

**AN ASSESSMENT OF THE ROLE OF THE LOCAL STRUCTURES IN
DEVELOPMENT IN THE SEKHUKHUNE DISTRICT MUNICIPALITY OF THE
LIMPOPO PROVINCE: SOUTH AFRICA**

by

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THESIS

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DECLARATION

I, Matsebe Jerry Thobejane, the undersigned, hereby declare that this thesis submitted to the University of South Africa (UNISA), for the degree of DLitt *et* Phil has not previously been submitted by me for any other degree at UNISA or any other university and that the thesis titled, **“An assessment of the role of the local structures in development in the Sekhukhune District Municipality of the Limpopo Province: South Africa,”** is my own work in design and execution and that all materials contained herein have been duly and appropriately acknowledged.

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DEDICATION

This Doctoral Degree (Thesis) is dedicated to my wife, Mahlako Lorraine Thobejane for her profound and untiring support, my late parents, my siblings as well as my children. *Mahlako' a Mmaswi le Pebetse I am so grateful of you.* To my late parents: Hlabirwa'a Hlabirwa le Ngwatladi and Modipadi'a Phogole le Mologadi for upbringing me. This mesmerising moment is dedicated to you and should go a long way in restoring our dignity that epitomises much anticipated the Thobejane legacy. Rest in peace my beloved parents and I'm always proud of you. You will always be known and remembered as the Prince and Princess of the Royal Bapedi Kingdom.

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ACRONYMS

ANC	African National Congress
BBBEEA	Broad-Based Black Economic Empowerment Act
CRDP	Comprehensive Rural Development Programme
DBSA	Development Bank of Southern Africa
DCOGTA	Department of Cooperative Governance and Traditional Affairs
DFA	Development Facilitation Act
DPLG	Department of Provincial and Local Government
DRDLR	Department of Rural Development and Land Reform
EPWP	Expanded Public Works Programme
HSRC	Human Science Research Council
IDP	Integrated Development Plan
ISRDS	Integrated Sustainable Rural Development Strategy
LED	Local Economic Development
LDO	Land Development Objective
LUMS	Land Use Management System
MDGs	Millennium Development Goals
MISA	Municipal Infrastructure Support Agency
MPAC	Municipal Public Accounts Committee
MPRDA	Mineral and Petroleum Resources Development Act
NDP	National Development Plan
NGDS	National Growth and Development Strategy
NGO	Non-Governmental Organisation

NIDP	National Infrastructure Development Plan
NSDP	National Spatial Development Perspective
PGDS	Provincial Growth and Development Strategy
PICC	Presidential Infrastructure Coordinating Commission
PPP	Public Private Partnership
PPPFA	Preferential Procurement Policy Framework Act
QDA	Qualitative Data Analysis
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
SADC	Southern African Development Communities
SALGA	South African Local Government Association
SANRAL	South African National Road Agency Limited
SDBIP	Service Delivery Budget Implementation Plan
SDF	Spatial Development Framework
SIP	Strategic Infrastructure Plan
Stats SA	Statistics South Africa
UNDP	United Nations Development Programme
UNISA	University of South Africa
USAID	United States Agency for International Development
WDP	Wide District Planning

ABSTRACT

The local structures are crucial component of development and they are intrinsically perceived as the epicentre of development. This is a qualitative social science study which embraces phenomenological observation to assess the role of the local structures in development in the Sekhukhune District Municipality. This study also wanted to establish the role of the local structures and their contribution to development in the Sekhukhune District Municipality. A phenomenological interviews and observations were conducted using scheduled interviews and interviews guides supported by, transcript interviews and a tape recorder. In addition, 160 participants were identified among the local structures. The Atlas TI software program was used for data analysis in order to achieve the aim and objectives of this study.

The study postulated some recommendations which include inter alia: resource mobilisation, institutional capacity, and skills capacity in order to consolidate developmental local government. This study further recommended some policy options that include policy reform, policy formulation, and policy shift to better support local development and accelerate infrastructure roll-out to enhance service delivery for the benefit of development. It is in this context that the local structures are better placed to respond to the societal challenges bedridden service delivery.

This study uniquely contributed to the new knowledge that stresses the correlation between the local structures and local development. It is in the light of this contribution that this study intended to further close the gap created between the local structures and local development. For further and future research, this study highlighted the land claims in the Sekhukhune District Municipality as the constraints towards development.

