

UNIVERSITY OF FREE STATE

**PRO-POOR LOCAL ECONOMIC DEVELOPMENT AS A DEVELOPMENT
TOOL TO ADDRESS UNEMPLOYMENT AND POVERTY**

By

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development studies**

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DECLARATION

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DEDICATION

This dissertation is dedicated to God Almighty for His goodness and for revealing that I can still academically do it so long after having left tertiary life.

In addition, part of the dissertation is dedicated to my late father, G.J. Khuzwayo, who always wished me well, supported me and wanted me to be what I wanted to be in life.

I further dedicate this dissertation to my mother, Mrs. B.T Khuzwayo, who has always believed in my success.

This work is also dedicated to my family, especially my husband, Skhumbuzo, and my two beautiful girls, Alondwe and Asemahle, for their understanding and patience with me when I was not available to them, while busy with my academic work.

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ABSTRACT

Unemployment, poverty and inequality are the most pressing challenges facing South Africa, and countries globally. The purpose of this study is to investigate the role of pro-poor local economic development in addressing unemployment in the uThukela District Municipality. In addition, the study aims to determine how the local economic development agencies contribute to poverty alleviation in the uThukela District Municipality. The study adopts a qualitative research approach to gain an in-depth understanding of the subject matter. It uses participants like municipal officials, local economic development beneficiaries, dialogue groups, community members and local economic development agencies. A sample of 15 participants was selected for the study. The data collection instrument used in the study is interviews. Of the total sample, only 12 participants actually took part in the interviews. The interviews with the participants were audio-taped. The data has been analysed using the NVivo (version 120). Thematic analysis is conducted to identify, organise and report the themes and sub-themes that emerged from the interviews. The study found that local economic development has been introduced globally to achieve four important objectives: to alleviate poverty, to create sustainable jobs, to share important information about government policies and initiatives and to create enabling business environment for investors. Moreover, the findings show that the participants have a common understanding and knowledge of unemployment and poverty. The overall findings show that local economic development interventions contributed to addressing unemployment and poverty in the uThukela District Municipality. The study is unique as it sheds light on how local economic development can help address unemployment and poverty in South African municipalities. The study recommends that the municipality invest in research and development, support local businesses, appoint competent personnel and create awareness about the local economic development interventions.

Keywords: Job creation, local economic development, poverty, unemployment

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LIST OF ABBREVIATIONS

DAs	District Assemblies
DPLG	Department of Provincial and Local Government
IDP	Integrated Development Plan
ILO	International Labour Organisation
LED	Local Economic Development
LEDS	Local Economic Development Society
MSME	Medium, Small and Micro Enterprise
NaBARD	National Bank for Agriculture and Rural Development
NBSSI	National Board for Small Scale Industries
NDPC	Development Planning Commission
NDPC	National Development Planning Commission
NLC	National Liberation Council
PGDS	Provincial Growth and Development Strategy
RCCs	Regional Coordinating Councils
SALGA	South African Local Government Association
SMMEs	Small, Medium and Micro Enterprises

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CHAPTER ONE: INTRODUCTION

1.1 Introduction

In the last decade, the global economy has been faced with several issues. Among these global issues, unemployment remains a critical challenge facing developed and developing nations (World Bank, 2016). Over the years, many countries have struggled with how to create sustainable jobs for their citizens. Khraief, Shahbaz, Heshmati & Azam (2020) postulate that rising unemployment remains a significant challenge for the global world because it threatens growth rates and social cohesion. Evidence suggests that in 2017 nearly 1.4 billion employees were vulnerable (poor conditions) in terms of employment, worldwide and the number was expected to increase by 35 million workers by 2019 (Khraief *et al.*, 2020). It is estimated that 7.8% of youth will be unemployed in the Middle East at the end of 2020 (Benanav, 2019). The situation in the Middle East is not different from Central and Western Asia, where it is reported that more than 8.5% people were jobless between 2018 and 2019, with vulnerable employment affecting about 30% of workers (Benanav, 2019). In Switzerland, it has been estimated that the unemployment rate is expected to increase by an average of 4.1% in 2020, reaching 7%, if the lockdown continues. Similarly, in the United States, unemployment increased from 3.5% in 2019, to 14.8% by April 2021 during the outbreak of COVID-19, indicating its economic impact (World Bank, 2021).

In Africa, the incidences of unemployment have been increasing significantly for many years. A report released by the International Labour Organisation (ILO) indicates that Northern Africa witnessed the highest number of jobless individuals (11.5 million) in 2018 (Benanav, 2019). In Sub-Saharan Africa, three in four people are considered vulnerable in employment; this rate is expected to remain at the same levels (Khraief *et al.*, 2020). Joblessness in South Africa continues to increase rapidly. Statistics South Africa (2013) reports that post-1994, unemployment is one of the crucial socio-economic challenges in South Africa. The total unemployment rate for 2020 shows an increase from 28.7% in 2019 to 36.9% in 2020 (Stats SA, 2020). Research shows that several factors account for unemployment in South Africa, among these, skills mismatch in the labour market (Banerjee, Galiani, Levinsohn, McLaren & Woolard, 2007), marginalisation (Patrick, 2014), economic stigmatisation (Strier 2014; Sherman, 2013), lack of job creation (Mok, 2016), and now, the COVID-19 pandemic.

To reduce rising unemployment, post the 1994 election, several legal frameworks were adopted to eradicate inequalities, unemployment and poverty (Mahadea & Kaseeram, 2018). Evidence indicates that, after the transition, the government introduced several pro-poor policies. Amongst these pro-poor policies, the local economic development (LED) remains the primary vehicle through which the government creates jobs and eliminates poverty. The LED pro-poor policy is a government intervention, which aims to improve vulnerable people's assets and capabilities (Curran & de Renzio, 2006). LED is a process whereby “government, private sector institutions and communities join to facilitate job creation, alleviate poverty and improve economic growth at the local level” (Garidzirai, Meyer & Muzindutsi, 2019:20). LED initiatives are entrenched in the Constitution of South Africa, Act 108 of 1996 and other legal frameworks, including the 1998 White Paper on Local Government and the Municipal Systems Act 32 of 2000. Motswiane (2009) explains that LED was introduced in South Africa to address economic challenges in local areas through collaboration with stakeholders.

Although the aim of the pro-poor LED initiatives was to reduce unemployment and poverty in South Africa, it appears that its planning, implementation and sustainability has been affected by a myriad of issues. For instance, Meyer (2014) contends that LED does not achieve its intended goals in most local governments due to a limited understanding and knowledge of the pro-poor LED. In a similar study, Rogerson (2010) observes that although LED has been introduced in South Africa, after several years its implementation is still a challenge due to factors like conceptualisation and contextualisation of the LED, cooperation among stakeholders, appropriate scaling for LED, infrastructure and LED funding, to mention a few. Cloete (2015) claims that the unemployment situation in South Africa mostly impacts the youth and those with lower skills levels. Evidence from different statistics reveals that the youth perceives unemployment as the biggest constraint confronting them (Cloete, 2015). The evidence presented above suggests that poverty and unemployment are more prevalent among the youth. This study examines pro-poor LED and unemployment and poverty in South Africa, particularly in the uThukela District Municipality in KwaZulu Natal. There is limited research on how pro-poor LED helps address unemployment (Kamara, 2017; Masuku, Jili & Selepe, 2016). From the discussion above, it can be deduced that unemployment, mass poverty, and inequality are the triple challenges facing South Africa. Therefore, this study aims to scrutinise LED planning and implementation to address unemployment and poverty in the uThukela District Municipality.

This chapter inter alia provides a general overview of the study, focusing on LED, unemployment and poverty globally. The chapter includes the problem statement, the aims and objectives of the study, research questions, research methodology, definitions of terms and the structure of the dissertation.

1.2 Problem Statement

Since the advent of democracy, unemployment remains a serious concern for r South Africans. The youth, aged between 15–24, remain the most vulnerable in the South African context as the unemployment rate of 55.2% in this age group was high in the 1st quarter of 2019 (Stats SA, 2019). Mtembu and Govender (2015) confirm that youth joblessness (52.9%) constitutes the highest amongst all age groups and continues to increase. According to Maskaeva and Msafiri (2021), a report released by the United Nations confirms that South Africa has the highest rate of unemployment. From this evidence, it can be concluded that unemployment is the major socio-economic challenge facing South Africans. The National Treasury (2011) reports that the high unemployment rate affects the country's economic development and poses a significant burden on the government to offer social assistance. According to StatsSA (2021), the total unemployment rate increased from 32.6% in the three months of 2021 to 34.4% in the second quarter. Based on the expanded definition, total unemployment experienced an increase to 44.4% from 43.2% in the first quarter of 2021 (StatsSA, 2021).

Research suggests that the factors contributing to unemployment in South Africa include inadequate financial resources to support people to search of jobs and inadequate social capital (Caporale & Gil-Alana, 2018; Borat, Cassim, Kanbur, Stanwix & Yua, 2016). Owing to rising unemployment, the government has implemented several pro-poor policies like the LED framework into the labour market, focusing on demand-side and supply-side interventions. Thus, LED is seen as one of the government interventions introduced to address the triple challenges facing South Africa. However, it seems government efforts have failed to mitigate unemployment and poverty. The alarmingly high rate of unemployment ignited an interest in investigating this phenomenon. Following these revelations, this research intends to investigate the effectiveness of the pro-poor LED in addressing unemployment within the uThukela District Municipality, KwaZulu Natal.

1.3 Aims of the Study

The broad aim of the study is to scrutinize the planning and implementation of LED to address unemployment and poverty, specifically in the uThukela District Municipality, KwaZulu Natal.

1.4 Objectives of the Study

The following research objectives addressed are:

1. To explore local economic development in an international context;
2. To study unemployment and poverty in an international context;
3. To highlight how unemployment can be addressed through local economic development;
4. To identify the challenges that affect local economic development in addressing unemployment and poverty in the uThukela District Municipality;
5. To make recommendations about how local economic development can address unemployment and poverty.

1.5 Research Questions

The research questions addressed are:

1. How is local economic development explored in an international context?
2. How are unemployment and poverty studied in an international context?
3. How is unemployment addressed through local economic development?
4. What are the challenges affecting local economic development in addressing unemployment and poverty in the uThukela District Municipality?
5. What recommendations can be made for local economic development to help address unemployment and poverty?

1.6 Research Methodology

This section of the chapter describes the methods and procedures for the investigation. It addresses issues of the research approach, research design, research setting, population of the study, sampling design, sample size, data collection strategy, data quality control, data analysis and ethical considerations.

1.6.1 Research Approach

There are three basic research approaches, qualitative, quantitative and mixed methods. Given the nature of the current study and research design, underpinning the investigation, a qualitative research method has been adopted. The reason for using qualitative research in this study is that it offers the researcher the opportunity to probe the participants about issues, which have not previously been answered. Moreover, qualitative research is used because it captures and describes the depth, richness and complexity of the phenomenon (Busetto, Wick & Gumbinger, 2020). Additionally, qualitative research helps to explore and obtain a deep understanding of a phenomenon.

1.6.2 Research design

Research designs involves procedures for an investigation, methods to be employed and the data collection instrument to be utilised and the instrument adopted to analyse the data (Sekaran & Bougie, 2013). According to Cresswell (2014), research design describes the way the researcher goes about answering research questions. It serves as a guide to the way data is to be collected and analysed. There exist different kinds of research designs; for the current research a case study method has been used.

According to Baskarada (2014), a case study approach is mostly used in qualitative research. Baxter and Jack (2008) point out that this method of investigation helps to explore a phenomenon within a specific context through different data sources; it takes the form of exploration through a variety of lenses to identify multiple facets of the phenomenon. A case study was conducted because it provides an in-depth exploration of intricate phenomena within the specific context (Crowe, Cresswell, Robertson, Huby, Avery & Sheikh, 2011). Additionally, the case study method was chosen because to help readers understand the particular case and to establish whether the findings might be applicable beyond that setting.

1.6.3 Location of the study

The uThukela District Municipality was selected as the case study for this research. The majority of the people residing in the area (668,848) speak IsiZulu (Stats SA, 2012). The municipality is situated on the western boundary of the KwaZulu-Natal Province. It shares its boundary with the Amajuba, uMzinyathi and uMgungundlovu districts. It also shares boundaries with Lesotho on the Drakensberg side, as well as with Harrismith. It is comprised of three local municipalities,

Table 1.1 Distribution of the Target Population

Category of the Population	Estimated size of the Population
LED employees	12
LED Council	8
Municipal managers	10
Pastors	4
LED beneficiaries	20
Dialogue groups in the local communities	8
Total Population	62

1.6.5 Sampling strategy, procedures and sample size

The two main sampling strategies are probability and nonprobability sampling (Sarstedt, Bengart, Shaltoni & Lehmann, 2018). The former has its origin in quantitative research, which gives every element within the population an equal chance to be selected for participation in the study (Sekaran & Bougie, 2016). The latter is strongly rooted in qualitative research, where the research participants are selected based on their prior knowledge of the subject matter (Alam, Sharma & Kumar, 2017). Given the method of investigation, nonprobability sampling was the most appropriate strategy to be used in this study.

Non-probability sampling uses different techniques but purposive sampling was used to select the 15 participants. There is a general consensus among scholars (Rahi, 2017; Etikan, Musa & Alkassim, 2016) that this sampling is adopted when the investigator wishes to select a few participants who have adequate knowledge or information about a specific subject matter (Palinkas, Horwitz, Green, Wisdom, Duan & Hoagwood, 2015).

Non-probability sampling enabled the researcher to select LED stakeholders with in-depth knowledge and understanding of LED, unemployment and poverty. Purposive sampling allowed the researcher to select a sample of 15 participants. The 15 participants for this study were deemed sufficient (Sekaran & Bougie, 2016). Table 1.2 shows the categories from which the sample was selected.

Table 1.2 Distribution of the Sample Size

Category of the Population	Sample Size
Municipal Management	1
LED employees	2
LED Council	2
LED beneficiaries	5
Dialogue groups and in the local communities	3
Significant others in the local communities (Pastors and Traditional Leadership)	2
Total Sample Size	15

The following inclusion and exclusion criteria have been employed: To participate in this study, a participant must be a LED stakeholder within the uThukela District Municipality. Moreover, a potential participant must have more than two years of experience and knowledge of the subject matter. Additionally, the study includes only participants who have benefited from the LED initiatives.

1.6.6 Data collection strategy

Yin (2014) explains that there are different ways of collecting data, including: interviews, observation, questionnaires and relevant documents. However, since the study is a qualitative research, interviews are the main instrument for the data collection. According to Abiwu (2016), interviews are the commonest methods of qualitative data collection. They involve personnel encounters between the researcher (interviewer) and participants. Interviews are interactive processes where the investigator sets the agenda and probes the interviewees using questions that relate to the subject matter (Figgou & Pavlopoulos, 2015).

Semi-structured interviews were selected from the different forms of interviews, structured, semi-structured and unstructured, available, the (Figgou & Pavlopoulos, 2015). The semi-structured interviews were used because they allow researchers to set the agenda, based on their interests and the research phenomenon (Figgou & Pavlopoulos, 2015). Moreover, interviews are more suitable for the study because the researcher wanted to collect data from a small group of people.

The interviews covered six sections as follows:

- **Section A** Bio-data of the participants;
- **Section B** Pro-poor LED in an international context;

- **Section C** LED role in addressing unemployment and poverty;
- **Section D** - Stakeholder participation in respect of LED implementation within the district;
- **Section E** how Local Economic Development contributes to addressing unemployment in the uThukela District Municipality;
- **Section F** How does LED benefit the local communities in terms of employment opportunities and poverty alleviation;
- **Section G** recommendations for ways local development can address unemployment and poverty.

Prior to the data collection, the research instrument was tested through a pilot study, a mini study. The essence of a pilot study is to determine the feasibility of the protocol, data collection tools and procedures for investigation (Thabane, Ma, Chu, Cheng, Ismaila, Rios, Robson, Thabane, Giangregorio & Goldsmith, 2010). A pilot study was conducted prior to the full-scale research. It involved three LED stakeholders from the uThukela District Municipality. These people are included in the actual sample. The purpose of the pilot study was to see whether the interviews needed be adjusted due to lessons learnt from the pilot.

1.6.7 Data Quality Control

The data quality control in this study is tested through trustworthiness. There are four dimensions of trustworthiness, credibility, transferability, dependability and confirmability (Anney, 2014).

- **Credibility** determines how consistent the research findings are with reality (Lincoln & Guba, 1986). Credibility of the results was determined by discussing the data with the supervisor prior to the data analysis. In addition, the transcribed data was distributed to the participants to verify and confirm its authenticity. Moreover, the researcher engaged in direct descriptions of the data.
- **Transferability** measures the extent to which the qualitative results can be applied in different contexts (Anney, 2014). To achieve transferability the researcher engaged in what is commonly known as thick description. The research procedures, tools, participants and investigator are rigorously described in this study. Moreover, purposive sampling was used to select subjects with in-depth knowledge of and information about the research phenomenon.

- **Dependability** determines the consistency of research findings over time (Anney, 2014). Measures such as an audit trail and a code-recode strategy were employed to test the dependability of the results.
- **Conformability** measures how the findings can be confirmed by similar scholars or researchers (Anney, 2014). It determines whether the information and results obtained from the study are not fabrications of the investigator's imagination but emerged from the dataset. Confirmability was achieved through the audit trail. Moreover, transcribed interviews were discussed with the supervisor before analysis.

1.6.8 Data Analysis

The data collected was transcribed and analysed using NVivo (version 12.0). NVivo is a tool which helps researchers to identify, organise and summarise the data into main and sub-themes. NVivo improves the accuracy of research findings. Qualitative data analysis can be conducted using thematic or content analysis. Thematic analysis was used to assist in the analysis, classification and description of the themes that emerged from the data (Braun & Clarke, 2006). Thematic analysis was used because it provides an in-depth description of the dataset.

1.6.9 Ethical Considerations

Speziale, Streubert and Carpenter (2011) maintain that the researcher has a moral obligation to adhere to ethical standards. Ethical considerations addressed in this study include informed consent, anonymity, confidentiality, bias, plagiarism and harm.

Written permission was obtained from the uThukela District Municipality. In addition, approval for the study was obtained from the Research and Ethics Committee at University of the Free State. The consent of the participants was sought prior to the study. The participants' anonymity was protected by substituting their personal information with pseudonyms, both within the dissertation and for future publications. Welman (2005:181) identifies four ethical considerations which must be addressed in social science research: informed consent, right of privacy, protection from harm and that the researcher should respect the participants and guard against manipulating them and should treat them with respect as human beings. In terms of confidentiality, data collected from the participants was used only for its intended purpose. The transcribed data was stored on a hard drive and kept in a secure place within the university. To eliminate bias the researcher ensured that fair procedures were followed in selecting the participants. In relation to plagiarism, all secondary

sources such textbooks, journal articles, reports, magazines, charts, diagrams and newspapers have been duly acknowledged and referenced properly.

