University College.Oxford.

Charles, C.(2006) Reconciling public sector efficiency with equitable governance: The case of Botswana at the crossroads. Botswana, CPSA Conference paper.

Cherdy, H (2005) Social Impact Assessment report for Makapansvalley World Heritage Site. SAHRA-Polokwane Archives. Not published.

Christian, R (2003) Tourism and development in Africa. *AfricaInsight Journal On Line*, Vol 33, No 2, PP3-8.

Corner, D 2005 The United Kingdom private finance initiative program: challenge of allocating risk. *OECD-Journal on budgeting*, Vol 5, No3, PP 40-44 .

Cooper, C. (2005), *Tourism, Principles and Practice*. London, Pearson Education.

Corsane, G. (2005), *Issues Heritage, museums, and galleries: an introductory reader*. USA, Routledge publishers.

Cresswell, J.W (1998) *Qualitative inquiry and research design*. Thousand Oaks, Sage publishers.

Cyprus, A.(2002), *Rural tourism and challenge of tourism diversification*. London, Longhirst Hall.

Dieke, U.C. (2003) *Public-Private-Partnership for tourism development: Some reflections on Africa*. Africando.

Doyle, P., Michael, D., & Strauss, P (1976) *How to make meetings work*, Jove books, New York.

Dunning, J.E.(2006) *Towards a new paradigm of development: Implications for determinants of international business*. *Transnational Corporations*, Vol.15, No.1. United Nations, Geneva

English, T.D (2005) *Public-Private Partnership: Some European experience*. London, Edward Elgar publishing LTD

Evans, J., & Bowman, G. (2005) Getting the contract right. London. Edward Elgar publishing LTD.

Fisher, Rodger & Williams (2005) Getting to yes: negotiating agreement without giving in, New York, Penguin books.

Gannon, M and Smith, N (2009) The rise and fall of public-private-partnerships: How should LRT/Metro transport infrastructure be funded in the United Kingdom. London, NAO- Association for European Transport and Contributors.

George, R. (2007), Managing tourism in South Africa. Pretoria. Van Schaik.

Glasser, B,(2001), Economic development and political reform: The impact of external capital on the middle east. Cheltenham: Edward Elgar publishing.

Grev, C., and Ejersbo, N. (2005) Public-private partnerships for infrastructure development in Denmark: from local to global partnering. London. Edward Elgar publishing. LTD.

Gustav, V and Magnussen, A (2003) Developing a world heritage site: The Cradle of Human Kind. Africalnsight Journal On Line, PP78-86.

Hammami, M,& Yehoue E. (2006), Determinants of Private-Public Partnerships in infrastructure. IMF Working paper WP/06/99. Ronald Daumont.

Halseth and Ryser (2007) The development of partnerships by the voluntary sector to address service needs in rural and small town Canada. International society for third sector research and the Johns Hopkins University. Vol.18. 241-265.

Hancock, B. (1998), An introduction to Qualitative Research. University of Nottingham, Malaysia, Trent focus group LTD.

Haruna, K.G (2003) Reforming Ghana`s public service: issues and experience in comparative perspective. Public administration review, Vol.63. No.3. 343-354. Emerald Group publicity LTD, Emerald Insight Journal On line.

Harling, C.M.P(2003) Qualitative research. Pretoria. Van Schaik.

Hedblom, K.(1998) Whats the deal? The pros and cons of the Minnesota highway rights of way fiber optic project. USA, Minnesota University press.

Hodge , H.D & Greve, N.N (2005)The challenge of public-private partnerships, Learning from international experience. London. Edward Elgar publishing LTD.

Ibrahim, K. & Girgis, A. (2001)The importance of Public-Private-Partnership in the current downtown. World Bank- World washinton DC, United Nations Travel & Tourism council.

Jackson, C.Y. (1997) Strategies fro managing tensions between public employment and private service delivery. Public productivity and management review, Vol.21, No.2. 119-136.

Jandt, Fred & Gillete, P. (1985) Win-Win negotiation turning conflict into agreement. Canada, John Wiley & Sons LTD.

Karl, R.G. & Maria, P.S (2009)Signaling P3s activities: reporting behavior within annual report. International Antlatic Economic Society. Georgetown University.

Katrinke, E. (2002) Infrastructure and Heritage conservation: Opportunities for Urban revitalization & Economic development. Worldbank.

Khosa, M.(2000) Infrastructure mandates for change 1994-1999. Pretoria, HRSC

Kibirige, R (2003) The socio-economic impact of tourism on poor rural communities.AfricaInsight Journal On Line. Vol 33, No2, PP 23-28.

Kirsten & Glynn (2008) ASGISA-Is the bar set high enough? Cape Town, Development bank of South Africa.

Leslie, J.C., and Patrick, G. (2001) A framework for evaluating housing and community development partnership projects. Washington DC, World bank.

Maguire, J., (2005) Makapansgat Managementplan. SAHRA-Polokwane Archives. Not published.

Maguire, J., (2009) Revised Masterplan: Makapansgat. SAHRA-Polokwane Archives

Mayaram, A. (2006) Tourism development: Strategy and process management. Nairobi, YESSummit.

Maystadt, P.(2005)Public-Private partnerships in financing and providing infrastructure. Luxembourg, European Investment Bank.