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CHAPTER 1: GENERAL INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

This study provides the context that relates to development, infrastructure, and service delivery in the Sekhukhune District Municipality. The aim of this study is based on an assessment role of the local structures in development in the Sekhukhune District Municipality. This includes their (local structures) contribution in development and service delivery in the Sekhukhune District Municipality. The Sekhukhune District Municipality is characterised by service delivery and development challenges. These challenges are associated with and attributed to the rural nature of the Sekhukhune District Municipality which was inherited from the legacy of the Bantustan administration of the former Lebowa government and Kwa-Ndebele Bantustan administrations. Like the Sekhukhune District Municipality, the Limpopo Province also inherited the former homelands of Gazankulu, Lebowa, Venda, part of Kwa-Ndebele as well as part of Bophuthatswana Bantustan administrations. The Sekhukhune District Municipality is the home of rich mineral resources which the economy of the region and that of the Limpopo Province mostly depends upon.

The state of affairs prompted the researcher to take keen interest in assessing the role and contribution of the local structures in development and service delivery. The intrinsic role was to identify the local structures in this study which were constituted by traditional leaders, local municipalities, business sector (mines), and non-governmental organisations (NGOs). The Sekhukhune District Municipality was given the legislative and constitutional mandate to govern with its local municipalities (South African Constitution, 1996 Act No. 108 of 1996). In its governance, the Sekhukhune District Municipality should ensure that the provision of basic services and infrastructure development such as water, electricity, road, sanitation, waste management, and wide district planning (WDP) in support of local municipalities' developmental agenda post 2000 local government elections are achieved.

The most defining moment in the Sekhukhune District Municipality is the spatial development, infrastructure backlog, under-development, service delivery and planning constraints as obstacles towards the realisation of the developmental agenda. In achieving the developmental agenda of the region that seeks to advance developmental local government that seeks to advance the objectives of developmental state as envisaged in the National Development Plan (NDP: 2011), the Sekhukhune District Municipality needs a clearly defined spatial development that is guided by WDP and integrated development plan.

In order to unlock these constraints, the researcher felt that it is prudent to investigate the challenges by identifying the above-mentioned local structures. The situation is aggravated by inadequate participation and involvement of local structures towards development. It is in this context that development in South Africa finds expression in the notion of developmental state and developmental local government that are embedded in the NDP and integrated development plans (IDPs) respectively. IDP is an important development and planning tool which supports budgeting and resource allocation at local government sector and ensures that development and service delivery are effectively, efficiently, equitably, and sustainably rendered.

1.2 Background to the study

Organically, the Sekhukhune District Municipality is predominantly Bapedi speaking region in which Sepedi dominates other spoken languages. Sepedi spoken language constitutes more than 83% of the population in the Sekhukhune District Municipality (Statistics South Africa (Stats SA, 2011)). Geographically, the Sekhukhune District Municipality is a rural municipality situated in the most southern part of the Limpopo Province. It was established after the disestablishment of the Bantustans of the former Lebowa and Kwa-Ndebele homelands. The rural municipalities are facing the common challenges such as infrastructure development backlogs, under-development, spatial planning challenge, and service delivery constraints. The established local government in terms of the Municipal Structures Act, 1998 (Act No. 117 of 1998) and subsequently Municipal Systems Act, 2000 (Act No. 32 of 2000) denoted that this sphere is better placed to respond, facilitate, coordinate and

integrate the work of all spheres of government, particularly as it relates to development. According to Nyalunga (2006), the Local Government Transitional Act 1994, (Act No. 209 of 1993) preceded all local government statutes and explicitly mapped out three phases of transition for local government in South Africa:

- The pre-interim phase, 1993-1995;
- The interim phase, 1995-1999; and
- The final phase, 1999 to the democratic elections of 5 December 2000.

Chapter 7 of the South African Constitution, 1996 (Act No. 108 of 1996) consolidated and democratised this local sphere of government. The democratisation of local government in South Africa post-apartheid was defined by the introduction of the first democratic local government as a sphere of government in 2000.

Economically, the Sekhukhune District Municipality is known as the area rich in platinum and other minerals resources particularly on the Twickenham Reef, situated roughly 100 km south-east of Polokwane (Besharati, 2014: 8). It is the home of rich minerals in the Eastern Limb of the Bushveld Complex but this does not translate into much needed infrastructure development, and service delivery as required by the mining sector to expand their business horizons for the betterment of communities.

Although the Sekhukhune District Municipality remains committed to the upliftment of the socio-economic conditions of the people in the (Sekhukhune) region, the resources and institutional capacity remain a challenge towards realisation of the fortunes of the citizens. This study sought to explore the existing gaps to ensure that communities benefit from this huge investment. To achieve its aim, this study identified the local structures as the vehicle towards the realisation of the study's objectives.

Additionally, Besharati (2014: 8) states that the mining sector plays a central role in the history, economy, and social structures in South Africa. The major constraint to development in the Sekhukhune District Municipality is as a result of lack of appropriate infrastructure for the expansion of the booming mines (Smith, Da Lomba,

and Anderson (2008: 368). The Sekhukhune District Municipality is rich with the following mineral resources: chromium, platinum, titanium, and vanadium among others (Smith and da Lomba, 2008). In other instances, the mines provide the infrastructure for the benefit of their own operations in the Sekhukhune District Municipality.