1.7 Definition of Terms

The following constructs in the study are defined:

- **Pro-poor policy:** Curran and de Renzio (2006) conceptualised pro-poor policy as a policy or intervention which aims at improving the assets and capabilities of vulnerable people.
- **Local Economic Development:** Garidzirai *et al.* (2019:20) define LED as a process whereby “government, private sector institutions and communities join to facilitate job creation, alleviate poverty and improve economic growth at the local level.”
- **Unemployment:** Using economic theories and principles, unemployment could be explained by demand and supply. Thus, unemployment may be described as the situation where labour supply exceeds the demand for labour (Meyer, 2014).
- **Poverty:** The term poverty may be perceived as absolute or relative, as a lack of income or failure to attain capabilities.

1.8 Structure of the Dissertation

The dissertation is structured into four chapters as follows.

Table 1.3 Organisation of the study

CHAPTER	OVERVIEW
Chapter 1- Introduction and research methodology	This chapter describes the background of the study. It also states the aims of the study, research objectives, research questions, problem statement, research methods and structure of the thesis.
Chapter 2- Literature review	This chapter reviews empirical and theoretical literature on LED, unemployment and poverty in the global and South African contexts.
Chapter 3- Data analysis and discussion.	This chapter presents and analyses the data. It also discusses the findings that emerged from the analysis.
Chapter 4- Conclusion and recommendations	The chapter summarises the key findings. Moreover, it presents the recommendations of the study, based on the findings. The limitations of the study and directions for future research also form part of this chapter.

1.9 Limitations of the Study

A serious limitation of the study was the COVID-19 pandemic. Due to the outbreak of COVID-19, the researcher had to work from home. The new work arrangement affected the number of hours that should have been devoted to the research project each day. Notwithstanding this, two hours were devoted to the research project every day. Furthermore, the COVID-19 had an impact on the data collection process. However, a remote data collection method was adopted to protect the participants from COVID-19 infection. Another limitation of the study was the fear that the information elicited would be given to outsiders. To overcome this challenge, the participants were reminded of the confidentiality clause contained in the informed consent form.

Another identified limitation was the refusal by many possible participants to be involved in the study. The researcher ensured that the study aims and objectives, as well as the procedures, were clearly communicated during the first contact, with the purpose of encouraging the participation.

Another limitation is that this is a single case study. Therefore, future research should explore alternative methods of research, such as focus group discussions, interviews, experiments and a Delphi study.

1.10 Conclusion

Chapter one introduces the study. The chapter describes the background of the study and outlines the gaps in existing research. Additionally, the research aims are stated in the chapter. Furthermore, the research objective and questions which underpin the investigation are explicated. The contribution of the study is stated in the chapter. Moreover, the chapter describes the research methodology adopted to address the research questions and objectives. Finally, the chapter describes the structure of the research project.

The following chapter reviews the empirical and theoretical literature pertaining to the subject matter.

CHAPTER TWO: LITERATURE REVIEW

2.1 Introduction

The previous chapter provides a detailed background of the study and describes the research design and methodology adopted. This chapter reviews both the empirical and theoretical literature that relate to LED, unemployment and poverty in the international, national and local contexts. The chapter begins with a description of key constructs (pro-poor policy, LED, unemployment and poverty). The following section describes the legal frameworks that promote LED implementation in local municipalities. Additionally, the chapter reviews LED in different contexts and reviews and addresses factors that influence the planning and implementation of LED in South Africa. Furthermore, the discussion focuses on the role of LED in addressing unemployment and poverty. The theoretical framework, which underpins the study, is also presented in this chapter.

2.2 Definition of Key Constructs

As mentioned above, key constructs such as pro-poor policy, LED, unemployment, and poverty are contextualised and conceptualised in this section of the study.

There is no consensus among scholars regarding the conceptualisation of the term 'pro-poor policy'. Thus, pro-poor varies significantly in different contexts. For example, Curran and de Renzio (2006) describe pro-poor policy as a policy or intervention which aims at improving the assets and capabilities of vulnerable people. Most pro-poor policies specifically target the vulnerable people of a society. For example, in South Africa, most pro-poor policies target previously disadvantaged people. Kosack (2014) contends that political entrepreneurs help poor citizens organise and achieve power and remain in power. Moore (2001) points out that pro-poor policy-making concerns bargaining, political settlements, self-interest, conflict and contestation, accommodation, compromise and win-win situations.

Garidzirai *et al.* (2019:20) define pro-poor LED as a process whereby "government, private sector institutions and communities join to facilitate job creation, alleviate poverty and improve economic growth at the local level." The critical point worthy of notice in this definition is that, for the empowerment to be realised, there is a need for joint facilitation among local stakeholders. Stakeholder engagement assists in bringing together a variety of skills and resources to achieve a common goal.

The term unemployment has been conceptualised differently, varying from one author to another and from one country to another. Using economic theories and principles, unemployment could be explained by demand and supply. Thus, unemployment may be described as a situation where labour supply exceeds the demand for labour (Meyer, 2014). In South Africa, unemployment has been conceptualised in two ways: strict and broad definitions. The former describes an unemployed person as someone without a job but who has searched for a job during the previous week. In contrast, the latter describes an unemployed person as an individual without a job, although willing to work, but who has become discouraged (Stats SA, 2014). Unemployment has further been defined as applicable to persons between the ages of 15-64 who had been without work a week before the survey, who want to work, had been actively looking for jobs four weeks previous to the study and are available to start working or to be self-employed (Stats SA, 2013). From the definitions, three type of unemployment can be identified, frictional, cyclical and structural (Mohr, 2010). Of these forms of unemployment, structural unemployment is mainly found among the youth - teenagers and young adults (Grigoryeva, 2012; Hammer & Hyggen, 2010; StatsSA, 2012)

During the 1990s, the term poverty was considered a phenomenon resulting from a situation of underdevelopment. Although there exist different definitions of poverty, no consensus has been reached because poverty is difficult to measure. Ravallion (2011) believes that poverty is multidimensional (economic, social and political) in nature. It goes beyond just the income and consumption conceptualisation. Bartelink (2004) describes poverty from an economics perspective, as the effect of even distribution of scarce resources, including capital and land, and the inadequate exploitation of these resources.

From a social standpoint, the term poverty connotes inadequate access to the social amenities that determine living standards, such as potable drinking water, education and health facilities. From the viewpoint of politics, poverty refers to the restriction of the poor's participation in decision-making in the policy spaces created by powerful institutions and actors (Bartelink, 2004). Moreover, early development thinkers, such as Parsons (1937) and Rostow (1960), define poverty in material terms as an economic problem of private consumption.

The section below describes the theory that underpins the current study.

2.3 Theoretical Framework that Underpins LED Implementation

There is no single theory that supports the planning and implementation of LED worldwide. This implies that several theories support LED planning and implementation, including but not limited to, the partnership approach, participatory approach, product-cycle model, flexible-production and flexible-specialisation model, institutionalist approaches, competitive-advantage model, enterprise-segmentation, social capitalist theory and many more.

2.3.1 The partnership approach

The rise of partnership has its origin in the 1970s. From the 1980s, the emphasis was placed on the private sector as an agent of development (Marais, 2011). This resulted in a reduction in the role of the public sector. It is assumed that the partnership approach bridges the ideological divides in political-economic thinking and highlights the benefits arising from economies of scale and the sharing of resources, commitment and information. The notion of partnerships has become conventional wisdom in development activities globally, as has been the case in LED and community development in South Africa (Marais, 2011). The partnership approach has widespread support across the political spectrum, including policymakers, officials and local communities. At the national level in many countries, including South Africa, there has been pressure on the government to move away from public provision of services towards joint private-public partnerships (Hastings, 1996). Proponents of the partnership approach argue that partnerships between key actors are essential to tackle the various causes and the symptoms of the problems of the local economy.

2.3.2 Participatory development approach

Participatory development involves the inclusion of all stakeholders in the government decision-making process about community development (Uphoff, 1999). A participatory approach is a process where people become leading actors in their own development instead of being mere recipients of external development interventions (Naidoo & Fourie, 2013). Those who ascribe to this theory assume that to address development problems and the concomitant mass poverty, it has become necessary to shift the focus of development communication from a linear information dissemination paradigm to a transactional, dialogic mode of communication (Yoon 2004; Cohen 1996; Tri 1986). Participation is widely recognised as the normative approach to economic

development. The South African government subscribes to the notion of participation when it comes to policymaking and implementation.

2.3.3 Growth poles and growth centres

In the 1950s, François Perroux and his disciples developed a concept of unbalanced economic development: growth poles. Although initially, growth poles were not defined in geographical settings, the idea was soon developed and modified as a theory and strategy of regional development and widely adopted in policy arenas throughout the world in the 1960s and 1970s (Wang & Li, 2016). Throughout the development of the growth pole concept, Perroux (1950) was concerned about how to address the limitations of equilibrium modeling in economics. At the heart of this concept is a constellation of dynamic, innovating enterprises. Often, but not always, these enterprises are located in urban centres and generate propulsive effects upstream and downstream and adverse backwash effects (Higgins & Savoie, 1995). Theorists believe that Perroux-style growth poles and growth centres are sites of knowledge and information that act as sources and diffusers of new technology and innovation. The proponents argue that the local growth in this model is dependent on three sets of processes that are measurable traits: large firms, knowledge creation and transfer, and new technology. These are impacted by market conditions and the structure of demand, factor inputs, the nature and intensity of competition and locational suitability.

2.3.4 Social capitalist theory

The social capitalist theory guides this study. Social capital is an old concept, but it entered into academic and policy debates only in the 1990s. In recent years, its importance in explaining economic and social phenomena has been increasingly felt. Social capital is based on the assumption of social relationships and its significant elements include social networks, civic engagement, norms of reciprocity, and generalised trust (Bhandari & Yasunobu, 2009). Therefore, social capital has been defined as a collective asset in the form of shared norms, values, beliefs, trust, networks, social relations, and institutions that facilitate cooperation and collective action for mutual benefits. The social capitalist theory promotes participatory democracy and development which are fundamental to the planning and implementation of LED. Schweizer (1995) argues that participatory democracy enhances the active participation of individuals in public life. The social capitalist theory arose to pay heed to the international community, at the time when international organisations cried for community participation in the development

process. Tocqueville (1863) claims that the civic integration and participation of local citizens in government builds a stronger democracy. It has been argued that social capital is a social tool that can be used to achieve development in local areas (Putnam, 1995). This assumption underscores the provisions of the Constitution of South Africa, which states that the planning and implementation of LED should clearly reflect the participation of all stakeholders towards poverty alleviation and job creation.

For LED to achieve its intended purposes, it requires participation from all stakeholders. The social capital theory plays a key role in this regard by emphasising mutual trust and social relationships amongst all LED stakeholders. It also allows the stakeholders to share common interests. This theory, if properly applied, helps to strengthen democracy and participation within local governments, thereby improving the planning and implementation of LED to realise its intended purposes of the eradication of poverty, unemployment and inequality.

The following section discusses the concept of LED in an international context.

2.4 Local Economic Development in an international context

Although LED appears to be an old concept, it was not part of the political agenda nor was it adequately considered in traditional economic thinking. LED only appeared on the political agenda and in the academic worlds of some Anglo-Saxon countries in the late 1970s and early 1980s. It spread gradually to European nations but still remains unknown in many countries (Benington, 1986). In the initial stages, there was a strong correlation between LED and the problems of increasing unemployment, poverty and economic decline, which affected the highly industrialised countries of Western Europe, North America and even Japan (Spear *et al.*, 2001; Douthwaite, 1992; Cooley, 1990). The goals and values of LED strategies vary from one country to another.

According to Pavel & Moldovan (2019), exogenous factors, like the location of the communities affects LED implementation. In addition, the authors argue that non-refundable investment programmes in local core infrastructure designed to accelerate economic development, and direct connections to the National Roads Network, do not have any statistically significant influence on accelerating LED. Simms *et al.* (2014) suggest that the factors determining LED planning and implementation include demography, economic structure, revenues, basic services, spatial location and governance. Table 2.1 summarises the aims of pro-poor LED and the critical factors influencing LED in different countries.

Table 2.1 Pro-Poor LED Aims and critical factors influencing LED in different countries

Country	Aims of LED	Critical Factors
United States of America	<ul style="list-style-type: none"> • Increase competitiveness • Strengthen local economies • Exploit market niches • Provide enabling environment for SMMEs • Promote dialogue between local-level stakeholders and rural governments • Job creation 	<ul style="list-style-type: none"> • Globalisation • Jurisdictional fragmentation • Federal budget deficits
Canada	<ul style="list-style-type: none"> • Creation of quasi-public redevelopment • Direct municipal investment • Offer comprehensive assistance to the private sector 	N/A
Romania	<ul style="list-style-type: none"> • Community development • Job creation • Poverty eradication • Eliminate social ills 	<ul style="list-style-type: none"> • Local business environment, • Infrastructure gap • Regional and national policies • Demography, economic structure • Governance • Spatial location
India	<ul style="list-style-type: none"> • Improve farming practices • SMMEs development • Skills development 	<ul style="list-style-type: none"> • Community involvement
Ghana	<ul style="list-style-type: none"> • Socio-economic development • Poverty reduction • Development strategy • Job creation • Local economy revitalization 	N/A
South Africa	<ul style="list-style-type: none"> • Development planning • Job creation • Poverty alleviation • Promotion of equality 	<ul style="list-style-type: none"> • Monitoring and evaluation • Lack of community and stakeholder buy-in

2.4.1 Local Economic Development in the context of the Americas

The concept of LED appeared in Latin America where significant efforts were made to strengthen local economies, increase competitiveness and exploit market niches. Kitchin and Thrift (2009) point out that the origins of the politics of LED in North America are diverse. In North America,

the contributions and benefits of LED were from the points of view of sociology and political science and, to a lesser degree, economics. In the 1950s and 1960s, urban areas emerge as arenas of serious tensions around the geography of development of the United States of America. The ongoing suburbanisation in the context of the intense jurisdictional fragmentation of the American metropolitan area led to the commonly known “central city-suburb fiscal disparities problem” (Kitchin & Thrift, 2009). This, in turn, placed emphasis on the need to redevelop the central cities, especially their downtown areas, with the Civil Rights Movement's growth and concerns about unemployment, particularly among the black population. These interests converged with the interests in transforming Afro-American geography. In the United States of America, the local and state governments have to find major proportions of the money that they spend on LED projects. Therefore, the LED concept loomed large on both local and state agendas (Kitchin & Thrift, 2009).

Research suggests that LED has become a vital public policy emphasised by the state and city governments because of the changes in the domestic and international economic and political environment (Blakely & Leigh, 2013). Domestically, the turbulence of the U.S. economy in the 1970s, the recessions of the early 1980s, the rise of federal budget deficits and the cutback of federal aid to the states have forced the state and local governments to broaden their economic development efforts. Internationally, the globalisation of the world economy, and particularly the rapidly increasing role of foreign trade and investment in the U.S., has forced many states and local governments to become actively involved in international economic development activities (Liou, 1993). In the US, the LED was introduced to create jobs, promote dialogue between local-level stakeholders and rural governments and to provide enabling environments for micro, small and medium enterprises at local levels.

2.4.2 Local economic development in the Canadian context

Maintaining and improving local economies' fiscal health has been a primary concern of local governments in Canada over the last 20 years. According to Reese and Rosenfeld (2004), LED policies have been the primary focus of policy-makers and economic and development practitioners in Canada. In an attempt to respond to international economic trends and resulting local fiscal stress, cities in Canada employ a variety of economic development techniques, including financial incentives (Reese, 1997; Reese & Fasenfest, 1996; Whelan, 1989), the creation of quasi-public redevelopment corporations (Leo & Fenton, 1990), and direct municipal

investment (Artibise, 1988). The concept of LED in the Canadian context is not different from other countries. Municipalities in Canada have specific authority and responsibilities for the LED initiatives. For instance, between 1973-1974, municipalities in Ontario initiated a LED programme, the 'Development Corporations', to offer comprehensive assistance to the private sector. This included interest-free performance loans for firms located in designated areas (Tassonyi, 2005). The municipalities are responsible for setting up new industrial parks and further developing the Sheridan Park Research community on the outskirts of Toronto. The Development Corporations continued to act as the primary vehicle of provincial industrial assistance.

2.4.3 Local economic development in Romania

Romania is one of the most rural countries of the European Union, with 43.6% of its population still living in rural areas in 2017. From an administrative point of view, Romania has 2.861 communes, composed of 12.957 villages. The Romanian rural community is characterised by the following: a high potential for economic development, a decreasing, aging and uneven distribution of population, low economic activity and entrepreneurial programmes, a high employment rate in agriculture and poverty and poor quality of life (Pavel & Moldovan, 2019). Considering the unfavourable situation in Romania, several programmes of action have been implemented to support LED, particularly in rural communities. According to Pavel & Moldovan (2019), factors such as the location of the area of urban communities and a direct connection to the European Road Network influence the level of LED in Romania.

In Romania, the concept of LED arose with the emergence of territorial decentralisation and public services' deconcentration phenomena. The empirical and theoretical literature on LED's concept in Romania existed before 1989 (Bercu, 2015). According to Matei and Angheliescu (2009), the global economy, the international economic crisis, the increasing phenomenon of relocation of the large industrial groups and Institutionalising local autonomy led to an increased interest in LED in Romania and in other parts of the world. In Romania, legislative requirements for the organisation and implementation of LED initiatives and the state institutions authorised in this regard, are contained in a series of Acts occurring after 1989. LED strategic goals in Romania allow community group leaders to establish their own vision of their future community. With the integration of Romania into the European Union, it became necessary to establish LED strategies so that all administrative units in developed and less developed regions could receive adequate

funding towards infrastructure projects. LED strategy is an action plan for the medium and long term that are set directions and fields oriented towards the community development effort.

Despite LED's significant role in addressing unemployment, poverty and other social ills in Romania, its effectiveness has been threatened by diverse factors. Swinburn, Goga & Murphy (2006) point out that the factors that determine LED initiatives in Romania are demography, the local economy, the local business environment, infrastructure, and the regional and national policies, opportunities and competitors. Furthermore, Simms, Freshwater and Ward (2014) contend that the factors that influence Romania's LED programmes include demography, economic structure, revenues, essential services, spatial location and governance.

2.4.4 Local economic development in India

Article 243 G of the Constitution of India provides for the devolution of power to the local bodies by the State Legislative Assemblies. This includes functions related to economic development. The policy provides for the devolution of powers and responsibilities to Panchayats (village councils) at appropriate levels, relating to designing and implementing plans for economic development and social justice and the implementation of centrally-funded schemes for economic development and social justice (Alok, 2011). Many state agencies are responsible for formulating and implementing policy to alleviate poverty but these functions are gradually being transferred to local governments following a perceived failure to address local needs and priorities. There are many local government-led development projects under construction because of LED. For example, the Bibipur village in Haryana has a basic village-governing institute that has initiated a range of initiatives to strengthen the role of women (Novosad & Asher, 2013).