Mehra, N.(2008)Flawed failed abandoned, 100 P3s Canadian and International evidence. Ontario Health Coalition. Canada.

Mtapuri, O.(2008)Exploring local conception of poverty, wealth and well being: field evidence from Mashonaland West Zimbabwe. Africa development, Vol. XXXIII, No.3, 35-54.

Mtapuri, O.(2009)Developing an asset threshold using the consensual approach: results from Mashonaland West, Zimbabwe. Journal of international development. Wiley intersci

Ndoro, W. (2003)Legislative framework for heritage management in Africa. Paris, UNESCO.

Nkhumeleni, T.C (2006) Social Impact Assessment of the construction of the Nandoni Dam project: A case study of Mulenzhe and Ha-Budeli villages in Thohoyandou. South Africa. University of Limpopo.

Nisar, T.M(2007)Risk management in public-private partnerships contracts. Springer Science + Business media, LLC. Public Organiz, Rev. Vol.7.1-9.

Normet, R (2002) Public-Private-Partnerships: American style. USA, The Public Funding Institute Journal, Vol 3, PP 26-30.

Oppen, M., Sack, D., and Wegener, A. (2003) German public-private partnerships in social services: New directions in a corporatist environment. London. Edward Elgar publishing LT.

Parker, D., Castillo, F., & Zilberman, D. (2001) Public-private sector linkages in research and development: The case of U.S Agriculture. American Journal of agricultural Economics, Vol.83. No.3. 736-741. Blackwell publishing.

Pederson, A. (2002) Managing tourism at world heritage sites: A practical manual for world heritage site manage. UNEP-TEMA, UNESCO.

Raphael, V.(2007)Public-Private partnerships: Can the United States learn from the French experience to address its highway funding needs? Master of Arts in law & diplomacy thesis. Minesota University.

RSA Department of Environmental Affairs & Tourism (2006) The White paper on the development& promotion of tourism in South Africa.<http://www.gov.za/whitepaper/index.html>. Visited on the 13/07/2009.

RSA The Shamane-Magashula Landclaim report (2005) Landclaim commission document. South Africa, Polokwane.

RSA (1999) The National Heritage Resources Act, 25,1999. Pretoria, Parliament

RSA (1999)The South African World Heritage Convention Act, Pretoria, Parliament

Robert, P.(2009) Promises & Pitfalls in public-private partnership for transportation: Metropolitan policy program. USA, Brooklyn.

Rossouw, D. (2003), Intellectual Tools: Skills for the human sciences 2nd edition. Pretoria. Van Schaik.

Spielman, J. (2001) Evaluating the changing role of Agriculture R&D , Partnership and Networks in enhancing technological opportunities for Sub-Saharan. Journal of technology transfer. No.31, 291-300.

Spielman & Greber (2006) Public-private partnerships in international Agriculture research: an analysis and constraints. Springer science business media. Netherlands. Journal of technology transfer. No.31, 278-290.

Staab, M.J (2003) Public-private partnerships in developing countries. Journal of economic development. Vol.28, No.2.

Stiglitz, J. (1998) Towards a new paradigm for development: strategies, policies, and processes. Geneva. UNCTAD.

The Star Newspaper. "World heritage site under pollution threat", with reference to Vredefortdome World Heritage Site. 18/03/2008

The Worldbank Investment in Cultural heritage and development. Georgia Cultural Heritage project. 1998.

Thomas, R. W. (2003) Privatisation of cultural heritage management of dam & reservoir projects in developing countries. USA, New South & Associates.

Tieva, A., & Junnonen, M.J (2009) Proactive contracting in finnish public-private partnerships` projects. International journal for strategic property management. Vilnius, Vol. 13. No.3. 219-222.

Tomoko, M. & Habeck, O.(2007) Recent trends in risk mitigation instruments for infrastructure finance: Innovations by providers opening new possibilities. World Bank, Washington DC

Ungar, B. L.(2001)Public-Private-Partnership: Factors to consider when deliberating government use of real property management. GAO-02-40T

UNWTO. (2001)United Nations World Tourism Organization: Public-Private-Cooperation: Enhancing Tourism competitiveness. Madrid.

Van Veuren, E.J., (2003) Capitalising on indigenous culture: cultural village tourism in South Africa. Vol 33, No2, PP66-77

Vining, A.R, Boardman,A.E., & Poschmann, C. (2004) UBC public-private partnerships project working paper: Canada. Simon Fraser University.

Vining, A.R., & Boardman, A.E (2006) Public-private partnerships in Canada: Theory and Evidence: UBC project working paper. Canada. Simon Fraser University.

Visser, G & Kotze, N (2003) A road runs through it: Tourism infrastructure development in the golden gate highlands national park. Africalnsight Journal On Line. Vol 33, No 2, PP55-60.

Wallace, E.H.(2001)Public-private research and development relationships: discussion. American journal of Agricultural economics. Vol.83. No.3. 754-757. blackwell publishing.

Zaida, M. (1997)Beyond fences: seeking social sustainability and conservation: A resource book, vol.2. Gland, Switzerland IUCN, .

Zepth, P.D. (2001)Museum & Heritage Management in the new economy. Humanities & Social Sciences summit, ANBERRA. IAIN MC CALMAN.

Yin, P.Q. (1998) The role of cultural heritage in development: A case study of luxor Volume 3, No 2, Summer. Africalnsight, Journal On Line