Accordingly, Smith *et al.*, (2008: 368) state that “the Eastern Limb of the Bushveld Complex, centred on the town of Steelpoort and extending in an arc to Fetakgomo in the northwest and Groblersdal in the southwest, is an area that has suffered from a legacy of limited infrastructural development”. The provision of infrastructure for development by the Sekhukhune District Municipality remains fundamental to unlock development, service delivery constraints as well as socio-economic advancement potential. In the main, infrastructure development has potential to unlock and reinvigorate economic activities along the Sekhukhune Dilokong Platinum Corridor the area rich with mineral resources.

Local government should support the development of constitutional and democratic culture that focus on good governance and accountability so as to entrench the meaning and the notion of people-centred and people-driven development (Galvin, 1999: 93). For that matter, local government in South Africa needs to reposition itself from an institutional statue to a developmental organisation that is driven by the passion of serving the people at local level (Pretorius and Schurink, 2007: 19).

Research is an investigation to establishing the true fact on a given societal phenomenon (Amakiri and Juliet, 2018: 1). It is in this context that this study was initiated to enable the researcher to uncover aspects of development, service delivery, and participatory democracy at the local government level focusing mainly in the Sekhukhune District Municipality. The topic was chosen in a quest to reveal the challenges of repositioning service delivery as described above to better respond to development that is speedily needed by the people. These provoked the researcher’s thoughts to choose the topic and consider positioning it in one municipality and that is the Sekhukhune District Municipality in the Limpopo Province. Focusing the study within one district municipality was considered as being more beneficial to enable the researcher to get to the bottom of the issues and to

gain an in-depth enquiry into the problem identified. Narrowing the study has other benefits in terms of resource efficiency such as time and cost implications.

Five local municipalities constituting the Sekhukhune District Municipality are as follows: the Greater Tubatse Municipality, Fetakgomo Local Municipality, Elias Motswaledi Municipality, Makhuduthamaga Local Municipality, and Ephraim Mogale Municipality (see map in Chapter 2 of this study). It is equally important to state that the Sekhukhune District Municipality is one of the five districts as depicted on the map for Limpopo Province (see map in Chapter 2 of this study). It is notable that the local structures have assigned legislative and constitutional mandate to champion development and service delivery in the Sekhukhune District Municipality which is legislatively recognised and constitutionally entrenched.

The legislative and constitutional mandates are important democratic principles as they strengthen participatory democracy. The participation of different structures is important in terms of ownership and sustainability of the process and the use of the resources. The most defining moment post-apartheid South Africa is to ensure that municipalities provide optimal and professional services to citizens (Pretorius and Schurink, 2007: 19). These local structures are crucial and key to development post-apartheid South Africa to ensure that checks and balances are maintained while good governance and accountability remain key priority.

1.3 Motivation for the study

The current state of affairs in the Sekhukhune District Municipality is characterised by ailing service delivery, under-development, spatial constraint, and infrastructure development backlogs. Poor service delivery and development backlogs are more critical and attributed to the legacy of apartheid in the Sekhukhune District Municipality. “The advent of democracy between the years 2009-2014 was characterised by rural development which became one of the key priority programmes for the government”, (Olivier, Van Zyl and Williams, 2010: 101).

Due to service delivery and development constraints in the Sekhukhune District Municipality, both good governance and accountability are exposed to high risk given the resource constraints. The lack of skills and institutional capacity constraints by the local structures to hold local government accountable for non-delivery of

essential services and development reversed the democratic gains. Little was known by the local structures that legislatively and constitutionally, municipalities are obliged to delivery services and implement developmental programmes. It is in this context that in the event a municipality fails to discharge its constitutional obligations, other avenues can be exhausted to bring the municipality before Chapter 9 institutions (constitutional institutions established to strengthen democracy).

Smith *et al.*, (2008: 368); and Smith and Da Lomba (2008: 2) were of the opinion that “the platinum mining industry in the Eastern Limb of the Bushveld Complex faces a challenge of not only defining and understanding individual and collective infrastructure requirements but also effectively integrating with local, provincial and national initiatives, structures and individuals in the establishment of appropriate infrastructure needed”. South Africa is a constitutional democracy in which the local structures’ participation and involvement are fully embedded. Local government in South Africa is contending with the nuisance of development upheavals that ascribed to lack of skills, institutional capacity constraints, good governance and accountability drawbacks that are affecting service delivery and development (Managa, 2012: 1).