LED is emerging across South Asia, at different speeds and in different ways. In Southern Asian countries, like India, Bangladesh and Pakistan, LED is not well defined because governments do not appear to use the language of LED, although they emphasise the importance of economic development at the local level (Lall & Chakravorty, 2005). The specific example of local government driving LED is in India, where many government programmes are run through local governments.

The strategy undertaken for economic development in India by different stakeholders differs between the rural and urban areas. However, there is a focus on the need for economic development at the local level across the country, in both rural and urban areas. Many economic development

projects rely on the involvement of local government. Most initiatives by local government in rural areas focus on improving farming practices, developing market access by value chain development and encouraging rural enterprises, including the setting up of cooperatives. Reddy and Wallis (2011) explain that there is an emphasis on MSME development through the cluster development approach to build market linkages and improve production efficiency. Moreover, microfinance-led microenterprise development is common, following the success of the SHG-Bank Linkage Programme for the Poor by the National Bank for Agriculture and Rural Development (NaBARD). In the urban areas, there is a growing focus on skills' development through public-private partnerships with industry.

In India, the local governments in the state of Kerala have partnered with the Local Economic Development Society (LEDS), based in Kochi, to work with small producers and entrepreneurs to build successful enterprises and collectives. Although both urban and rural local bodies are tasked with responsibilities for LED, there is a clear distinction between the type of activities they engage in and the support they need. For example, a primary economic development activity that the Panchayat support is agriculture through linkages with district level markets for village level cooperatives. On the other hand, cities seem to focus on transportation as a primary driver to support economic development. India is one of the few countries in South Asia with many examples of local government-led LED initiatives and projects (Novosad & Asher, 2013).

2.5 Local Economic Development in Africa

The post-independence era in Africa was characterised by a centralised, macroeconomic and sectoral management. The centralised management of public policies led to significant inequalities concerning income, access to affordable housing, access to basic social services (water, electricity, health care and education) (Yatta, 2015). Further, this centralisation resulted in inefficiencies in providing basic services for diverse reasons, such as the high cost of local services and poor services to the local population. This led to a waste and an inefficient allocation of resources which affected local development. Yatta (2015) points out that the policies were supply-driven, generally timeless, sectoral on top of the macroeconomic agenda, delivered locally at neighborhood level and unsustainable from an infra-communal perspective.

Gradually, local concerns became a common agenda in many African countries. The concept of 'local' is rooted in development strategies, starting from elaborate strategies that had a territorial

and spatial impact (Yatta, 2015). Additionally, the concept known as 'participatory development' appeared in the development theories and practices. For several African and international analysts, the primary problem has been to question traditional approaches to development, especially their ability to lay a strong foundation for sustainable development (Swinburn & Yatta, 2006). Public and private donors consider participatory development as a means to promote efficiency and sustainability of projects.

In line with the reforms that took place in Africa, decentralisation evolved to eradicate many challenges in the development and implementation of public policies. This involved the creation of many decision-taking centres. However, these were not always driven by public interest but were influenced by rent-seeking behaviours, inefficient and corrupt bureaucracy and poor relationships between heads and agents. This is why African decentralisation encompassed the notion of local elections (Yatta, 2015). Today, decentralisation cannot be separated from the democratic legitimacy of local authorities and the establishment of elected local councils in Africa. In fact, when local authorities are elected, it carries with it an expectation of the responsibility of the local representatives towards their constituents.

Unfortunately, the association between decentralisation and local LED was not initially perceived due to the very context in which decentralisation emerged (Crawford-Lee & Hunter, 2009). In most African countries, decentralisation was introduced in the wake of democratisation and multiparty politics, following decades of centralised power and single party rule. For these reasons, decentralisation primarily focused on political and administrative issues, such as territorial division, local elections and concerns about the new role of local officials in the national polity. This predominance of the political aspects of decentralisation led to the neglect of economic and financial concerns. With the economic crisis of 2008 and the stagnation that African countries have experienced over the last decade, concerns about youth employment and income generation returned to the forefront. Today, local authorities are on the frontline concerning job creation and income generation (Sumberg, Fox, Flynn, Mader & Oosterom, 2020). Two other factors have led to high social demands and renewed interest in local economic development and financial concerns. The first is the population growth and rapid urbanisation. With an urbanisation rate of about 40%, Africa is the least urbanised continent (Leeson & Harris, 2018). The second factor giving rise to LED is globalisation.

Globalisation places the territory on the agenda as a hard point in a world that has become virtually borderless with regard to the migration of human resources, capital and companies. This movement gives local governments an important role in reconciling economic dynamism with social transformation, and in searching for a more positive balance between the common good, public authority and private initiatives (Pina, Torres & Yetano, 2009). Thus, urbanisation, globalisation and decentralisation emerged in the territory, thereby bringing LED to the forefront. As a positive approach to solving problems at the local level in a sustainable manner, LED appears to be at odds with prevalent ideas. In Africa, LED aims to boost local economies, promote job creation and income generation and improve governance and municipal performance. Rodríguez-Pose and Tijmstra (2005) concur that LED emerged in Africa as a result of the continuous problems of slow economic growth and poverty, changes in national and international economic environments and the failure by central governments to intervene at local levels. Mensah, Domfeh, Ahenkan and Bawole (2013) postulate that African governments identify LED as a key priority to enhance development and governance at local levels.

The following section of the chapter reviews LED in selected African countries, i.e., Ghana and South Africa

2.5.1 Local Economic Development in Ghana

Post 1957, successive governments in Ghana have introduced diverse policies, programmes and projects to accelerate growth and improve standards of living. Although various governments have seriously undertaken rural and local development, there were not conscious processes to foster a LED initiative deliberately and strategically, neither were they named as such (ILO, 2006). Nevertheless, these initiatives could be described as LED, as they recognised and attributed certain roles to local institutions for local development. For example, the Local Government Act No. 54 of 1961 recognises local authorities' responsibility for the provision of basic services and infrastructure. Moreover, under the National Liberation Council (NLC), regional planning committees were established in 1968. This became the focus of LED efforts. In 1981, the National Board for Small Scale Industries (NBSSI) was established as a policy maker, policy advisor, monitor/coordinator, programme implementer and registrar of all small and micro-scale activities to promote LED (Mensah, Bawole & Ahenkan, 2017). Similarly, there have been some institutions, the Development Planning Commission (NDPC), District Assemblies (DAs),

Regional Coordinating Councils (RCCs) alongside the various polices to help implement LED development policies and programmes (NDPC, 1997; 2002; 2006).

From the legislative and policy perspective, LED in Ghana is in accord with the legislation, policies and frameworks dealing with socio-economic development and poverty reduction since 1994. The Acts, policies, and frameworks have made provision for the government to foster local economic growth to address local needs and formulate strategies to address job creation and community development. Today, LED has been conceptualised and introduced as a bottom-up participatory development strategy in Ghana. This policy initiative is implemented at district level to facilitate the local economy's Revitalisation and to create jobs for local residents (Akudugu, 2018).

In addition, the Local Governance Act, 2016 (Act 936) confers political, administrative, social, economic and developmental authorities and functions on the Metropolitan, Municipal and District Assemblies. The Local Governance Act 2016 (Act 936) acknowledges the importance of decentralisation in attaining local development and as such gives legal, fiscal, administrative, social, developmental and economic powers and authorities to local government units so that they can perform their local governance development functions. As part of the LED initiative, the Government of Ghana set "Ghana-Vision 2020" as a development strategy to create a stable macroeconomic environment and to implement a decisive structural transformation to foster strong economic growth and a broad-based improvement of living standards. Vision 2020 includes five main themes, human development, economic growth, rural development, urban development and an enabling environment. Vision 2020 aims to reduce disparities between the incomes and living standards of rural and urban populations (National Development Planning Commission (NDPC), 1996). Azunu and Mensah (2019) found that the International Labour Organisation's LED initiative led to a reduction in poverty in Ghana.

2.5.2 Local Economic Development in the South African context

The historical development of the pro-poor LED framework in the aforementioned countries is not different from South Africa. Rogerson (2010) explains that post-1994, LED has been a growing feature of development planning in South Africa. The main object of the national government's promotion of LED in South Africa is to forge robust and sustainable local economies. Although LED strategies have their roots in the high-income countries of the global North, in South Africa,

LED has gradually emerged as a development strategy because of several factors (Rodriguez-Pose & Tijmstra, 2007). The South African policy development experience of LED and applied practices is distinguished by the emphasis on local-authority-driven processes.

Since the demise of the apartheid regime, there has been a radical transformation in the nature and organisation of development planning in South Africa. Grant and Dollery (2010) point out that one shift relates to the rise of LED planning, an integral component of place-reshaping and re-engineering local government. The years 2005–06 marked a significant watershed for South Africa's LED policy (Rogerson, 2008), after nearly 10 years of LED being a statutory obligation for the country's local authorities. The National Framework for Local Economic Development was introduced and provides a vision for creating 'robust and inclusive local economies, exploiting local opportunities, real potential, and competitive advantages, addressing local needs and contributing to national development. This 2006 framework signals a new 'policy maturity' in the planning of LED in South Africa and furnishes 'the essential base for a phase of consolidation in LED activities and planning' (Rogerson, 2008:308). Provincial governments 'are expected to play a leading role in ensuring that economic planning, infrastructure investment and development spending take place following the principles set out in the National Spatial Development Perspective' (The Presidency & Department of Provincial and Local Government (DPLG), 2005:1).

In terms of influencing LED, the provinces have an important role in guiding local governments in the evolution of LED programmes through IDP processes and in contextualising national imperatives and grounding them within each province's realities and specificities. The Provincial Growth and Development Strategy (PGDS) provides an essential link between national and local development processes and is important for creating links within LED to ensure that development at the sub-provincial level occurs in an integrated manner. Several shifts occurred during the first decade of applied interventions and planning for LED (Nel & Rogerson, 2005). In many respects these shifts in LED practice are a mirror of 'learning by doing', and, in some cases, of 'learning from mistakes'. It is acknowledged that many efforts to support LED 'have often failed as projects have not successfully involved and included local people as participants and beneficiaries – often relegating locals to 'workers/labourers rather than owners of initiatives and projects' (IDC, 2009:1). One factor behind the limited number of 'success stories' is the near-complete absence

of any monitoring and evaluation programmes to gauge the performance of LED interventions (Rogerson, 2006; 2008).

Many observers consider that LED is ‘not taken seriously’ by many South African local governments and instead relegated to a ‘backroom function’ or minor issue on the agenda with no political importance. Certainly, the limited success of LED projects with a welfare focus has undermined the credibility and significance attached to LED by many local authorities. The limited perceived success of LED in South Africa has meant that its career path lacks credibility, with the consequence that it is associated with low-level staffing and high turnover, especially outside the larger metropolitan areas and cities.

2.6 Local Economic Development Policy Frameworks in South Africa

LED is a concept which has been regulated by legal frameworks since the beginning of transformation in South Africa (Masuku, Jili & Selepe, 2016). LED is based on a number of government programmes aimed at meeting the pro-poor developmental needs of local communities. These programmes include the National Spatial Development Perspective (NSDP), within which each province has to develop its own Provincial Growth and Development. The district and local municipalities also develop their own Integrated Development Plans (IDPs). The district and local municipality IDP should incorporate their economic development plans. However, many municipalities are not clear about LED and how it should be implemented (Khambule, 2018; Koma, 2012). Prior to the democratic transition, South Africa's LED planning was limited in scope and mainly confined to isolated local development interventions pioneered by municipal authorities in the country's larger cities.

The legislative and policy context for elevating LED to an obligatory mandate for all South African local authorities was initially recognised by the 1996 Constitution and subsequently established in the 1998 White Paper on Local Government, which introduced the notion of developmental local government. Under the 2000 Local Government Municipal Systems Act, several LED functions and responsibilities were legislated and the activity of Integrated Development Planning was made a compulsory activity for local governments (Nel & Rogerson, 2005). Apart from the NSDP and IDP, the legislative frameworks that support the implementation of LED in South Africa are as follows:

The Constitution No 108 of 1996 is the primary law which regulates the planning and implementation of LED in municipalities in South Africa. The Constitution provides local governments with the power and authority to provide, be democratic and be accountable for government in local communities (South African Local Government Association (SALGA), 2015). The Constitution gives effect to the planning and implementation of LED initiatives in local governments. It encourages them to ensure the provision of quality, sustainable, reliable and affordable services to the local communities.

Moreover, the Constitution promotes the implementation of LED as it encourages a safe and healthy environment. It also encourages partnership between local communities and community organisations to participate in decision-making and programmes that affect local governments (SALGA, 2015).

Section 51(1) of the Constitution highlights the developmental duties of all municipalities, namely: to structure and manage their administration, budget and plan processes to give priority to the basic needs of communities and to improve social and economic development within their communities (Republic of South Africa, 1996).

Furthermore, the 1998 White Paper on Local Government also promotes planning and implementation of LED in local governments. The White Paper translates the constitutional objectives and duties into the concept of developmental local government. It supports the implementation of LED by encouraging local governments to commit to working with the stakeholders in the local communities to identify and find solutions to meet their needs and to improve the quality of lives (Mashamaite & Lethoko, 2018). According to Triegaardt (2007), the White Paper on Local Government is not responsible for creating jobs but rather it introduces a pro-poor LED framework to create an enabling environment for development. The White Paper outlines three important developmental outcomes which local governments are expected to focus on: the provisioning of sustainable household infrastructure and services, the creation of liveable and integrated local areas and the promotion of LED and community empowerment and redistribution (Mashamaite & Lethoko, 2018).

The Local Government Municipal Systems Act 32 of 2000 gives further effect to the implementation of LED in local municipalities. It establishes a new framework for planning development in local governments (Mashamaite & Lethoko, 2018). The main object of this Act is

to mandate municipalities to improve social and economic development. Moreover, the Act empowers local municipalities to provide affordable services to their constituents and to promote the participation of local communities in municipal affairs. It mandates local municipalities to ensure stakeholder engagements in planning processes to develop Integrated Development Plans (IDPs) that will enable local governments to realise their objectives and to give effect to their developmental duties, as contained in the Constitution.

Section 25(1) of the Local Government Municipal Systems Act 32 of 2000 supports LED initiatives in local governments by empowering municipalities to adopt inclusive and strategic plans, which align, integrate and coordinate plans and consider proposals for the development of municipalities (Meirotti & Masterson, 2018).

The IDP, on the other hand, sets out the development priorities and objectives of the municipal councils, including their LED. Every municipality in South Africa is required to develop a LED strategy and link such strategy to its IDP. LED is an important strategic tool, which empowers local governments to comply with their developmental duties as set out in the Local Government Municipal Structures Act 117 of 1998 (Kamara, 2017).

Another important policy initiative is the 2005 “Policy Guidelines for Implementing Local Economic Development in South Africa”, which identifies economic growth and poverty eradication as the key overarching goals of LED (DPLG, 2005). Noteworthy is the LED framework, Stimulating and Developing Sustainable Local Economies, which was released by the Department of Provincial and Local Government in 2006 (DPLG, 2006). The Framework emphasises that municipalities have a key role to play in creating an environment conducive to investment through the provision of infrastructure and quality services, rather than by developing programmes and attempting to create jobs directly (Meyer, 2014). The National Framework for LED in South Africa focuses on the conditions necessary for implementing Local Economic Development.

In addition to the aforementioned legal frameworks, there are other policy guidelines regulating the implementation of LED in all municipalities. For instance, the National Development Plan 2030 elucidates the 2020 economic vision for South Africa (National Planning Commission, 2013). The National Development Plan 2030 was created to charter a new path for the country with the object of eradicating poverty and minimising inequality (Manual, 2012). The Accelerated

and Shared Growth Initiative-South Africa, 2006 (ASGISA), on the other hand, aims at reducing the unemployment rate, addressing poverty and improving economic conditions (Hirsch, 2006). The Integrated Enterprise Development Strategy, 2005, provides support for previously disadvantaged groups to obtain decent work and participate in meaningful economic activities. It can, therefore, be argued that the aforementioned legal frameworks serve as guides for municipalities to develop their own economic strategies to contribute to economic growth, address poverty and unemployment within their local districts.

The review of empirical literature suggests that although there exist several legislative frameworks on LED within South Africa, they are however, somewhat ineffective as they make slow progress towards economic growth and development of local economies. This further worsens unemployment, poverty and poor service delivery, especially in the vulnerable communities (Meirotti & Masterson, 2018). Additionally, Meyer (2014) argues that the pro-poor policies or legal frameworks do not always deliver the required results for LED. This study helps identify the legislative challenges facing LED and makes appropriate recommendations to the stakeholders on how to improve LED planning and implementation in the uThukela District.

2.7 Critical Success Factors Affecting Local Economic Development

The implementation of LED in different parts of the world, including South Africa, is affected by several critical factors. Houghton, Dlamini and Mthembu (2013) identify the critical success factors that influence LED planning and implementation as technical and financial resources, sufficient services and poverty.

Koma (2012) observes that LED initiatives in South Africa are affected by a myriad of factors such as poverty and unemployment, skills' shortages and limited capacity and experience of local municipalities. According to Koma (2014), these LED challenges are aggravated by international trends and events like the rapidly increasing globalisation, urbanisation, technologies and the global competitive environment. Koma (2014) believes that there is ineffective inter-governmental coordination and communication across the national, provincial, and local spheres of government.

In addition, Kamara (2017) identifies key factors affecting LED planning and implementation. These include capacity, limited access to finance, ineffective LED methodologies, poor coordination of networks and community involvement. Khambule (2018) concurs that LED planning and implementation is affected by coordination of LED in the local government, lack of

skills and capacity. Khambule (2018) further argues that local governments are often unable to meet their developmental duties because of a lack of capacity, insufficient LED experts, inadequate understanding of local economies, limited funding and a lack of integration between LED stakeholders.

Meyer and Venter (2013) examined the challenges and solutions for LED in the municipal institutional arrangements in the Northern Free State Region, South Africa. It was discovered that, due to a lack of capacity, skills, limited funding and inappropriate policies, the local government had achieved little success with its mandate. Meyer (2014) agrees with other scholars that the key barriers to the planning and implementation of LED include limited capacity and limited resources. Van der Byl (2014) postulates that LED initiatives fail in most local governments as a result of political interference, poor political leadership, inefficient funds, bureaucracy and corruption. These challenges weaken the constitutional ability of local governments.