Development reform in local government is crucial so as to guide both public policy choices and policy reforms. This study is vividly centred on establishing relationship between the local structures and local development. More importantly this study seeks to explore whether the relationship between the local structures and local development has a potential, and bearing in advancing socio-economic development in the Sekhukhune District Municipality. The Municipal Systems Act, (2000) states that “the core principles, mechanisms, and processes are necessary to enable municipalities to move progressively towards the advancement of the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all the people especially the poor and marginalised sections of the population”.

Despite the core principles, mechanisms, and processes that were developed to necessitate municipalities to progressively advance the socio-economic development of the poor and marginalised sections of the population, it is evident that service

delivery at local level remains a challenge. This study seeks to assess the level of development in the Sekhukhune District Municipality and reconnoitred how the participation and involvement of local structures can achieve infrastructure expansion for the benefit of the business sector and the citizens in general.

What is even identified as the critical challenge in the Sekhukhune District Municipality is the spatial constraint. The critical challenges facing the Sekhukhune District Municipality involve shortage of water resources, development, and planning mechanisms that enable the mining industry to prosper (Smith and Da Lomba, 2008: 1). It should further be understood that the envisaged services and development in the Sekhukhune District Municipality are not meant to benefit mining sector only, but also the local structures (citizens). The infrastructure challenge was associated with the legacy of pre-1994 nationalist policies characterised by institutional fragmentation, separate development, backlogs in service delivery, and centralised local government in rural areas (Smith *et al.*, 2008: 368). The masterplan approach of the apartheid government was not an answer to rural development as it failed drastically to achieve integrated development approach in support of the rural development.

There is emergence of land claim which was also seen as the obstacle towards the realisation of development in the Sekhukhune District Municipality. In order to understand the development constraints in the Sekhukhune District Municipality, it is important to contextualise the Sekhukhune Dilokong Platinum Corridor that runs between City of Polokwane and the town of Burgersfort which is an area that is rich in mineral deposits and stretches across the east of the Sekhukhune District Municipality through the Greater Tubatse Municipality and Fetakgomo Local Municipality (Smith *et al.*, 2008). During the conceptualisation and development of the corridor, local structures (as the key players) were partially involved due to lack of consultation. It is even worse to learn that some local structures were unable to realise the potential the corridor brings to their lives. The Sekhukhune Dilokong Platinum Corridor has economic spin-offs that demonstrate the potential to enhance local economic development (LED) that also advances socio-economic development.

Accelerating programmes to address these historical backlogs of the injustices of the past such as development and service delivery, an increase access to basic infrastructure, remains a key priority for municipalities (Department of Provincial and Local Government (DPLG) (DPLG, 2007-2012: 13). Municipalities are continuously provided with hands-on support through the established system, mechanisms, procedures, and capacity building programmes focusing on critical areas such as IDPs, LED, spatial development framework (SDF), land use management systems (LUMS) financial management, technical skills, and public participation to accelerate service delivery (South Africa Yearbook, 2009/10: 268). The Department of Rural Development and Land Reform developed the SDF guidelines to ensure that the quality of SDFs assist in directing and coordinating development within municipalities Department of Rural Development and Land Reform (DRDLR) (DRDLR, 2011: 2).

The IDP is a legislative requirement in which municipalities are obliged to develop and implement however, the municipalities neither have the financial nor the administrative capacity to design and implement an IDP fully (Koma and Kuye, 2014: 101). Koma and Kuye (2014: 101) further state that the IDP is a comprehensive and sophisticated planning tool for assessing municipal service delivery and infrastructure development. An integrated approach to service delivery that involves the local structures in the Sekhukhune District Municipality is crucial to (infrastructure) development. The advancement of socio-economic development can be realised through a horizontal and vertical approach to development in local government. The local sphere of government is facing serious challenges to render services due to financial resources limitation, skills deficit, and institutional capacity constraint. These constraints impact negatively to municipalities to discharge their legislative and constitutional mandate.

1.4 Research Methodology

Methodology is the global view through which the research is designed and conducted. In order for the researcher to bring about a distinction between the methodology and method, it is vital to define the method as the research technique or practice used to collect and analyse the research data (Mouton, 1996). Research methodology is the overall plan or framework that guides the execution of research

study. This study uses the qualitative research method as embraced by the social science. The study assumes qualitative method due to its non-statistical/non-numerical approach in nature and in this respect it intends to pursue phenomenological observation and interview. It is in this context that the research methodology is underpinned by the problem statement as articulated as follows:

1.4.1 Problem Statement

The problem statement is the core of the research as it determines the context and the merit of a researchable topic in the study. It (problem statement) provides the gist of what the study is all about and whether the research questions articulate the aim and objectives of the study. A correlation should exist between the research's problem statement and the research questions (Babbie, 2010). The problem statement is an area of conflict, concern, or controversy as it should address a gap between what is studied and what is observed. Conversely, the problem statement for this study is explicitly highlighted as the main focus area.