According to Pavel *et al.* (2019), exogenous factors, including the location of the urban communities and a direct connection to the European Road Network, influence LED's success levels. Moreover, the authors argue that other exogenous factors such as non-refundable investment programmes in local core infrastructures designed to accelerate economic development and direct connections to the National Roads Network do not significantly accelerate LED. Simms *et al.* (2014) suggest that the factors determining LED planning and implementation include demography, economic structure, revenues, basic services, spatial location and governance.

Khambule and Mtapuri (2018) observe that there is a growing recognition of the role played by LED agencies in addressing many developmental challenges confronting South Africa; some of these agencies are mired in inefficiencies and capacity challenges in leading LED. Khambule and Mtapuri (2018) contend that LED agencies cannot solve the implementation problems because their efficiency is undermined by a lack of coordination of roles and functions in the local government-led development landscape. The role of LED agencies is limited in scope; hence, they do not adhere to the mandate that underpinned their establishment. Moreover, the study found that LED agencies lack the appropriate legitimate mandate to effectively discharge their responsibility due to inherent capacity challenges (Khambule & Mtapuri, 2018).

Shilangu (2019) explored 'enhancing LED through effective leadership and service delivery in South African Municipalities'. The findings reveal that the lack of effective leadership within municipalities was a significant challenge to LED (Shilangu, 2019). However, it was suggested that effective leadership of ward councilors and service delivery would be a key to LED success. Shilangu (2019) believes that the success of LED depends on effective leadership, a fundamental prerequisite for partnerships. From the above discussion, it can be argued that the factors mentioned and COVID-19 have increased unemployment and poverty rates globally, including in South Africa. It is believed that these social phenomena (unemployment and poverty) can best be addressed through the pro-poor LED framework.

The following section describes how the pro-poor LED impacts poverty alleviation.

2.8 Role of LED in Alleviating Poverty

The overarching aim of LED is to eradicate poverty (World Bank Group, 2011). Kahika and Karyeija, (2017) observe that, in Uganda, LED was introduced post adoption of the decentralisation system in the 1980s, which aimed at eradicating poverty and, at the same time, to ensure the promotion of inclusive and sustainable economic development in the local communities.

Mashamaite and Lethoko (2018) maintain that LED emerged in South Africa with the purpose of playing a leading role in addressing rising unemployment and poverty. Koma (2014) posits that LED acts as a vehicle through which local economies can be boosted towards addressing rising poverty, unemployment and inequality, especially in local communities. Houghton *et al.* (2013) postulate that LED, as a development strategy, enables local governments to deliver basic services to their constituents to alleviate poverty, enhance economic growth and reduce unemployment.

Furthermore, research (Khambule & Mtapuri, 2018; Moyo & Mamobolo, 2014) suggests that pro-poor policies like LED target vulnerable people and are intended to reduce poverty. Radebe and Maphela (2019) found that pro-poor policies do not necessarily deliver the required results for local governments. Mahlalela (2014) found that the implementation of LED in Mbombela had no significant impact on poverty alleviation due to a lack of capacity and limited resources. Evidently, it can be argued that there exist mixed reactions amongst scholars regarding the effectiveness of LED in alleviating poverty. Hence, this study addresses the gap in research by shedding light on

the extent to which LED contributes to poverty alleviation and addresses the issue of unemployment in the uThukela District Municipality.

Musasa and Mago (2014) advocate that pro-poor tourism impacts poverty alleviation, especially in rural communities. Similarly, Rogerson (2012) concurs that pro-poor LED within the tourism industry provides communities with opportunities to alleviate poverty. Musavengane and Simatele (2017) point out that pro-poor tourism plays a critical role in alleviating poverty in Zimbabwe. Early writers, such as Nel (2001), argue that the local governments in Zimbabwe are vital agents of change. They are tasked to respond to developmental needs in their localities of the marginalised and poorest in society. In South Africa, a study conducted by Garidzirai *et al.* (2019) confirms that pro-poor LED improves local economic growth and poverty alleviation. Radebe and Maphela (2019) agree with the above scholars that LED alleviates poverty and inequality. Likewise, Moyo and Mamobolo (2014) state that pro-poor LED policies aim to alleviate poverty, especially in poor communities.

The section below describes the extent to which the pro-poor LED framework contribute to addressing unemployment globally.

2.9 Role of LED in Addressing Unemployment

Koma (2012:125) suggests that ‘local government has an obligation for promoting the social and economic development as per constitutional directive.’ There are three identified economic priorities according to the Long-Term Development Framework for 2001 and 2010 and beyond. The first one is meeting fundamental needs, the second is to strengthen the economy and the third, to build on skills and technology.

Employment is the key to addressing these economic challenges, especially the first two. To this end, the government needs to create a conducive business environment to address the indicated challenges. Robbins (2010:541) observes that the eThekweni Local Municipality created an enabling environment for emerging businesses. The metro reviewed its supply chain policies to support emerging service providers in terms of works’ contracts and skills’ development. Another example is the implementation of the Expanded Public Works Programme for job creation.

Local government is also tasked to provide basic services, capacitation of cooperatives and development support to alternative industries for the purpose of job creation (Koma, 2012:128).

Koma (2014) observes that LED reduces high unemployment, and inequalities in most communities.

According to Meyer (2014), LED initiatives improve quality of life through job creation. Meyer (2014) postulates that South African LED emphasises developmental local government. The local governments are encouraged to plan and implement LED effectively and efficiently to play critical roles in job creation. Oduro-Ofori (2016) contends that the primary goals of LED are to boost local economies, create jobs, increase income generation, improve governance and public sector performance. Shilangu (2019) explains that LED was introduced in South Africa to address the triple challenges of unemployment, poverty, and inequality. Suarez, Chicas and Troshani (2015) show that LED reduces unemployment, alleviates poverty and promotes economic growth. Mashabela (2020) claims that LED helps to mitigate unemployment and poverty in South Africa. Similarly, Garidzirai, Meyer and Muzindutsi (2019) claim that LED is a process and tool to improve economic growth, create jobs and eradicate poverty. From the discussion above, it becomes clear that poverty and unemployment are twin brothers. This implies that a rise in unemployment contributes to an increase in poverty and vice-versa.

The section below describes the unemployment trends globally, including in South Africa

2.10 Unemployment Trends from a Global Perspective

A survey conducted by McKinsey among company executives around the world reveals that many countries witnessed a sharp increase in unemployment due to the COVID-19 pandemic (Rosén & Stenbeck, 2020). It is suggested that unemployment will worsen in the coming years because of the devastating effects of the COVID-19 pandemic. Table 2.2 shows the unemployment rates across the globe from 2013-2020.

Table 2.2 Unemployment Trends from a Global Perspective

Country	2013	2014	2015	2016	2017	2018	2019	2020
Australia	5.7	6.1	6.1	5.7	5.6	5.3	5.2	6.9
Austria	5.3	5.6	5.7	6.0	5.5	4.9	4.5	5.8
Brazil	7.2	6.8	8.3	11.3	12.8	12.3	11.9	13.4
Cabo Verde	16.4	15.8	12.4	15	12.2	12.2	8.5	8.5
Canada	7.1	6.9	6.9	7.0	6.3	5.8	5.7	9.8
Chile	6.1	6.5	6.3	6.7	7.0	7.4	7.2	11.4

China	4.1	4.1	4.1	4.0	3.9	3.8	3.6	3.8
Czech Republic	6.9	6.1	5.0	4.0	2.9	2.2	2.0	3.1
Finland	8.3	8.8	9.6	9.0	8.8	7.4	6.8	8.4
France	10.3	10.3	10.4	10.0	9.4	9.0	8.5	8.9
Georgia	16.9	14.6	14.1	14	13.9	12.7	11.6	n/a
Germany	5.2	5.0	4.6	4.2	3.8	3.4	3.1	4.3
Iceland	5.4	5.0	3.9	3.0	2.8	2.7	3.6	7.2
Indonesia	6.1	5.9	6.2	5.6	5.5	5.3	5.3	8.0
Jamaica	15.3	13.8	13.5	13.2	11.7	9.1	7.7	n/a
Japan	4.0	3.6	3.4	3.1	2.8	2.4	2.4	3.3
Korea	3.1	3.5	3.6	3.7	3.7	3.8	3.8	4.1
Kuwait	1.9	1.7	1.3	1.2	1.3	1.1	n/a	n/a
Russia	5.5	5.3	5.6	5.5	5.2	4.8	4.6	5.6
South Africa	24.7	25.1	25.4	26.7	27.5	27.1	28.7	36.9

Source: International Monetary Fund, World Economic Outlook Database (2020)

An analysis of Table 2.2 suggests that while unemployment has remained low in Kuwait, China, Germany and Iceland, it keeps worsening in countries like Kosovo, South Africa and Greece. Findings suggest that low unemployment in Kuwait, China, Germany and Iceland is a result of income security, equal employment opportunity, availability of decent jobs, access to education and vocational training, technological innovation, and industrialisation (Chen, Sinha, Hu & Shah, 2021; Organisation for Economic Co-operation and Development, 2020). The statistics confirm the reports released by StatsSA (2020), which indicate that South Africa is faced with a serious unemployment crisis.

2.11 Unemployment Rate by Province 2018-2019

Table 2.3 shows the unemployment rate for each province in South Africa from 2018 to 2019.

Table 2.3 S.A Unemployment Rate for South African Provinces, 2018-2019

Province	Official unemployment rate					Expanded unemployment rate				
	Jan-Mar 2018	Oct-Dec 2018	Jan-Mar 2019	Qtr-to qtr change	Year on-year Change	Jan-Mar 2018	Oct-Dec 2018	Jan-Mar 2019	Qtr-to qtr change	Year on-year change
	Per cent			Percentage points		Per cent			Percentage points	
South Africa	26,7	27,1	27,6	0,5	0,9	36,7	37,0	38,0	1,0	1,3
Eastern Cape	19,7	19,3	19,5	0,2	-0,2	22,5	23,1	22,7	-0,4	0,2
Western Cape	35,6	36,1	37,4	1,3	1,8	46,0	46,8	48,3	1,5	2,3
Northern Cape	29,5	25,0	26,0	1,0	-3,5	41,0	38,6	41,5	2,9	0,5
Free State	32,8	32,9	34,9	2,0	2,1	38,4	39,3	40,1	0,8	1,7
KwaZulu-Natal	22,3	25,6	25,1	-0,5	2,8	40,6	41,3	42,4	1,1	1,8
North West	25,8	26,6	26,4	-0,2	0,6	41,8	42,9	44,4	1,5	2,6
Gauteng	28,6	29,0	28,9	-0,1	0,3	33,6	33,6	33,6	0,0	0,0
Mpumalanga	32,4	32,0	34,2	2,2	1,8	42,5	41,1	43,0	1,9	0,5
Limpopo	19,9	16,5	18,5	2,0	-1,4	37,6	38,8	43,1	4,3	5,5

Source: Stats SA-Quarterly Labour Force Survey, Quarter 1 (2019)

As reflected in Table 2.3, the unemployment rate increases by 0,5 5% in Quarter 1 of 2019 compared to Quarter 4 of 2018. Evidence shows that the unemployment rate increased in six of the nine provinces, with the largest increase in Mpumalanga, followed by Limpopo, Free State and Eastern Cape. The statistics indicate that only KwaZulu-Natal, North West and Gauteng recorded decreased unemployment rates. Moreover, the statistics show that the official unemployment rate increased by 0,9% year-on-year.

The expanded unemployment rate increased by 1,0% from 37,0% in Quarter 4, 2018 to 38,0% in Quarter 1, 2019. The largest increase was recorded in Limpopo, followed by Northern Cape and Mpumalanga. The expanded unemployment rate for Gauteng remained unchanged, while Western Cape was the only province that experienced a decrease in the expanded unemployment rate. Compared to the same period the previous year, the expanded unemployment rate increased by 1,3% in Quarter 1, 2019. All provinces recorded an increase in the expanded unemployment rate except for Gauteng, where it remained unchanged. The largest increase was recorded in Limpopo, followed by North West and Eastern Cape, respectively (Stats SA, 2019).

2.12 The State of Unemployment and Poverty in the uThukela District Municipality

The Community Survey (2016) reports that the total population in the uThukela District Municipality is estimated at 706,589. The majority of the people living in the uThukela District Municipality are Africans and Coloureds are in the minority (Hlomuka, 2020). Several challenges like poverty, HIV/AIDS, low income, poor healthcare and inadequate infrastructure development face the uThukela District Municipality. Among these challenges, unemployment and poverty are the most restrictive factors facing the municipality. The unemployment rate in the uThukela District Municipality was 31.8% in 2016 and 32.2% in 2017 (Buthelezi, 2020). In addition to the high unemployment figures, the overall proportion of people living in poverty in uThukela was approximately 65.7% in 2016 (Community Survey, 2016). The indications are that the number of people living in poverty is increasing in uThukela. Within the district, the most poverty-stricken areas are found in the areas of Alfred Duma and Inkosi Langalibalele.

The following section discusses strategies that could be adopted to address the challenges facing LED in the municipality.

2.13 Addressing the Challenges Facing Pro-Poor LED

It is believed that the challenges confronting LED can be addressed through stakeholder engagement, fostering partnerships, resource availability and monitoring and evaluation services (Pike, Marlow, McCarthy, O'Brien & Tomaney, 2015). Koma (2012) claims that a robust and inclusive municipal economy is required to support the effective implementation of LED. Koma (2012) further claims that inter-governmental co-ordination and communication are required at all levels in the localised sphere of government. Moreover, Koma (2012) suggests that to ensure the success of LED interventions, the appointees should possess the requisite skills, knowledge and competencies. It is also recommended that institutions of learning conceptualise and develop relevant LED courses and modules and incorporate them into the curricula tailored for students (Koma, 2012). In addition, the author recommends that financial resources be made available to support LED projects. Moreover, Koma (2014) suggests that local governments should align LED initiatives with those of national and provincial governments to build the required economic capacity.

Rogerson and Rogerson (2012) report that the South African government has launched several programmes to promote enterprise development and LED. Munzhedzi and Makwembere (2019) suggest that the challenges affecting pro-poor LED can be addressed through inclusive participation, equal allocation of resources, monitoring and evaluation and continuous accountability. The South Australian Centre for Economic Studies (2013) contends that partnerships with the business community could help to increase the effectiveness of the LED system. Meyer (2014) believes that the provincial government should create an environment conducive to successful businesses through an LED strategic plan.

In a more recent study, Mashamaite and Lethoko (2018) conclude that local government should engage stakeholders in LED projects and programmes. It is also suggested that partnerships between local government, local communities and the private sector could help to increase the success rate of LED interventions. Mashamaite and Lethoko (2018) explain that LED should be embraced by a participatory approach which encourages stakeholder participation. Wolfe (2010) suggests that local governments should engage in strategic planning to identify and manage their resources. Lawrence (2013, 2016) emphasises the identification of development agencies to help

sustain LED initiatives in the localised spheres of government. Radebe and Maphela (2019) propose that the municipalities should implement strategic plans to ensure that inputs are utilised effectively to achieve the required outputs of LED. In addition, they recommend that collaboration between stakeholders be encouraged to attain effective LED.

2.14 The Conceptual Model that Underpins the Study

From the above discussion, it can be argued that LED creates jobs and alleviates poverty. From a social capitalist perspective, LED promotes participatory democracy and development, which are fundamental to LED interventions within the South African context. Figure 2.1 shows the conceptual model developed from empirical research.

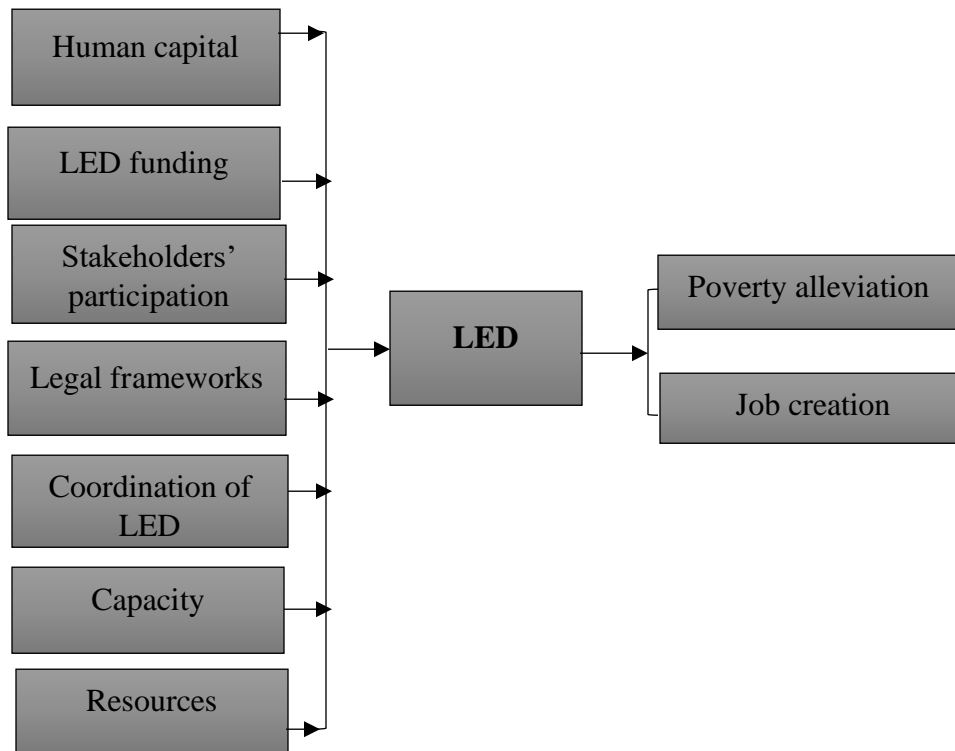


Figure 2.1 Local Economic Development, Poverty Alleviation and Job Creation

Source: Author’s Compilation

The conceptual model was developed as a result of the knowledge drawn from empirical research and the research questions and objectives that guide this investigation. As reflected in the conceptual model, this study assumes that successful planning and implementation of LED are

influenced by a range of critical factors such as human capital, LED funding, stakeholders' participation and involvement, legal frameworks, coordination of LED, the capacity of the local governments and availability of resources. The constructs in the conceptual model are discussed as follows.

Pasban and Nojedeheh (2016) believe that the concept of human capital is dominates organisations because it creates value for the organisations. Pasban and Nojedeheh (2016) maintain that most organisational theorists rely on the human capital theory to add value to organisations. Scaringella and Malaeb (2014) contend that human capital goes beyond the sum of individual knowledge and furthermore, that effective implementation of LED requires human capital. Local governments should be willing to invest in human capital development to help acquire the skills, knowledge and experience needed to implement LED initiatives effectively. This recommendation is supported by the view expressed by Koma (2012) which states that the success of pro-poor LED projects depends on intellectual capital.