This study identified poor working relationship between the councillors and traditional leaders, particularly in rural municipalities. As an ongoing concern, this deters development and service delivery. The hostility between these local structures (traditional leaders and elected councillors) is informed by and is a highly contested space that needs immediate attention through policy reform. The Houses of traditional leaders believe that the conflict between the traditional leaders and councillors is an on-going concern and that a legislative amendment should be considered to enable councillors to consult traditional leaders on matters that affect their constituencies (Phago and Netswera, 2011: 1030).

This contestation affects both horizontal and vertical coordination and collaboration between traditional leadership and elected councillors on development and service delivery, particularly in the traditional rural areas. Despite the constitutional provision in South Africa, traditional leaders have not been fully recognised since the advent of democracy in 1994 as much as the recognition given to the councillors (Phago and Netswera, 2011). Accordingly, traditional leadership is no longer relevant under the

democratic dispensation and the sector's role is limited to that of conserving the customary laws and cultural heritage (Phago and Netswera, 2011: 1031).

Contextualisation of development from rural areas' perspective differs from how it is perceived from the urban metropolitan centres. Development in South Africa is understood in different context which includes disparate distribution of infrastructure ranging from established and maintained urban and industrial areas (Smith *et al.*, 2008: 367). According to Craythorne (2003: 142), development in the rural areas refers to delivery of service to the remote areas where communities never had these services before. In the case of urban areas, development means connection of services to the households. It is against this background that the researcher in this study observed the short to long term implications of development which compromise the participation and involvement of traditional leaders as the local structure in local governance and local development as posing a challenge.

This strained relationship compromises the advancement of socio-economic development for the benefit of poor and marginalised sections of the population in the Sekhukhune District Municipality. Another challenge that underpinned this study is the lack of an integrated approach to development by local municipalities in the Sekhukhune District Municipality to better respond to infrastructure development, and service delivery challenges. "As the platinum mining industry expands in the Eastern Limb of the Bushveld Complex, it is increasingly evident that a major constraint to development is a lack of appropriate infrastructure" (Smith *et al.*, 2008: 367). Critically, it is important to understand that infrastructure not only comprises these physical elements but also the operating procedures, management practices and developmental policies that facilitate the effective utilisation and development of the infrastructure in response to societal needs (Smith *et al.*, 2008: 367).

There is lack of partnership among the local structures for the benefit of local development which is urgently needed. Section 78 (3) of Municipal Systems Act, (2000) enjoins that if a municipality decides to providing the service through an external mechanism (partnership) it may do so as long as it is within the ambit of the law. The situation boils down to inadequate participation, involvement, collaboration, consultation, and partnerships of the local structures which further weaken the

institutional capacity and ultimately undermine the constitutional and legislative provisions *inter alia*: the South African Constitution, (1996); Municipal Systems Act, (2000); (Development Facilitation Act, 1995 (DFA) (Act No. 65 of 1995); and (Municipal Structures Act, (1998). It is against this backdrop that the constitutional mandate given to local government is hanging in the balance. Section 44 (2) (d) of the Municipal Structures Act, (1998) states that a municipality must recommend or determine the best methods, including partnership and other approaches to deliver the strategies, programmes and services to the maximum for the benefit of the community.

Inactive involvement of business sector in development exacerbates the situation as the sector depends mostly on infrastructure and service delivery to expand its profit margins. Smith and Da Lomba, (2008: 1) are of the view that “conceptually, the nature (concentration, quality and efficacy) of infrastructure will therefore vary from national level through provinces and regions, ultimately to municipalities, subject to a range of political and economic legacies”. The fact that in some instances mines opt to consult traditional leaders as the custodians of the land where the mines operate, widens the gap between them and elected municipal councillors on one hand and communities they govern on the other hand. Such lopsided consultations further undermine the will and aspiration of communities as ordinarily affected by the mines’ operations.

As the local structures contest the space at local level, local development gradually suffers. Lack of implementation of corporate social investment by the business sector affects local development and infrastructure roll-out. As the business sector investment in the Sekhukhune District Municipality booms, development becomes a priority. Poor coordination of the local structures established by the business sector to facilitate the relationship between traditional leadership and communities bears fruitless results. “Traditional leaders have continued to play a role in natural resources management, with varying degrees of authority and control” (Campell and Shackleton, 2001: 87).

Lack of infrastructure development and service delivery in the Sekhukhune District Municipality prompted the mines to provide infrastructure in their areas of operations

so as to better respond to their business needs, but the sector does not support service delivery and development in communities surrounding their operations. “The mining industry in the Eastern limb of the Bushveld Complex therefore faces a challenge of not only defining and understanding individual and collective infrastructure requirements but also effectively integrating with local, provincial and national initiatives, structures and individuals in the establishment of appropriate infrastructure” (Smith *et al.*, 2008: 368); and (Smith and Da Lomba 2008: 4).

Communities remain destitute despite the investment by the business sector in the Sekhukhune District Municipality. Lack of spatial and inadequate land for the expansion of the operations of the mines is tantamount to the bottlenecks towards development. “Areas without access to effective infrastructure are inevitably characterised by high levels of poverty which affects development, with municipalities tending to focus on two key infrastructure delivery issues; the provision of access to basic municipal services (water, sanitation, electricity and solid waste removal), and the provision and maintenance of general infrastructure and services within the municipal area” Smith *et al.*, (2008: 367); and Smith and Da Lomba (2008: 1).

Participation and involvement of the local structures are indispensable to the democratisation of local governance. Section 195 (1) (e) of the South African Constitution, (1996) states that the “people’s needs must be responded to, and the public must be encouraged to participate in policy-making”. It is through participation and involvement that accountability and good governance can be entrenched. For both to be realised, a need for capacity for the local structures is fundamental to their success. Traditional authorities that traditionally observe a system of customary law in the area of a municipality may participate through their leaders in the proceedings of the council of that municipality, and those traditional leaders must be allowed to attend and participate in any meeting of the council as contemplated in Section 81 of the Municipal Structures Act (1998). The NGO sector, which is identified as a key player in development and service delivery, should be taken on board despite funding challenges to implement their development and service delivery programmes. This sector is strategically positioned as a watchdog, voice of the

voiceless and custodian of advocacy to champion development in rural areas such as the Sekhukhune District Municipality.

It is noted that the proposed expansion of the mines presents an opportunity to address unemployment in the area. For that matter, education should be geared towards meeting the skills' needs of the mining industry (Smith and Da Lomba, 2008: 10). Furthermore, Smith *et al.*, (2008: 371) indicate that illiteracy is prominent within the Greater Tubatse Municipality. The level of illiteracy among the majority of the residence to hold the mining sector to account remains quagmire in the Sekhukhune District Municipality. Lack of accountability and governance undermine checks and balances at local level. This constraint is further compromised by skills shortage, resource challenge, and institutional capacity drawback. According to Smith *et al.*, (2008: 267); and Smith and Da Lomba (2008: 1) infrastructure plays an important role in the social and economic development of communities. Among other challenges that cause a strained relationship between local municipalities including the Sekhukhune District Municipality are listed below:

- Lack of consultation by the municipalities when development happens on the traditional land which belongs to traditional authorities;
- Lack of engagement on issues that affect both parties (municipalities and traditional leaders);
- Lack of support of the traditional authorities by the Department of Cooperative Governance, Human Settlements and Traditional Affairs (Limpopo Province);
- Poor coordination of activities between the traditional authorities and local municipalities;
- Inability by the local municipalities to implement Section (81) of the Municipal Structures Act, (1998);
- Inability by the local municipalities to protect, respect, and uphold the traditional protocols;
- The local municipalities are undermining the traditional authorities when it comes to decision making as required by Chapter 4 and 5 of the Municipal Systems Act, (2000);
- Unequal recognition of traditional leaders as opposed to their counterpart (elected councillors);

- Traditional authorities' resistance to release land for development as contemplated in the DFA, (1995); and
- Inadequate communication flow between the traditional leaders and local municipalities.

According to Smith *et al.*, (2008: 369); and (Smith and da Lomba, 2008) the root causes of this uncomplimentary relationship between the mines and other local structures are as a result of:

- Lack of capacity at the municipal level to support integrated development approaches;
- Uncoordinated or lack of harmonisation of IDPs, SDFs and LED strategies by the municipalities to support and complement the mines' corporate social responsibilities (investments);
- Poor integration of development efforts between government (municipalities) and the private sector (mines);
- Inability of the local municipalities to release land for growth and development for the benefit of the mines; and
- Uncoordinated effort by individual mines in terms of corporate social responsibilities.

1.5 The aim of this study

The aim of this study is to assess the role of the local structures in development in the Sekhukhune District Municipality.

1.6 Research objectives

The main objective of this study is:

- To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality.

Other research objectives in this study are:

- To assess the role of local structures within the development spectrum in the Sekhukhune District Municipality;
- To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality;
- To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement; and
- To investigate any relationship between local structures and local development in the Sekhukhune District Municipality.

1.7 Research questions

This study is underpinned by the main research question which is stated below as follows:

- What is the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality?