Apart from human capital, the successful implementation and management of LED require adequate financial resources. Houghton *et al.* (2013) identify a lack of financial resources as the biggest constraint affecting the effectiveness of LED programmes in South Africa. Rogerson (2010) further confirms that the failure of LED in South Africa can be attributed to factors like a shortage of resources. Monkam (2014) suggests that a lack of funding hampers the effectiveness of LED initiatives from an economic development perspective. Khambule (2018) argues that local governments cannot meet their developmental duties due to limited funding. Against this backdrop, the current study recommends an adequate budgetary allocation to support LED initiatives. LED is a complex intervention that requires sufficient capital investment from the government and other stakeholders. Besides the budgetary allocation, stakeholders should find sustainable means of funding the LED programmes.

Stakeholders' participation is considered another essential element in LED planning and implementation. It is imperative to consider the number and calibre of stakeholders involved in the LED programmes, their degree of participation and the diversity of their representation. Local governments should include stakeholders such as the community, businesses, customers, civil society organisations, the media and other political parties in the planning and implementing of

LED initiatives. It is recommended that the involvement of these stakeholders should be assessed in terms of value creation (Bitzer & Glasbergen, 2015).

LED, in particular, is regulated by numerous legislative frameworks. However, evidence suggests that the pro-poor policies or legal frameworks do not consistently deliver LED's required results (Meyer, 2014). To reap the full benefits of LED initiatives, stakeholders must create environments conducive for businesses to thrive and survive. Khambule (2018) concurs that LED planning and implementation are affected by the local governments' dearth of coordination and their lack of skills and capacity.

Koma (2012) observes that LED initiatives in South Africa are affected by a many factors, one of which is a lack of coordination. Khambule (2018) confirms that LED planning and implementation are affected by the local governments' lack of coordination. The study recognises the need for effective intergovernmental coordination in all spheres of localised government.

In addition, a capacity shortage is considered a further critical factor affecting LED initiatives. Meyer (2014) points out that limited capacity a key barrier affecting LED. Khambule (2018) agrees that LED planning and implementation are affected by a lack of skills and capacity. Against this backdrop, the study recommends government support for capacity building. Government should expand the mandate of the local governments to enable them to carry out their responsibilities. Local government officials should be empowered to play an oversight role to ensure that LED achieves its ends.

Lastly, this study considers resources as a critical factor that affects LED planning and implementation. Rogerson (2010) is of the view that the failure of LED in South Africa can be attributed to many factors, including a shortage of resources. Monkam (2014) suggests that five main challenges influence the effectiveness of the LED; one of these is limited funding. Kamara (2017) further identifies limited access to finance as a big constraint in LED planning and implementation. Based on these findings, the current study suggests that government offers financial support of LED initiatives. LED planning and implementation should receive the full support of the government and top management in the various local governmental organisations.

2.15 Conclusion

This chapter reviews the empirical and theoretical frameworks that underpin LED, in its battle against unemployment and poverty. The review reveals that unemployment and poverty are global phenomena and not limited only to South Africa. The review maintains that LED helps address unemployment and poverty globally. However, it has been observed that the effectiveness of LED is affected by diverse factors.

The next chapter presents and analyses data and discusses the findings obtained from the analysis.

CHAPTER THREE: DATA ANALYSIS AND DISCUSSION OF RESULTS

3.1 Introduction

Globally, unemployment and poverty are considered common phenomena facing many countries. To address these phenomena, several policy interventions have been introduced by governments, including the pro-poor LED. Chapter three presents the data analysis and discussion of the results. The data was collected through face-to-face interviews. The interviews were audio-taped with the consent of the research participants. Twelve participants were interviewed; this includes two LED beneficiaries, three from a LED dialogue group, two LED employees, two from municipal management, one from a LED agency and two participants from the local community.

3.2 Participants' Demographic Information

Table 3.1 indicates the participants' demographic information such as gender, age, race, education, employment, employment status, tenure of employment and income level.

Table 3.1 Participants' Demographic Information

Item	Demographic Information	Frequency	Percentage (%)
Gender	Male	7	58.3
	Female	5	41.7
Age	18- 25	1	8.3
	31- 40	3	25.0
	41- 50	3	25.0
	51- 60	4	33.4
	61 and above	1	8.3
Race	African	9	75.0
	White	3	25.0
Education	High Certificate	1	8.3
	Diploma	2	16.7
	Postgraduate Diploma	1	8.3
	Bachelor's Degree	3	25.0
	B/Tech/Honours	1	8.3
	Master's Degree	1	8.3
	PhD	1	8.3
	Other	2	16.7
Employment	Yes	10	83.3
	No	2	16.7
Employment status	N/A	2	16.7
	Contract	3	25.0
	Full-time	6	50.0
	Other	1	8.3
Tenure	N/A	2	16.7
	1-2 years	1	8.3
	3-5 years	1	8.3
	6-8 years	2	16.7
	12-15 years	3	25.0
	20 years and above	3	25.0
Income level	N/A	2	16.7
	< R5,000	1	8.3
	R11 000-R20 000	3	25.0
	R21 000-R30 000	1	8.3
	R31000- R40 000	2	16.7
	>R51 000	3	25.0

The findings show that males constitute 58.3% of the participants and females 41.7%. When it comes to age, 33.4% were between the ages of 51 and 60, 25% of the participants were between 31 and 40, and 25% were between 41 and 50. Moreover, the findings show that 75% of the participants were Africans, and 25% were Whites. Furthermore, the results indicate that 25% of the participants hold Bachelor's Degrees, 16.7% have Diplomas, and another 16.7% hold other qualifications. Further, 83.3% of the participants were employed and 16.7% were not employed.

Fifty percent of the participants were employed full-time, and 25% of them were employed on contract. Additionally, evidence indicates that 25% of the participants had worked for between 12 and 15 years, 25% had worked for 20 years or more. The findings reveal that 25% of the participants earned R11 000 - R20 000 monthly, 25% earned >R51 000, and 16.7% earned R31000- R40 000.

3.3 Pro-Poor Local Economic Development

The initial aim of the study was to identify best LED practices from different countries and draw inferences from them to apply to implementation in South Africa. The literature in the previous chapter elaborates this point. Employees in municipal management were interviewed about this question. The overall findings reveal that, while participants had an adequate understanding of LED, as they applied it, they lacked an understanding of LED in other contexts. Figure 3.1 depicts the findings obtained from the study:

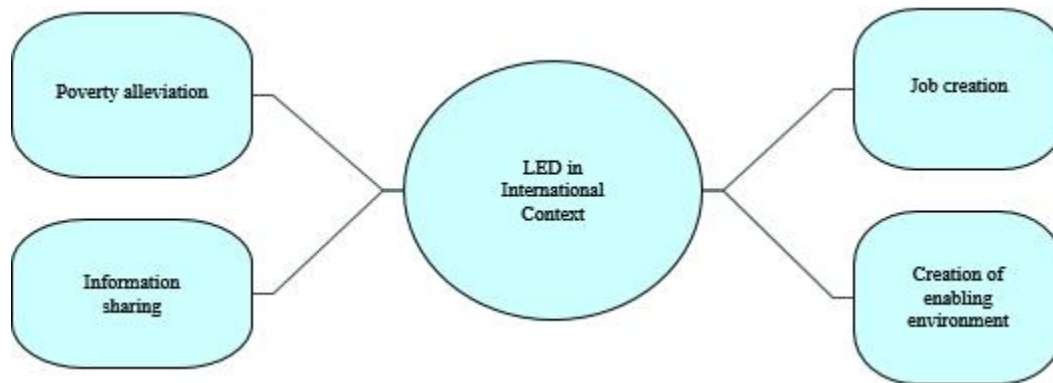


Figure 3.1: Pro-poor LED

3.3.1 Theme 1: Poverty alleviation

The findings of the study suggest that globally, pro-poor LED emerged as a broad political intervention to address poverty. The participants argued that pro-poor LED was affected by political ideologies, capitalist and communist. Thus, there are different ideologies about the concept of poverty alleviation. The participants believed LED had been introduced to eradicate poverty, especially in Africa, among black people. Below are some of the iterative voices of the participants affirming the findings.

Participant 2 expressed that:

“LED is a broad political intervention which is intended to address poverty levels. It is affected by political ideologies: capitalist and communist approaches. However, I do not see much support from the government. For instance, I am into providing support for, especially blacks, but it’s hard to see some government support. I think lack of support has to do with politics. You need to be at a particular political profile to qualify to get government tenders. If you are not part of a specific political grouping, you will not get that (support). Also, I think government tenders are only available to people who are already financially affluent. I see people who are already financially strong getting big tenders but do not see young guys being given the opportunity to develop.” (Community Member).

Participant 5 said that:

“In actual fact, the purpose of LED is to assist people to move out of poverty and be able to meet their family needs. LED also assists in the ranks by building shelters for informal economics. They provide with water in those shelters.” (Dialogue Group).

From the above, it is clear that LED is seen as a political tool or intervention for poverty alleviation globally. The findings are supported by empirical research. Within the Western contexts, evidence shows that in the initial stage, LED creates jobs, alleviates poverty, and increases economic growth (Spear *et al.*, 2001; Douthwaite, 1992; Cooley, 1990). In Africa, LED was introduced to boost local economies, create more jobs, increase income generation and improve governance and municipal performance. Rodríguez-Pose and Tijmstra (2005) concur that LED emerged in Africa due to the persistent problems like a decline in economic growth and mass poverty. Azunu and Mensah (2019) found that the International Labour Organisation’s LED initiative, like decent work, reduced poverty in Ghana. Mensah *et al.* (2013) indicate that African governments identify LED as a tool that enhances development and governance to address poverty, unemployment and inequality.

Evidence suggests that LED pro-poor policy is a government intervention within the South African context which aims to improve vulnerable people's assets and capabilities (Curran & de Renzio, 2006). LED is considered an intervention whereby “government, private sector institutions and

communities join to facilitate job creation, alleviate poverty and improve economic growth at the local level” (Garidzirai *et al.*, 2019:20).

3.3.2 Theme 2: Information sharing

The findings further reveal that the participants understood LED as a tool for information sharing. The participants believe that LED was introduced to assist information sharing, especially for small businesses and individuals and anyone who needed such information about the government, department and local activities. Moreover, it has been found that LED acts as an intermediary between the government and the community. The following is a direct quote from the interviews which supports the findings:

Participant 3 said that:

“Like the definition of LED is to assist people and give them the information especially, the small businesses and individuals as well as anyone who need the information about the government, the department and local activities. It can be the information from the government or the information from the community to the government. So LED is acting as a middleman, like if you want to know how many businesses are here in oKhahlamba who are dealing with crops, dealing with vegetables and then while on another side the businesses also need to know how to access the government, the market from the government and the funding from the government. LED assist you in whatever you want to do and help you with the registration then you would be able to do tendering” (Municipal employee).

The findings from this study are unique and supported by empirical research.

3.3.3 Theme 3: Job creation

Furthermore, the findings reveal that globally, pro-poor LED aims to create more jobs, particularly for the poor. Most of the participants argue that LED is a government intervention intended to create more jobs for poor citizens. Moreover, the findings suggest that LED in different countries creates an enabling business environment for people to set-up businesses to help create more jobs. The following quotes support the findings presented above:

Participant 7 said that

“ There are people who will never be business-people all they want is to work for somebody else, you cannot force them into business, but there are those that are able to start something small, you can then help them to expand” (LED agency).

From the interviews, it can be deduced that worldwide, pro-poor LED aims to create jobs. These findings reaffirm the results of previous studies. Garidzirai *et al.* (2019:20) postulate that LED is a process whereby "government, private sector institutions and communities join to facilitate job creation, alleviate poverty and improve economic growth at the local level." In Ghana, policies and frameworks that support LED have made provisions for governments to foster economic growth to address local needs and create more job opportunities (Akudugu, 2018). LED is considered a bottom-up participatory development strategy in Ghana to facilitate job creation (Akudugu, 2018).

3.3.4 Theme 4: Creation of an enabling environment

The study further found that pro-poor LED was introduced globally to create an enabling environment for investors. The participants believe that LED creates an enabling business environment for both local and foreign businesses to help them invest in job creation. From this perspective, it can be argued that the government needs to create an enabling environment for businesses to create jobs and alleviate poverty. The following direct quotes confirm the findings:

Participant 6 said:

“My understanding with pro-poor LED, eh, I think pro-poor LED is to, we as a district we used to create a conducive, eh, we used to create an enabling conducive environment because, especially local economic development, eh used to be practised by our locals because we as a district, our function is to co-ordinate all activities related to social and economic services around the district, and we are in terms of reference, we are the reference of our locals municipalities, but sometimes we used to have budget to create some other job opportunities just to have a project to implement so that some other people grab job opportunities to that project, maybe I could put it that way” (Municipal employee).

Participant 8 said that:

“You find that the municipalities do have equipment such as tractors to assist communities if they have organised themselves.”

The findings above are consistent with existing research. In South Africa, the LED Framework encourages municipalities to create an environment conducive to investment by providing infrastructure and quality services (Meyer, 2014).

3.4 Unemployment and Poverty

Participants were probed about their knowledge and understanding of unemployment and poverty within the international context. The findings suggest that the participants had diverse understanding of global unemployment and poverty. The findings are presented in Figure 3.2 below:

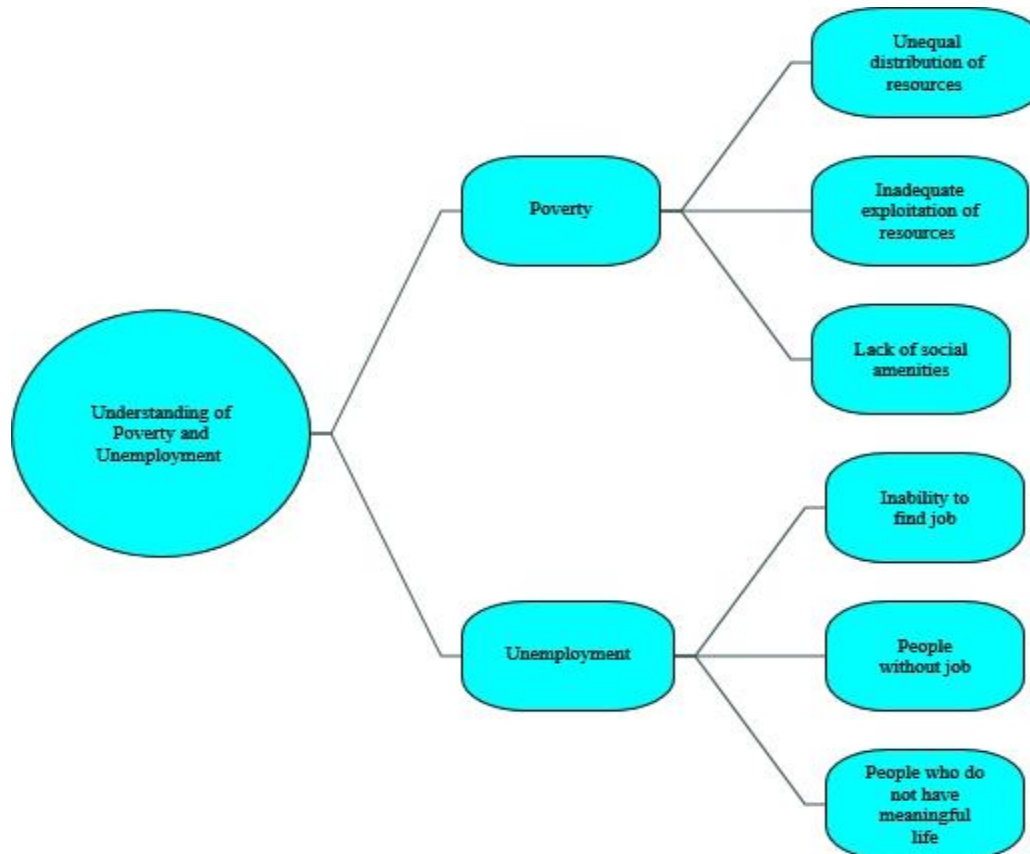


Figure 3.2: Unemployment and poverty in an international context

3.4.1 Theme 1: Poverty

The findings show that the participants have different understandings of poverty. The participants believe that poverty represents situations where individuals cannot afford social amenities like water, electricity, food and good health care. Moreover, the participants perceived poverty as situations where scarce resources are unevenly distributed among people. In addition, the participants understand poverty to be inadequate exploitation of resources. The findings further show that compared to Europe, poverty is more chronic in Africa because of the generally poor standard of living. The following are some of the quotes that support the findings presented above:

Participant 1 said:

“Practically here in our oKhahlamba area, there are people that are poor. When you looking around here (town), you would hear somebody saying I do not have something to eat yet may be there is beans in the house. However, when you go to the deep rural areas that are far from us, that is where you can really see that there is poverty. Where you find some people living in the houses where you can see the outside from the inside. There are people who wake up and just be thankful that the day has broken because he/she might have slept not having had anything to help him/her in the previous day. They are needy and poor. They even do not have the ID documents in order to go and apply for any government grant. There are really people that are living under poverty beside those who are saying they are poor. I mean older, or frail and sick people that cannot really help themselves. Even the social workers are unable to reach them due to poor conditions of the infrastructure. There are people who are residing in the areas where the transport cannot be able to reach. It might not be that the social workers are not willing to help but their areas are not accessible, they are in the mountains where you even ask yourself why they are staying in such areas. So those people are really poor. The other thing is, others are not really far. As you were coming in we were talking about one youth that we were helping him with the computer skills, but he is not having a birth certificate, he is not having an ID document, I mean the person who is already having matric but without an ID document. He wrote matric with an affidavit; he cannot even move forward with life. How can he obtain the job without the ID document? People are really poor in this country because they cannot afford basic needs like food, water and electricity” (LED beneficiary).

Participant 4 said that:

“Poverty level in Africa keeps on worsening because our leaders have failed the citizens. People are poor to the extent that they cannot make ends meet. Millions of people go to bed every day in empty stomach. People are poor because the resources are not equally distributed among them. A lot of the people, especially the youth are becoming frustrated because of the poverty gap. Look around our environment then you will understand what I am saying. For example, look at the housing situation in this community alone. People are sleeping on the street. Even those who claimed to have had house are sharing it with their entire family of four, five or even ten people. Our resources are being controlled by only a few people. It’s a sad story in Africa because people are dying out of starvation” (Municipal Management).

Participant 9 expressed that:

“People are not working, there no factories here, there is also a level of education that has also got an impact. The increase in the population as well” (Dialogue Group).

Participant 1 argued that:

“You know what, one thing happened during the lockdown when people were supported with the food parcels. There is poverty that we can see with our naked eyes. Like in the case of older people living on their own or living with children who do not have parents. I got confused because we needed only 30 families to be given food parcels, but we got too many people where the list was almost an exercise book full. That is why I am saying you really cannot tell how much the community is affected. This might also be the reason it is difficult to develop our community because the level of poverty is too high. It also causes other people to move to the cities and never come back, leaving their children behind. Only to find that they are also not doing well there, they become reluctant to come back home with nothing in the cities. In that way, poverty continues to be perpetuated” (LED beneficiary).

Evidently, it can be argued that poverty is a multifaceted concept. The findings presented above reaffirm the various conceptualisations of poverty. For example, Ravallion (2011) believes that poverty is multidimensional in nature with economic, social and political dimensions. It goes

beyond just the 'income and consumption conceptualisation. Bartelink (2004) describes poverty from an economic perspective as the uneven distribution of limited resources, including capital and land, and the inadequate exploitation of these resources. From a social standpoint, the term poverty connotes insufficient access to social amenities that determine living standards such as potable water, education and health facilities. From the viewpoint of politics, poverty refers to the restriction of the poor's participation in decision-making in the policy spaces created by powerful institutions and actors (Bartelink, 2004). In addition, early developmental thinkers define poverty in material as an economic problem of private consumption (Parsons, 1937; Rostow, 1960).

3.4.2 Theme 2: Unemployment

The findings suggest that there are different understandings of unemployment in the global context. For instance, the findings indicate that unemployment denotes the inability of people to find a job. Furthermore, it has been found that for some, unemployment represents situations where people are without jobs. In addition, the findings reveal that the participants understand unemployment as a condition of people not having a meaningful life. Some quotes that support this finding are presented below:

Participant 11 said that:

“You know what, unemployment is a huge problem in Africa. Hardly people can find a job these days. Many people, especially the youths, are looking for a job, but they cannot find one. There are no jobs for people who are ready and willing to offer their services. The unemployment situation is making people commit suicide. Do you know how it feels like not to be employed? Only God knows what the youth are going through” (Municipal Management).

Participant 12 expressed that:

“To me, unemployment can be understood as a situation where there are no jobs for people to do. Thus, you are looking for a job but are unable to locate one. This problem of unemployment, although it has been in existence for many years ago, the situation is getting worse. People cannot long afford decent life because there is no job. Nowadays, graduates cannot be guaranteed jobs because the government is no longer creating new jobs. A lot of people are suffering because there are no jobs. Every day, the number of people

searching for jobs keeps increasing, yet they are unable to find any. The situation might even get worse in the coming years because of the COVID-19 pandemic” (Dialogue Group).

It can be argued that there are different understandings of the term unemployment in the global context. The findings affirm the evidence from empirical research that the term unemployment has been conceptualised differently, varying from one author to another and from one country to another. Using economic theories and principles, unemployment could be explained by demand and supply. Thus, employment may be described as a situation where labour supply exceeds the demand for labour (Meyer, 2014). Likewise, within the South African context, unemployment has two definitions, one strict and one broad. The former denotes individuals without a job but who have searched for one in the previous week. In contrast, the latter refers to people who do not have a job, although they are willing to work, but are discouraged (Stats SA, 2014). Mohr (2010) identifies three forms of unemployment: frictional, cyclical and structural. Of these forms of unemployment, structural unemployment is mainly found among the youth (StatsSA, 2012).

3.5 Addressing unemployment and poverty through LED

The findings show that LED plays a useful role in addressing unemployment and poverty in South Africa. The findings suggest that through LED initiatives, the problems of unemployment and poverty can be addressed. Figure 3.3 illustrates the findings of the study:

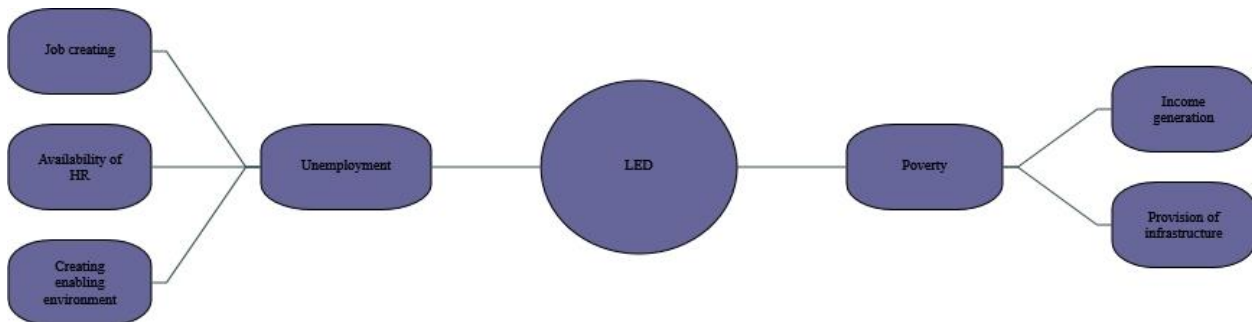


Figure 3.3: Impact of LED on unemployment and poverty

3.5.1 Theme 1: Unemployment

The study questioned participants about whether LED helps in addressing unemployment in South Africa. The findings indicate that LED initiatives significantly impact on unemployment. The results further suggest that LED can be used as a tool to create more job opportunities. Moreover,

it was found that unemployment can be reduced through the availability of qualified human resources. Additionally, the results show that unemployment could be eradicated through the creation of enabling business environments. The following are some quotes that support the findings:

Participant 2 said that:

“I don’t have much information about that but what I do know about the Durban Overall Development is that there are a lot of women who have started their factories because of the LED due to the support they are getting from Durban Overall Factory ” (Community Group)

Participant 8 said that:

“A number of companies have been helped through the LED programme. They have managed to call different stakeholders to advise companies on business opportunities. For instance, they have called SEDA, Ithala, SARS, government departments; people benefit in terms of getting knowledge. Most of the small businesses are now able to get jobs, especially in the local municipality. Our LED had tried to bring our Premier when he was still our MEC for Economic Development. He said he would not come alone but brought other stakeholders such as NYDA, SEDA, and others. They brought with equipment such as stoves, pots for catering, plates to support those businesses. It was an open handout. Those who had made applications/requests were able to benefit. You will find that youth that had catering skills but did not have the equipment were helped. They also gave the tents to grow their businesses. Others were given gas and the braaiing equipment, and they are working and making money with those things in the ranks” (Community member).

Another participant (7) indicated that:

“For now, there are so many of them, but they are not organised. I am still insisting that we will be able to know who our youth is, who they are, their qualifications, what they like. Because there are people who will never be business-people, all they want is to work for somebody else, you can’t force them into business, but there are those who can start something small. You can then help them expand. We do have young people. I remember we helped one beneficiary to start event coordination, and he is in the trucking business.

You see, he is expanding; he is even getting into property development space” (Dialogue group).

Participant 1 said that:

“It can really help if things are really done by the book. Youth is different, there those that can do well academically and those that are not doing well. If those that are not academically well doing can be introduced into businesses, to show them that even though they not doing well in schooling but they can do business. It can also assist them in taking away the laziness because business does like a lazy man. Also, those that are good in books continue with their careers. If only they could do things properly there are lot of youth who are not staying at home doing nothing. You know in the area call Ogade there are people who are doing a very good work with cow skins. If they can be assisted and be given a chance to prove themselves. There are other who doing artwork, youth that is doing good things. ” (LED Beneficiary).

However, other participants disagree that LED helps in eradicating unemployment in South Africa. The participants argue that despite LED initiatives, unemployment and poverty rates continue to rise. The following quotes support the view expressed by one such participant:

“No, it can be stated that I do not know but there is high level of poverty. People are not working, there are no factories here, there is also a level of education that has also got an impact. The increase in the population as well” (Municipal employee).

The findings above suggest that, although LED plays a critical role in addressing unemployment globally, the situation is far from satisfactory when it comes to South Africa. These findings are consistent with previous empirical evidence. Koma (2014) observes that LED is a strategic tool that boosts local economies to address unemployment and inequalities. Similarly, Meyer (2014) contends that LED initiatives could achieve their promise of ensuring improved quality of life through job creation. Meyer (2014) postulates that South African LED emphasises developmental local government. Likewise, Oduro-Ofori (2016) concurs that the primary goals of LED are to boost local economies, create jobs and increase income generation, enhance governance and performance.

Shilangu (2019) affirms that LED helps address the triple challenges of unemployment, poverty and inequality in South African society. Mashabela (2020) claims that in South Africa, the pro-poor LED interventions emphasise mitigating unemployment and poverty. By contrast, Meyer (2014) argues that although LED makes a contribution, it fails to deliver its intended purposes in most local governments due to limited understanding and knowledge of the concept of LED. In a similar study, Rogerson (2010) observes that, although LED has been introduced in South Africa, after several years, its implementation is still a challenge due to several factors such as its conceptualisation and contextualisation, lack of integration and cooperation among LED stakeholders and inadequate funding.

3.5.2 Theme 2: Poverty

The study further questioned participants about whether LED plays any role in alleviating poverty in South Africa. The overall findings show that LED initiatives and programmes implemented by the government significantly impact poverty eradication. Some of the quotes that support the findings follow:

Participant 9 said that:

“Yes, of course, LED is a good policy intervention for addressing poverty in South Africa. The LED is a powerful tool that helps people to have a meaningful life. For instance, the LED programme provides a source of income generation for many people, especially the poor community. Although we have problems as a country, LED programmes and interventions help eradicate poverty” (Dialogue group).

Participant 7 expressed that:

“I believe so. LED could be a game-changer. It is a unique tool for addressing poverty. LED of late, now that district development agencies are introduced, we are dealing with catalytic projects. If we got poultry farmers, we could organise them to make start abattoir. Still, if two people want to start poultry, we don't deal with them. So, we would deal with it on a larger scale. But also, part of it because it is a special programme introduced about three years ago here in KZN, it is called Radical Agrarian Socio-Economic Transformation (RASET). We deal with those farmers. Right now, we are busy collecting their produce and

then selling it to the clients. The current client is the Department of Social Development. We collect, package and sell it to the clients” (Dialogue Group).

From the evidence presented above, it is evident that LED has a significant impact on poverty eradication. These findings are supported by previous research which states that the concept of LED was introduced to eradicate poverty through building the economic capacity of local communities to utilise local resources to enhance quality of life (World Bank Group, 2011). This claim was substantiated by Kahika and Karyeija (2017), who observe that, in Uganda, LED was introduced to eradicate poverty and at the same time to ensure the promotion of inclusive and sustainable economic growth and development in the local communities. Musavengane and Simatele (2017) point out that pro-poor tourism LED plays a critical role in alleviating poverty in Zimbabwe. Within the South African context, LED is a process and tool that improves local economic growth and poverty alleviation (Garidzirai *et al.*, 2019). Radebe and Maphela (2019) agree with the above scholars that LED is a policy intervention introduced by government to eradicate poverty and unemployment. Mashamaite and Lethoko (2018) concur that LED emerged in South Africa with the purpose of playing a leading role in addressing rising unemployment and poverty. Koma (2014) posits that LED acts as a vehicle through which local economies can be boosted to address rising poverty, unemployment and inequality, especially in local communities.

3.6 Challenges affecting the Local Economic Development

Based on the analysis of the data, several factors have been identified as acting as constraints on the planning and implementation of LED in addressing unemployment and poverty. The findings are shown in Figure 3.4 below:

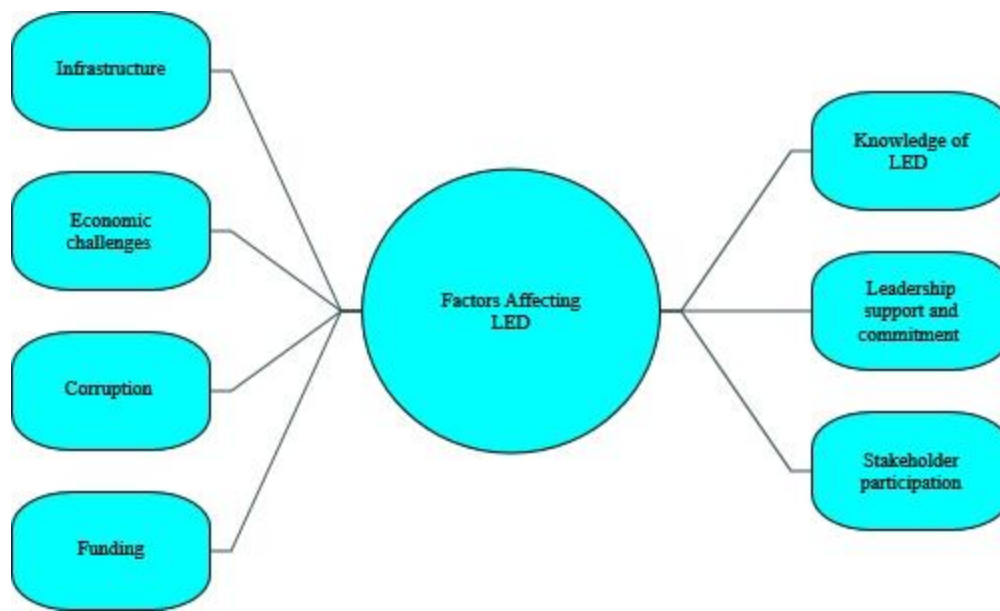


Figure 3.4: Factors affecting LED planning and implementation

3.6.1 Theme 1: Infrastructure gap

The findings show that inadequate infrastructure is one of the factors that impacts LED planning and implementation in the municipality. The participants believe that the amount of infrastructure available to support LED planning and implementation is inadequate. Some of the quotes from the interviews which support the findings follow:

Participant 4 said that:

“There is an infrastructure gap that specifically impacts LED planning and implementation. Although there are some infrastructure available but the reality is that they are not adequate. This challenge is hampering the LED objectives” (Municipal Management).

Participant 4 expressed that:

“As I have indicated previously, the biggest challenge affecting LED is lack of infrastructure. What we have currently is not enough to support the LED to achieve its goal or mandate. For instance, in most cases, you will find that several people are sharing a facility that was meant for one or two people” (Municipal Management).

Another participant said that:

“Water tariffs in our district can affect job opportunities, if there is no water or our water tariff is too high, because investors used to compare us maybe with Durban or a city or there will be no investor who will come here in this area because this is an inland area, they will compare our water tariffs and Durban, so if our water tariff is too high than Durban they will prefer to go in Durban or any other cities because investors used to compare their benefits, that’s what I think” (Municipal Official).

It is evident that inadequate infrastructure is a big constraint to LED planning and implementation. These findings are consistent with existing research. Rogerson (2010) observes that although LED has been introduced in South Africa, after several years, its implementation is still a challenge due to several factors, including, but not limited to, infrastructure. Meyer (2014) claims that limited resources, including infrastructure negatively impacted pro-poor LED programmes. Pavel *et al.* (2019), in their study, discovered the exogenous factors that affect LED planning and implementation include non-refundable investment programmes in local core infrastructure to promote economic development.

3.6.2 Theme 2: Knowledge of LED

The study found that a lack of knowledge about LED planning and implementation hampered its effectiveness. Participants argue that LED officials lack the knowledge and experience about how to plan and implement LED. Moreover, they suggest that the local government lacks the capacity to ensure that LED is implemented, monitored and evaluated in the most effective manner. The participants believe that the lack of knowledge about LED planning and implementation is the result of a lack training of LED officials. Some of the quotes which support the findings are stated as follows:

Participant 6 opined that:

“Yes, I think it’s a gap because we do not have someone in the management side who is an LED specialist, even our supervisor, he is more of the planning side but we don’t have a person who have an LED perspective for quite a long time, they used to just get someone, even a person who was a teacher and here is now our GM, so what can you expect from that person, even the influence from the councilor is easy, he cannot say they must not

touch LED budget. If you can look at those files over there, they have been there for a long period of time and they are full of proposals for different projects that our local people should be benefiting from them in order to sustain themselves. We do make the budget but after few months we get the information that the budget has been taken away, it's gone but if we could get someone who can lead us, someone who can stand and explain it in a way that can be understood. LED is one of the key functions of government, it's not only water and sanitation that are key because the very same people still need to pay for water, how are they going to pay for services if they are unemployed. If they are able to sustain themselves they can be able to pay for municipality services” (Municipal Official).

Participant 9 indicated that:

“Another challenge is that we do not have LED experts to assist in the planning, implementation, monitoring and evaluation process. Most of the municipalities do not have the capacity and technical know-how to successfully ensure that LED meets its desired goals. For LED to be successful, it requires competent people. So, without the qualified experts, the LED is bound to fail” (Dialogue group).

As discussed above, it is clear that LED planning and implementation in the uThukela District Municipality is impacted by a lack of competent personnel. The findings of this study are supported by existing research (Kamara, 2017; Koma, 2012). According to Koma (2012), LED initiatives in South Africa are affected by a myriad of factors like a skills' shortage and limited capacity and experience by local municipalities. Meyer (2014) argues that LED does not reach its aims in most local governments because of the limited understanding of the meaning of LED. Moreover, Kamara (2017) identifies key factors affecting LED planning and implementation and includes capacity. Khambule (2018) concurs that LED planning and implementation is affected by a lack of skills and capacity. Khambule (2018) further argues that local governments are unable to meet their developmental duties because of a lack of capacity, insufficient LED experts and the inadequate understanding of local economies. Meyer and Venter (2013) examine the challenges and solutions for LED in the municipal institutional arrangement. It was discovered, that due to limited capacity and skills, the pro-poor LED projects could not function well. A further study found that LED agencies do not have legitimate mandates to effectively discharge their responsibility. (Khambule & Mapuri, 2018).

3.6.3 Theme 3: Economic challenges

Further evidence emerging from the interviews indicates that LED planning and implementation is affected by economic challenges, such as poverty and unemployment. The participants understand poverty and unemployment conditions in the uThukela District Municipality differently; they argue that the South African economy is not favourable to new businesses. In addition, the economy is weak and stagnant. Here are quotes that support the findings:

Participant 12 argued that:

“The economy is not favourable to people who are building from the scratch. The economy is weak and not growing . I need an economy that is growing to fix people into that system. There must be the willingness to develop small scale businesses. I do not see any strong support to develop local business. There are a lot of small businesses that require support”
(Dialogue group).

Participant 4 indicated that:

“Yes, of course. The economy of this country is crunching. Things are not going well the way it was supposed. The economy is so weak to support LED initiatives in local municipalities. LED programme is unable to create job and alleviate poverty because the economy is not doing well. The municipalities are unable to meet their revenue targets”
(Municipal Management).

The findings presented above are consistent with findings of previous scholars. In the last decade, the global economy has been faced with several challenges. Among these global challenges, unemployment remains a critical challenge facing developed and developing nations (World Bank, 2016). Over the years, many countries have struggled to find ways to create sustainable jobs for their citizens. Khraief *et al.* (2020) postulate that economic challenges, such as the rising rate of unemployment, remains a significant impediment for the world because it threatens growth rates and social cohesion. Meyer (2014) argues that LED fails to achieve its mandate because of the global economic crisis.

3.6.4 Theme 4: Leadership support and commitment

The study has found that LED planning and implementation is impacted by a lack of leadership support and commitment. The participants argue that although LED is a government intervention, it lacks the support and commitment of top leadership within the municipalities.. Quotes that support the findings are as follows.