The other accompanying research questions in this study are:

- What is the role of local structures in assessing development in the Sekhukhune District Municipality?
- What is the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality?
- How governance, accountability, and service delivery of the local structures' participation and involvement can be improved to better respond to development in the Sekhukhune District Municipality?
- Is there any relationship between the local structures and local development in the Sekhukhune District Municipality?

1.8 Literature overview

Undertaking a literature review is an important part of any research project (Tranfield, Denyer and Smart 2003: 207). Literature review forms the basis of this

study and various literatures (as pertinent resources) such as journal articles (internationally and locally), chapters, books, government policies, desktop research, among others, would be used and reviewed in order to support the subject under investigation. The literature review in this study would provide theoretical perspectives on the role and contribution of the local structures in development in the Sekhukhune District Municipality. The identified sources above would be used to justify the assessment and the role the local structures have to play in development and service delivery in the Sekhukhune District Municipality. For the local structures to respond to local development there is a need to strengthen their institutional capacity. Local development has socio-economic implications as it relies on service delivery, public participation and involvement.

This study focuses on the theoretical assumptions that are based on active participation and involvement of the local structures in infrastructure development and service delivery. The theoretical assumptions state that the involvement and participation of the local structures in development are minimal; hence local development and service delivery suffer. This study seeks to maximise the local structures' active participation in development by ensuring that they are people-centred and people-driven (Galvin, 1999: 93).

The local structures are crucial and their participation and involvement in the affairs of their municipality is constitutionally endorsed. The literature overview should better assist in terms of confirming, clarifying or rejecting whether active participation and involvement of local structures have potential to change the manner in which development takes place in the Sekhukhune District Municipality. The above would be informed by resource availability and institutional capacity that co-exist within the institutions.

It is conversely important to state that guidelines, systems, processes, procedures, and planning mechanisms need to be examined as developed in terms of the Municipal Systems Act (2000) to better guide the municipalities. The guidelines, systems, processes, procedures and planning mechanisms are better placed to support local governance that responds to local development. In addition, these guidelines, systems, processes, procedures, and planning mechanisms should

assist municipalities to manage allocated resource, guide planning and harness skills in support of development and service delivery.

The literature review is reconnoitred to unpack the current trends in terms of participation and involvement of the local structures and how their participation enhances development and service delivery at local level. Chapter 7 of the South African Constitution, (1996) provides clarity in terms of the objects of local government as contemplated in Section 152 (1) (e) which outlines the involvement of communities and community organisations in the affairs of local government.

1.9 Operational and conceptual definitions

Conceptualisation and operationalisation are closely interrelated and mutually intertwined. Conceptualisation refers to refinement and specification of concepts whilst operationalisation defines the development of specific research procedures (operations) that result in empirical observations as presented, and representing those concepts in the real world (Creswell, 2007). Development in this study cannot be explored separately from service delivery due to the fact that it is regarded as an enabler, while the local structures are viewed as being crucial for the determination of the level of participation and involvement to strengthen participatory democracy through governance and accountability.

Operational definitions concretise the intended meaning of a concept in relation to a particular study and provide some criteria for measuring the empirical existence of that concept (Frankfurt-Nachmias and Nachmias, 1996), (Leedy, 1993) cited in (Berg, 2001: 26). Conceptual and operational definitions are crucial for scientific study as they are more focused on the meaning of key words used in this study. Not all concepts used in any study can be operationalised and conceptualised as the context for their use in a study varies to a certain degree. Berg (2001: 26) further states that it is unfortunate that not all concepts are definable and measurable in a study however, it depends on the operationalisation of those concepts. It is in the light of this background that this study provides the operational definition of concepts as follows:

Local structure is a key concept that needs to be operationalised in this study so as to provide clarity and the meaning within the context of the Sekhukhune District Municipality. As the main focus of this study is to assess the role of the local structures in development in the Sekhukhune District Municipality, it is important to include it as a construct within the development spectrum. Therefore, the local structures referred to in this study include the structures identified as the key players to be studied in order to assess their role in development.

Empirically, this study attempts to provide the definition of the concept against the backdrop and understanding of how the local structures are conceptualised. This would also assist in terms of exploring the concept guided by their active participation and full understanding of the legislative, policy, and constitutional obligations for their involvement at local government sector. Greffe (1990: 177) regards the local structures as a group of people that are conceived to be in the sustainable development process organised as flexibly as possible so as to be able to respond to new local conditions arising either from development or from external constraints.

The local structures should be understood as the group of people who demonstrate their interest in development whom they should contribute and support local development as long as it is aimed at changing or improving their livelihood. The management of the local structures is guided by the constitutional obligations, legislative mandate, and policy imperatives drawn from Section 152 of the South African Constitution, (1996); Municipal Structures Act, (1998); and Municipal Systems Act, (2000). The South African Constitution, (1996) and Municipal Systems Act, (2000) focus on community or public participation and involvement at local government level in order to enhance service delivery and development. The local structures' participation and involvement in development can be expressed in terms of understanding their roles and contribution. The local structures should contribute towards the betterment of the material conditions at local level where services are rendered effectively. The Municipal Structures Act, (1998) pays attention to establishment of local structures that is consistent with the South African Constitution, (1996).