Participant 2 said that:

“The LED lacks total support and commitment from the top leadership. We do not have local support for local businesses. There is a lack of culture for supporting locals who own businesses. The LED initiatives are not working because the leaders are not committed to them. I mean, only way for LED to become sustainable is to have leadership support”
(Community Member).

Participant 7 indicated that:

“The staff is a challenge, people who are not interested and not even prepared to drive it. People who will not even attend meetings, not even when we say we are going to provide the transport. There are projects that we are trying to revive, one of them is Chicory Planting, there is a market from Nestle and we need the district. We need Alfred Duma local municipality LED as well as Inkosi Langalibalele local municipality LED because the farmers are coming from those locals but uThukela never attended any of the meetings even if we commit to provide transport but the local are there. In fact, they do not even know what is happening about that project” (Dialogue Group).

It is clear that LED planning and implementation is impacted by a lack of leadership support and commitment. These findings are supported by previous empirical research. Rogerson (2010) observes that, despite the introduction of LED in South Africa, after several years, its implementation is still a challenge due to several factors such as cooperation between LED stakeholders. Shilangu (2019) found that lack of effective leadership within municipalities impacted pro-poor LED. Khambule and Mapuri (2018) contend that LED agencies cannot address the problems hampering their work because their efficiency is undermined by a lack of coordination of roles and functions in the local government-led development landscape.

Koma (2014) believes that pro-poor LED programmes are affected by ineffective intergovernmental coordination and communication in the localised sphere of government.

3.6.5 Theme 5: Corruption

Furthermore, the study discovered that LED planning and implementation is affected by rising corruption in municipalities, the uThukela district municipality included. The participants maintain that most of the LED officials or agencies are very corrupt because funds meant for the planning and implementation of LED are diverted into private pockets. From the findings, it can be argued that corruption is very prevalent in the South African sector. Here are a few quotes that support the finding:

Participant 6 indicated that:

“I will say that corruption is one of the problems. Corruption is everywhere in our society, including this municipality. Nowadays, it’s hard to find honest leaders and people with integrity in our society. The LED initiatives are failing to achieve the intended goals because of unprecedented corruption in most local government” (Municipal Employee).

Participant 5 expressed that:

“In some cases, their membership is not true reflection of people that are on the ground. You find that the names are there but physically, people are not there, they are just spook(ghost) in the projects. Like for instance if I want to have a cooperative, I will just put my children who are not even there, others might be schooling and others working, but just to have the required number yet in actual fact, there could be two or three people who are doing the work. People are doing that so that they can get more in dividends. It then becomes a challenge when comes to doing the work because we might be overloaded by the work because of the limited people to do the work than the demand” (Dialogue Group).

The findings suggest that LED initiatives in the uThukela District Municipality are hampered by corruption. Van der Byl (2014) postulates that LED initiatives fail in most local governments as a result of inefficient bureaucracy and corruption. These challenges weaken the constitutional ability and management of local governments.

3.6.6 Theme 6: Lack of funding

Apart from the above findings, the study discovered that LED planning and implementation is hampered by inadequate funding. It was observed that the budget allocated to municipalities is woefully inadequate. The participants said that due to the inadequate funding, LED failed to deliver its mandate. The following are quotes that support the research findings:

Participant 7 indicated that:

“Yes, funding is a big problem. The LED cannot achieve its goals without adequate funding. Like I was saying that it was only last year 2020 when we were given the budget of R3 million. But were able to start the projects from on set, were able to help farmers to plant beans and they are now harvesting, selling and are now getting the hanging fee. The challenge is with funding, our local municipality is not getting funding to enable us to obtain our intended goals, to grow the local economy. Due to the fact that our town is very small, we are looking at the government to assist us. They do not want to assist us financially. Where could we get the money from? The municipality only gets money through rates and traffic control section and then brings back to the community” (Dialogue Group).

Another participant (10), believed that:

“The challenge is with funding, our local municipality is not getting funding to enable us to obtain our intended goals, to grow the local economy. Like for instance, there was a bee farming programme that LED had started. There are people that were supposed to go for the training but due to the lack of funding that programme is currently on hold. Our LED have got the vision and the mind to do things happen but the challenge is with the funding” (LED beneficiary).

Based on the quotes from the interviews, it can be concluded that LED planning and implementation in the uThukela District Municipality is affected by the lack of funding. Simms *et al.* (2014) claim that the factors determining LED planning and implementation include revenues. Van der Byl (2014) postulates that LED initiatives fail in most local governments as a result of inefficient funds. Meyer (2014) agrees with other scholars that planning and implementation of LED is affected by several factors, including limited capacity and limited resources. Meyer and Venter (2013) examine the challenges and solutions of LED in the municipal institutional

arrangements. They found that, due to limited funding, the local government achieved little success with its mandate. In a similar study, Khambule (2018) argues that local governments are unable to meet their developmental duties due to limited funding.

3.6.7 Theme 7: Lack of community participation

The findings show that although the South African Constitution and other legal frameworks encourage community participation in LED initiatives, the reality is far from achieving this. It has been found that, at times, community participation in LED planning and implementation is very limited. The findings indicate that community members are not allowed to be part of LED planning and implementation. Some of the views expressed in this regard follow:

Participant 2 said that:

“I am not directly involved in LED but as an NGO we do have a lot of programmes for women. We offer them advice and business development skills. We have a lot of dialogue with women and during such dialogues we do invite the business community to talk to them about the challenges and possibilities of new businesses” (Community Member).

Another participant maintained that:

“The community is poor just because they are only expecting the handouts. That is why we are there as the forum to witness that they are given the opportunities in case they come and say they are not being involved in the development. There are very limited cases where the community is participating, it is only when we as the forum come to ask them and advise on the available opportunities” (Community Member).

Evidence from the interviews suggests that the lack of community participation affects the LED initiatives in the uThukela District Municipality. Kamara (2017) identifies key factors affecting LED planning and implementation and includes poor coordination of networks and community involvement. Khambule (2018) further argues that local governments are unable to meet their developmental duties due a lack of integration between LED stakeholders.

3.7 Recommendations on how LED can address unemployment and poverty

The last objective aims to make recommendations to the management of South African municipalities about how LED can address unemployment and poverty. Based on the findings,

several LED strategies were identified for addressing unemployment and poverty. The findings are presented in Figure 3.5 below:

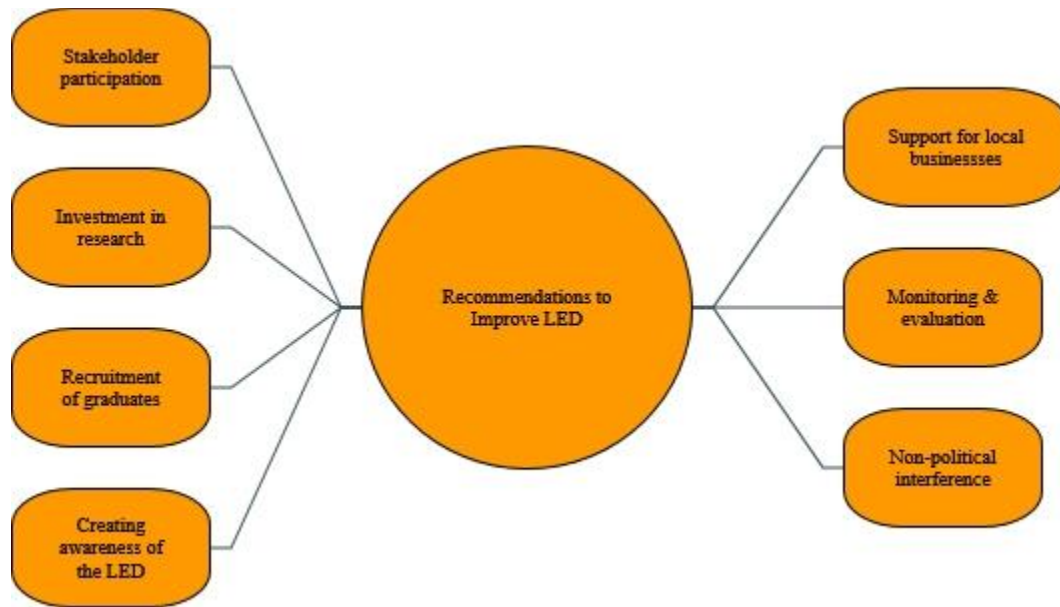


Figure 3.5: Recommendations to improve LED planning and implementation

3.7.1 Theme 1: Stakeholder participation/engagement

The findings indicate that stakeholder participation or engagement could help improve LED planning and implementation to address unemployment and poverty in the uThukela District Municipality. The participants recommend that stakeholders like churches, community organisations, NGOs should be involved in LED initiatives or projects. Moreover, the participants suggest that the government listen to the marginalised people when planning and implementing LED programmes. Quotes supporting the findings follow:

Participant 2 said that:

“Yes, I think it should happen. The community and the church must be part of the process. At the provincial level, churches have started a programme called LED. I think if the Churches are involved in the LED it will be great” (Community Member).

Participant 2 expressed that:

“I think the church can be involved in decision-making. But we should not put blame on the church in terms of skills development because the church is one-sided focused in terms of spiritual development” (Community Group/Member).

Another participant argued that:

“LED should continue assisting by bringing stakeholders as they started to bring SARS and others” (LED Beneficiary).

Participatory approach involves the inclusion of all stakeholders in the government decision-making process for community development (Uphoff, 1999). A participatory approach is a process whereby people become leading actors in their development instead of being mere recipients of external development interventions (Naidoo & Fourie, 2013). Moreover, the findings underscore the importance of the social capitalist theory, which underpins this study. The social capitalist theory promotes participatory democracy and development, which are fundamental to pro-poor LED initiatives. Schweizer (1995) argues that participatory democracy enhances active participation of individuals in public life. Tocqueville (1863) claims that civic integration and participation of local citizens in government builds a strong democracy. It has further been argued that social capital is a social tool that can be used to achieve development in local areas (Putnam, 1995).

In addition, empirical research conducted by Pike *et al.* (2015) recommends that the challenges confronting LED can be addressed through stakeholder engagement. Munzhedzi and Makwembere (2019) suggest that good governance can address LED challenges. The authors conclude that inclusive participation is required to address LED challenges in South African municipalities. In a more recent study, Mashamaite and Lethoko (2018) conclude that local governments should engage communities and other key stakeholders in LED projects and programmes. It is suggested that LED should be based on partnerships between local government, local communities, the private sector and civil society organisations. Mashamaite and Lethoko (2018) explain that LED should be embraced as an approach that allows local governments to play an active role in local growth and the development of communities through stakeholder participation and engagement.

3.7.2 Theme 2: Investment in research

The study recommends that investment in research could be a useful means of improving LED planning and implementation in addressing unemployment and poverty in the uThukela District Municipality. The participants suggest that the municipality should invest in research about LED programmes. Relevant quotes supporting the findings are presented below:

Participant 7 expressed that:

“I think municipalities should invest in LED research. To address problems within the municipalities, it is imperative to first investigate such problems. This calls for research and development. The only way municipalities can overcome most of their challenges is to invest quality time and resources in research. Everything is about research, because through research problems are identified and resolved” (Community member).

Participant 7 said that:

“For now, I have even talked to my team that because we don't have this research, we go to the people who have started project and help them to grow. Early in the year, we were helping the nut farmers, those that are planting peanuts. Like I said, the only thing that is left is research. At some stage we will also need to have an economist and the researcher who would tell us here, we need to do this and that so that we can be able to move forward. The municipalities do not have research sections, counting myself there” (Dialogue Group).

As suggested by the interviews, LED planning and implementation can be achieved through investment in research. It appears that these findings are unique in the existing research. There are no findings from previous research that support the current findings.

3.7.3 Theme 3: Recruitment of qualified and competent graduates

The findings suggest that for LED to be sustainable, it requires skilled and competent employees or graduates. The participants argue that qualified and competent graduates should be recruited at all levels to assist in LED planning and implementation.

Quotes that support the findings follow:

Participant 6 said that:

“I think what can make the LED planning and operationalisation more successful is to have the right people with the skills and competency at the right position. Graduates who have the qualification and skills must be involved in the process. Unfortunately, the biggest problem most municipalities have is the issue of capacity and qualified candidates. So, if we want to move forward, we need the people who have the qualification, knowledge, experiences and skills to support the LED planning and implementation process” (Municipal Official).

Another participant maintained that:

“As I have mentioned previously, we do not have the right people responsible for the LED process. So, my recommendation will be that people who have the right job skills and experience should be involved in the process. I think that is the only way the LED programme can become more effective” (LED Agency).

The findings confirm the results of previous studies. Koma (2012) suggests that for LED initiatives to be effective, it requires skilled and competent people in leadership positions. It is also recommended that educational institutions conceptualise and develop relevant LED courses and modules and incorporate them into their curricula (Koma, 2012).

3.7.4 Theme 4: Creating awareness of LED programmes

The findings suggest that to improve the planning and implementation of LED, awareness should be created among the stakeholders. The participants argue that most LED beneficiaries were not aware of any such intervention or programme. Against this background, they believed awareness creation would help inform the public about the LED programme and its benefits. Some of the views expressed the participants are as follows.

Participant 4 said that:

“I think my recommendation will have to do with creating more awareness of the LED interventions that are available. The government must ensure that important information about the LED is communicated to the community, the public and other stakeholders. This is the only way the programmes can become sustainable” (Municipal Official).

Participant 8 maintained that:

“My recommendation will be that more information about the LED should be passed on to the stakeholders, especially the beneficiaries. The purpose and benefits of the LED should be part of the awareness creation. This will help the municipality to have the buy-in from other external sponsors or donors” (Community member).

Evidence from the transcripts suggests that LED programmes could become more sustainable through awareness creation. Koma (2012) proposes that effective inter-governmental coordination and communication across national, provincial and local spheres of government are necessary to ensure the effective implementation of LED policies.

3.7.5 Theme 5: Government support for local businesses

Evidence from the study points out that government support for local businesses helps in sustaining LED programmes. The participants believe that local businesses should be given adequate support by LED programmes. They argue that the support should be in the form of funding, skills training and development, mentoring and coaching. The opinions expressed by participants reaffirming the findings, are quoted below:

Participant 4 said that:

“I think my recommendation will have to do with the potential of the informal market. I think we need to help people from the informal market to get to the formal market” (Municipal Official).

Participant 5 indicated that:

“Yes, I think government support in terms of funding will help to ensure the effectiveness of the programme. Therefore, my recommendation will be that the government should allocate enough budget to the LED interventions” (Dialogue Group).

As is shown in the above interview quotes, it was suggested that an adequate budgetary allocation should be made available to the municipalities to support LED initiatives. Wolfe (2010) indicates that local governments should plan strategically and engage in collaborative processes to plan and implement change and to encourage a mindset that fosters growth. Likewise, Munzhedzi and Makwembere (2019) suggest that a reasonable allocation of scarce resources should be made available to support LED programmes.

3.7.6 Theme 6: Monitoring and evaluation

The participants recommend that LED programmes or projects should be monitored and evaluated at regular intervals. Some of the quotes from the interviews that support these findings are presented in the following section:

Participant 4 said that:

“For now, even as we deal with those that have already started the monitoring and evaluation process, but the municipality should go beyond that. The monitoring and evaluation process will help to identify gaps that need pragmatic solutions” (Municipal Management).

Another participant believed that:

“If we intend to achieve success with the LED programme, then there must be mechanisms of monitoring and evaluation in place. The monitoring and evaluation will help to track progress made so far. Also, they will help to detect deviation from the plan, which requires suitable solutions” (Municipal Official).

As demonstrated in the interviews, it can be argued that monitoring and evaluation are essential tools for ensuring the successful planning and implementation of LED projects. Munzhedzi and Makwembere (2019) similarly recommended that monitoring and evaluation are integral to ensuring the success of LED projects.

3.7.7 Theme 7: Political interference

Moreover, the research findings suggest that LED planning and implementation should be devoid of political interference. The participants express their opinions that LED projects or programmes should be free from political influence. They further argue that politicians should allow LED

officials and other agencies to perform their mandates without interference. Some of statements from the interviews are presented as follows.

Participant 2 expressed that:

“To further address the LED challenges, there is a need for no political interference. Politicians must allow officials to do their job. The only way the LED projects can be sustainable is to allow independent institutions to function without unnecessary interference by the government” (Community Member).

Participant 5 noted that:

“For me, I think political parties should stop interfering in the works of the LED agency and municipalities. Politics are killing everything in this country. We cannot continue like this. It’s high time political leaders stop interfering in the works of municipalities” (Dialogue Group).

The recommendations of this study are unique and not found in other scholarly research. Although previous research suggests that political interference is one of the barriers to LED planning and implementation, there is limited research about how this interference can be minimised. Meyer (2014) argues that LED does not deliver its intended purposes in most local governments due to a lack of understanding of the meaning of LED and because of unnecessary political interference. Moreover, Simms *et al.* (2014) contend that the factors that influence Romania's LED programmes include, but are not limited to, bad governance.

3.8 Conclusion

The study found that the participants have a common understanding of the introduction of LED programmes globally. The findings suggest that globally, LED has been introduced to help with poverty alleviation, job creation, information sharing and to create enabling environments. In addition, the results suggest that LED interventions positively impact job creation and poverty alleviation. In addition, the study found that LED interventions or projects are affected by several factors like an infrastructure gap, economic challenges, corruption, inadequate funding, lack of knowledge about LED initiatives, lack of leadership support and commitment and a lack of stakeholder participation. The study further made recommendations for improving LED programmes.

CHAPTER FOUR: CONCLUSION AND RECOMMENDATIONS

4.1 Introduction

This chapter presents the conclusion to and the recommendations arising from the study. The conclusion and recommendations are based on the research findings in relation to the research objectives. The objectives investigated in this study are:

- i. To explore pro-poor Local Economic Development in an international context;
- ii. To study unemployment and poverty in an international context;
- iii. To highlight how unemployment and poverty in the uThukela District Municipality can be addressed through Local Economic Development;
- iv. To identify the challenges that affect the effectiveness of Local Economic Development in addressing unemployment and poverty in the uThukela District Municipality;
- v. To make recommendations about how Local Economic Development can address unemployment and poverty.

4.2 Conclusion of the Study

The first objective explores pro-poor LED in an international context (Sections 3.3.1-3.3.4). Based on the findings, the study concludes that LED was introduced globally to achieve four important objectives: to alleviate poverty, to create sustainable jobs, to share important information about government policies and initiatives and to create enabling business environments for investors.

Objective two studies unemployment and poverty in the global context. The goal was to understand the concept and context of unemployment and poverty globally. In addition, the study aimed to identify indicators of unemployment and poverty. The study found that the participants have a common understanding and knowledge of unemployment and poverty (See section 3.4.1). The findings indicate that the participants understand poverty as a situation where individuals cannot afford social amenities like water, electricity, food and good health care. Moreover, they perceive poverty as a situation where scarce resources are unevenly distributed among people. Furthermore, unemployment is conceptualised by the participants as situations where people are without jobs. In addition, the findings reveal that the participants understand unemployment as a state where people do not have meaningful lives (See section 3.4.2).

Objective three investigates the extent to which LED interventions might contribute to addressing unemployment and poverty in the uThukela District Municipality. The findings suggest that LED projects initiated by the municipality positively impact employment creation and poverty alleviation in the area (Section 3.5.1). The findings show that LED interventions create enabling business environments for investors, thereby addressing unemployment. Additionally, it was found that the LED initiatives were beneficial to poor and marginalised people in the uThukela District Municipality (See section 3.5.2).

Objective four determines the factors that aid LED planning and implementation in addressing unemployment and poverty. The results reveal that the factors affecting LED planning and implementation are an infrastructure gap, inadequate knowledge of LED, economic challenges, lack of leadership support and commitment, corruption, lack of funding and lack of community participation (See sections 3.6.1-3.6.7)

Objective five assesses the interventions that could help to ensure the sustainability of LED interventions (See sections 3.7.1-3.7.7). The recommendations made by the participants in support of building sustainable LED include stakeholder participation, investment in research, recruitment of competent and qualified graduates, creating awareness of LED projects and interventions, support for local businesses, monitoring and evaluation and no political interference.

4.3 Recommendations of the Study

The following are the recommendations arising from the study

4.3.1 Recommendation 1: Stakeholder participation

Participation is widely recognised as a normative approach to economic development. Social capitalist theory, based on the premise that community participation enhances good governance and democracy, encourages stakeholder participation. The participants argue that stakeholder participation or engagement could help improve LED planning and implementation to address unemployment and poverty in the uThukela District Municipality. Moreover, they recommend that stakeholders like churches, NGOs and communities be involved in LED projects. In addition, the participants suggest that the government should listen to marginalised people when planning and implementing LED programmes.

4.3.2 Recommendation 2: Investment in research and development

The study found that investment in research is one of the challenges that affects the sustainability and efficiency of LED initiatives within the uThukela District Municipality. The participants argue that the municipality has failed to invest in research and development related to LED projects. The study proposes that the municipality invests in research about LED programmes to identify problems that affect them and to find sustainable solutions. It is believed that investment in research and development brings innovative and creative ways of solving organisational problems. Evidence from previous empirical research suggests that research and development contribute to an increase in a country's productivity and growth. Moreover, it has been argued that investment in research and development adds value to the national economy. From these perspectives, this study recommends that the municipality invest in research and development.

4.3.3 Recommendation 3: Allocation of sufficient funds to LED projects

The study shows that LED projects or programmes in the uThukela District Municipality have failed due to a limited budgetary allocation. The participants claim that the LED was woefully inadequate. For this reason, the study recommends that government should allocate adequate funds to the municipality. Moreover, the study suggests that the municipality identify sustainable sources of funds to support the LED projects. To achieve this, the municipality should identify business opportunities and invest in them. Additionally, they can apply to donor agencies for support.

4.3.4 Recommendation 4: Political interference

The study identifies political interference as a factor that negatively impacts LED planning and implementation. It found that politicians often interfere in municipal works, making it difficult for municipalities to achieve their mandates. Based on these findings, the study recommends that the political parties and their leaders cease from interfering in the works of the municipality. Furthermore, it is suggested that LED agencies be allowed to operate independently without interference from politicians. Although political leaders may play an oversight role, they need not interfere unnecessarily in the municipality's affairs.

4.3.5 Recommendation 5: Recruitment and appointment of competent LED officials

Human resources are considered the most valuable asset of every organisation. Unfortunately, evidence from this and previous research reveals that a skills' shortage is one of the problems

affecting South African organisations. The study found that the municipality has failed to recruit the right people to manage LED projects. Against this backdrop, the study recommends that only qualified candidates be appointed to plan and implement the LED programmes or projects. To achieve this, vacancies within the municipality must be advertised in the appropriate media to ensure that all potential applicants have access to them. Further, only applicants who meet the requirements should be shortlisted for the interview and selection processes. Furthermore, the study recommends that appointments be devoid of political interference, favouritism, nepotism or bias. Equal opportunities should be given to all applicants who meet the job requirements, regardless of race, colour, language, ethnicity, sexual orientation, religion or gender.

4.3.6 Recommendation 6: Support for local businesses

The study discovered that the lack of support for local and new businesses is a major challenge that contributes to youth unemployment and poverty in the uThukela District Municipality. The study proposes that enough support be given to local, new and small businesses to contribute to job creation and income generation. The support could be in the form of seed capital, training and development, mentoring and coaching. Moreover, the municipality should ensure that opportunities are given to these businesses to participate in tender processes. These businesses should be protected against unhealthy competition.

4.4 Limitations and Directions for Future Research

The study is limited to LED officials, municipal officials, municipal management, LED beneficiaries, and community groups within the uThukela District Municipality. This implies that the findings can only be applied to this area. Further research should involve more than one district municipality. Moreover, the study employs only a qualitative research method to investigate the subject matter. Given the nature of the study, the findings cannot be generalised or transferred to other municipalities in the country. Hence, future studies should employ qualitative and quantitative methods (mixed methods research) to investigate the subject matter.

4.5 Conclusion

Chapter four presents the key findings and recommendations of the study. Evidently, all the objectives that underpinned the study have been adequately investigated and achieved. The first objective explores pro-poor LED in an international context and finds that LED was introduced globally to achieve four important objectives: to alleviate poverty, to create sustainable jobs, to

share important information about government policies and initiatives and to create enabling business environments for investors. Objective two studies unemployment and poverty in the global context, where it finds that the participants have a common understanding and knowledge of unemployment and poverty. Unemployment was conceptualised by the participants as situations where people are without a job. Objective three investigates the extent to which LED interventions might contribute to addressing unemployment and poverty in the uThukela District Municipality. The findings suggest that LED can be used as a tool to create more job opportunities. Furthermore, it was found that the LED initiatives are beneficial to poor and marginalised people in the uThukela District Municipality. Objective four determines the impact of LED planning and implementation on addressing unemployment and poverty. The results reveal that the factors that affect LED planning and implementation are the infrastructure gap, inadequate knowledge of LED, economic challenges, lack of leadership support and commitment, corruption, lack of funding and lack of community participation. Objective five assesses interventions that might help to ensure the sustainability of LED interventions. The recommendations made by the participants in support of building sustainable LED include stakeholder participation, investment in research, recruitment of competent and qualified graduates, creating awareness of LED projects and interventions, support for local businesses, monitoring and evaluation and no political interference.

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APPENDIX A: ETHICS APPROVAL LETTER



GENERAL/HUMAN RESEARCH ETHICS COMMITTEE (GHREC)

11-Jun-2021

Dear Dr Deidre Van Rooyen

Application Approved

Research Project Title:

Pro-poor Local Economic Development

Ethical Clearance number:

UFS-HSD2021/0380/21

We are pleased to inform you that your application for ethical clearance has been approved. Your ethical clearance is valid for twelve (12) months from the date of issue. We request that any changes that may take place during the course of your study/research project be submitted to the ethics office to ensure ethical transparency. Furthermore, you are requested to submit the final report of your study/research project to the ethics office. Should you require more time to complete this research, please apply for an extension. Thank you for submitting your proposal for ethical clearance; we wish you the best of luck and success with your research.

Yours sincerely

Dr Adri Du Plessis

Chairperson: General/Human Research Ethics Committee

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APPENDIX B: INTERVIEW GRID

Part A: Biographical Information

This part of the interview deals with the participant's demographical information concerning gender, age, population group, educational qualification, employment status, tenure, monthly income, and organisation belong to.

Please tick (✓) in the most appropriate box which relates to your biographical information.

A.1 Gender

Male	
Female	
Other	

A.2 Age

18-25 years	
26-30 years	
31-40 years	
41-50 years	
51-60 years	
61 year and above	

A.3 Race

African	
Indian	
White	
Coloured	
Other	

A4. Level of education

Less than matric	
Matric	
Higher certificate	
Diploma	
Postgraduate diploma	
Bachelor's degree	
BTech/Honours	
Master's	
PhD	
Other	

A5. Are you employed?

Yes	
No	

A.6 What is your employment status?

Full-time	
Part-time	
Contract	
Other	

A.7 How long have you been working

1-2 years	
3-5 years	
6-8 years	
9-11 years	
12-15 years	

16-19 years	
> 20 years	

A.8 What is your income level per month?

<R5000	
R5000-10000	
R11000-20000	
R21000-30000	
R31000-40000	
R41000-50000	
> R51000	

A.9 Which of these categories do you belong to?

LED Employee	
LED Council	
LED Beneficiaries	
Dialogue Groups and Local Communities	
Other	

SECTION B: QUESTION TO THE MUNICIPAL LED MANAGEMENT AND THE COUNCIL

B1. LED Implementation in different contexts

- B1.1 Do you have an idea about how LED is being planned and implemented in different countries? Yes/No
- B1.2 If yes, describe the manner in which the LED is planned and implemented in those countries.

.....

.....
▪ B1.3 Are you aware of how the LED is being planned and implemented in South Africa? Yes/No.

▪ B1.4 If yes, describe how the LED is being planned and implemented in South Africa?
.....
.....

▪ B1.5 Describe how unique is the South African LED from different countries you identified above?
.....
.....

▪ B1.6 Are there any lessons that South Africa can learn from other countries as far as the planning and implementation of LED is concern?
.....
.....

B.1.7. What are main objectives of LED intervention in the District?
.....
.....

B.1.8. Who are target beneficiaries of LED within the district and criterion is used to ensure that the target group is reached?
.....
.....

B.1.9. Are there any of the LED impact assessment studies that have been conducted within the district that you are aware of? If yes, what were the main findings and recommendations?
.....
.....

B2. Legislative frameworks that promote LED

B2.1 Are you aware of any legislative framework that promote LED in the Municipality? Yes/No

B2.2 If yes, describe those legislative framework that promote LED planning and implementation in the Municipality.

.....
.....
B2.3 How do the legislative frameworks you identified above influenced the planning and implementation of the LED in the District?
.....
.....

.....
.....
B2.4 What are some of the legislative challenges that affect the planning and implementation of the LED in the District?
.....
.....

.....
.....
B2.5 How can the legislative challenges that affect the LED planning and implementation in District be addressed?
.....
.....

B3. Critical factors that influence planning and implementation of LED

B3.1 Are you aware of any critical factors that influences the planning and implementation of LED in District Municipality? Yes/No

B3.2 If yes, describe the critical factors that affect the planning and implementation of LED in District Municipality.
.....
.....

B3.3 How can the critical factors that affect the planning and implementation of LED in District Municipality be mitigated?
.....
.....

B5.4 Identify the LED initiatives that are initiated by the municipality to help alleviate poverty in the community.
.....
.....

B3.4. What plans and strategies are being used to support pro-poor LED in the district?

.....
.....

SECTION C: QUESTIONS TO THE GOVERNMENT AND MUNICIPAL OFFICIALS

C.1. Role of LED in addressing youth unemployment

C.1.1 What is your understanding of Pro-poor LED

.....
.....

Are you aware of the factors that affect job creation in the District Municipality? Yes/ No

C.1.2 If yes, describe those factors that affect job creation in District Municipality.

.....
.....

C.1.3 Based on your LED understanding can LED help to mitigate rising youth unemployment in District Municipality? Yes/No

C.1.4 If yes, describe the manner in which LED planning and implementation can help to mitigate unemployment in District Municipality.

.....
.....

C.1.5 What are the LED initiatives introduced by the municipality/department to help address youth unemployment in the local community?

.....
.....

C.1.6. What is considered as the main source of income and jobs within the district?

.....
.....

C.2. STAKEHOLDER ENGAGEMENTS

C.2.1. Are there any other stakeholder involved in planning, implementation and promotion of pro-poor LED? Yes/no

C.2.2. If yes, what is their role and how is their participation?

.....
.....

C.3. Role of LED in reducing poverty

C.3.1 Are you aware of the poverty level in District Municipality? Yes/No

C.3.2 If yes, what is identified as the causes of poverty among the youth District Municipality?

.....
.....

C.3.3. What are major challenges that hinder service delivery to the poor within the district?

.....
.....

C.3.4. How have you used lessons learnt from these challenges to improve on LED implementation?

.....
.....

C.3.5. What pro-poor LED initiatives implemented within the district in respect of poverty alleviation.

.....
.....

C.3.6. What is main achievement of pro- poor LED in respect of poverty alleviation within the district.

.....
.....

C.3.7. How can LED planning and implementation help to address poverty among the youth in the District Municipality?

.....
.....

SECTION D: QUESTIONS TO COMMUNITY BASED ORGANISATIONS AND NGOS

D.1 What is your understanding of LED and pro poor LED in particular?

.....
.....

D.2 Which other stakeholders are involved in implementing and promotion of Pro-poor LED that you work with? What is their role?

.....
.....

D.3 Which types of LED interventions are implemented for poverty alleviation?

.....
.....

D.4 Can you list 3 main achievements of LED and poverty alleviation?

.....
.....

D.5 To what extent is you as an NGO involved to participate as the civil society organisation in Pro-poor LED implemented by the district?

.....
.....

D.6. What are major challenges if any that exist in LED implementation within the district?

.....
.....

D.7. What sort of recommendation do you have as the NGO or CBO for the District LED strategy?

.....
.....
D.8. In your view who should be the drivers/leaders in LED implementation within the district.

.....
.....
D.9. In your view who are the main beneficiaries of LED interventions?

.....
.....
D.10. What is the participation of other NGOs, Municipality and government department in LED implementation within the district?

.....
.....
D.11. What are LED programme/projects are you aware of in the district in the area?

.....
.....
D.11. To what extent is the community participating and benefitting from the LED initiatives and who are the main beneficiaries in your view?

.....
.....
D.13. In you view what are main challenges affecting LED implementation within the district?

.....
.....
D.14. How are the vulnerable and marginalised groups in this community involved in the LED interventions?

D.15. What is the main source of that income and jobs in the district?

.....
.....

D.16.To what extent are you involved as community members in LED decision making processes within the municipality?

.....
.....

SECTION E: QUESTIONS TO COMMUNITY MEMBERS

E.1. What is your general understanding of LED?

.....
.....

E.2. Which organisations/ government department is facilitating and implementing LED in the community?

.....
.....

E.3.Are you aware of any LED programme/projects in the area? Please describe if any?

.....
.....

E.4. To what extent is the community participating and benefitting from the LED initiatives and who are the main beneficiaries in your view?

.....
.....

E.5.What are main challenges in your view affecting LED if any?

.....
.....

E.6. How are the vulnerable and marginalised groups in this community involved in the LED interventions?

.....
.....

E.7. What difference have been made by LED implantation in your community?

.....
.....

E.8. What is the main source of that income and jobs in the District?

.....
.....

E.9. To what extent are you involved as community members in LED decision making processes within the municipality?

.....
.....

E.10. In your view how LED should be implemented in order to good result in the local livelihood?

SECTION F: QUESTIONS TO THE LED BENEFICIARIES

F.1. In your own view what are the factors that affect job creation in the district.

.....
.....

F.2. In your own understanding what is the meaning of poverty?

.....
.....

F.3. How is poverty affecting the community you are living in?

.....
.....

F.4. What is your understanding of LED?

.....
.....

F.6. How were you recruited to participate in the municipal LED programme?

.....
.....

F.7. How has the participation in the LED programme made difference in the development of your community?

.....
.....

F.8. In respect of your experience and participation in LED who are the involved stakeholders? And what are their roles?

.....
.....

F.9. Can LED help to mitigate rising youth unemployment in the district? Yes/No

.....
.....

F.10. If yes, describe the way LED planning and implementation can help to mitigate unemployment and poverty in District Municipality?

.....
.....

F.11 What are the LED initiatives introduced by the municipality to address youth unemployment and poverty within the district?

.....
.....

ISIGABA F: IMIBUZO KULABO ABAHLOMULAYO NGOKOHELELO LOKUTHUTHUKISWA KOMMNOTHO EZINDAWENI ABAZAKHELE(LED)

F.1. Ngokubona kwakho yini ekhubaza amathuba emisebenzi kelisisifunda?

.....
.....

F.2. Ngokuqonda kwakho kuyini ukuhlupheka/ububha?

.....
.....

F.3. Ukuhlupheka kuwuthinta kanjani umphakathi owakhele?

.....
.....

F.4. Ngokuqinda kwakho luyini uhlelo lokuthuthukiswa komnotho ezindaweni ezakhelwe(LED)?

.....
.....

F.5. Wahlonzwa kanjani ukuze ubambe iqhaza kuhlelo lokuthuthukiswa komnotho ezindaweni ezakhelwe?

.....
.....

F.6. Ukuba kwakho yingxenye yaloluhlelo kwenza mehluko muni emphakathini owakhele?

.....
.....

F.7. Yiziphi izinhlaka ezibambe iqhaza kuloluhlelo lwentuthuko?

.....
.....

F.8.Loluhlelo lwentuthuko lungasiza yini ukwehlisa izinga lokungabikho kwamathuba emisebeni kubantu abasha? Yebo/qha?

.....
.....

F.9. Uma uthi yebo, chaza ukuthi ukuhlelwa nokwenziwa kwalo kungasiza kanjani ukwehlisa izinga lokweswela amathuba emisebenzi kubantu abasha?

.....
.....

F.10 Yiziphi izinhlelo zokuthuthukiswa komnotho ezilethwe umkhandlu ukulwa nobubha kanye nokusweleka kwamathuba emisebenzi kubantu abasha?

.....
.....

SECTION G: Further recommendations and suggestions (for all participants)

1.1 Are there any recommendations and suggestions that you would like to add to this study?

.....
.....

1.1. Yiziphi izincomo nemibono ongathanda ukuyibeka mayelana nalolucwaningo?

.....
.....

APPENDIX C: TURNITIN REPORT

MINI DISERTETATIONJ.T. NTETHA

ORIGINALITY REPORT

20%

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APPENDIX D: PROOF OF LANGUAGE EDITING

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Cell: 0837817646

28 12 2021

TO WHOM IT MAY CONCERN

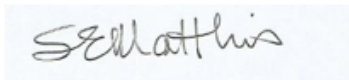
This is to confirm that I have proofread and language edited the body of the dissertation:

PRO-POOR LOCAL ECONOMIC DEVELOPMENT TO ADDRESS UNEMPLOYMENT: A CASE OF THE
UTHUKELA DISTRICT MUNICIPALITY

by

J.T. NTETHA

|

A handwritten signature in black ink that reads "SE Matthis". The signature is written in a cursive style and is placed on a light blue rectangular background.

Mrs S E Matthis

28 December 2021