Development is a multi-dimensional term having political, economic, and social connotations, and is traceable from human existence. Politically, the term development is more connected with resource allocation, policy choices, and decision-making for the provision of services as a precondition for the betterment of the lives of the electorates as informed by the African National Congress' (ANC) manifestos during elections (ANC, 2012).

It is important to understand development within an economic context as a term to refer to the growth of a region or a country's prosperity towards job creation and poverty alleviation (ANC, 2012). The focus of this study is on the social development as they are politically and economically interrelated to one another in the context of development. The social development part is crucial for the social wellbeing of the people of the Sekhukhune District Municipality, particularly for the communities that need social amenities as well as services as enunciated in Schedule 5 Part B of the South African Constitution, (1996).

The operationalisation of development as a concept is crucial in this study as it seeks to improve and redress the local conditions in the Sekhukhune District Municipality that are attributed to the legacy of apartheid associated with the Bantustan of the former Lebowa and Kwa-Ndebele administrations. According to Gran (1983), development is a social and practical process aimed at the liberation of human potential so that people acquire the maximum socially feasible and practical control over all the available resources needed for the realisation of basic human needs and security.

Systems, processes, procedures, guidelines and planning mechanisms are interconnected and should be mutually treated as such so as to give meaning to good governance and accountability within the system of local governance. It is within this context that operationalisation of these concepts in this study need to be overstated precisely as they are better placed to define the effectiveness of resource allocation to accelerate service delivery and development. Therefore, the role of the local structures is crucial as the local structures facilitate their participation and involvement in service delivery and development. Importantly, providing the operational definition is as crucial as it provides and attaches the meaning to each

concept so as to measure its contribution towards the model that seeks to guide, support, and assess the extent to which the local structures play in the Sekhukhune District Municipality.

This study defines the **systems** as the sum of the total parts of the others in which one cannot exist in isolation within the whole structure of the organisation (Luppicini, 2005: 108). This means that planning and resource allocation should be conducted and mainstreamed with full accountability and responsibility to address the needs of the poor and marginalised sections of the society. A system is further referred to as a set of units with relationships among them (Miller, 1965). Luppicini (2005: 108) further elaborates that a system approach is a logical process or complex strategy to identifying needs, analysing problems, and providing possible solutions or even designing procedures to improve system operations.

Various policies and pieces of legislation governing local government in the South African context provide the most important **guidelines** in terms of local government leadership, governance, decisive management, and the local structures' accountability to monitor the parsimonious use of resources more effectively for the benefit and upliftment of historically disadvantaged communities. Guidelines are important to provide clarity on the interpretation of matters related to unauthorised activities (National Treasury, 2014).

For example, National Treasury provides a number of guidelines in terms of the Municipal Finance Management Act, 2003 (Act No. 56 of 2003), in relation to unauthorised expenditure, irregular expenditure, and fruitless and wasteful expenditure. This is the principle position of the Act to eliminate cross financial misconducts across the local government sector. These guidelines are important in ensuring accountability and transparency for management in terms of responsibility entrusted to the local sphere of government to act in good faith and within the ambit of the laws governing the local government sector. Local government as a sphere of government is highly regulated.

In exploring the operationalisation of the definition of "**process**", it is intrinsic to understand it within the context of processes as part of the procedures associated

with accountability and good governance. Therefore, the processes and procedures are tantamount to resources and service delivery led by the local structures in ensuring that development takes place. In this study both processes and procedures are treated holistically so as to bring about consistency and synergy. Processes refer to what needs to be done and which roles are involved whilst procedures are defined as how to do the task as it usually applies to a single role (Draft International Standard, 2009: 4).

Process refers to a succession of logically related actions that were performed in a manner which culminates in the completion of major deliverables or rather the attainment of a milestone (Draft International Standard, 2009: 4). There is interrelatedness between procedures and practices that can also be explained within the governance and accountability context. It is intrinsic to understand and clarify the relationship that exists between the local structures and local development. Their relationship is informed by resource allocation to address service delivery for the benefit of recipients. **Procedure** is defined as formal steps to be taken in the performance of a specific task which may be called upon in the course of a process (Draft International Standard, 2009: 4).

Conversely, both processes and procedures are catalysts to guide proper planning as mechanisms to spearhead development and service delivery in the Sekhukhune District Municipality. **Planning mechanisms** play a crucial role in resource allocations in an attempt to accelerating a better life for those who are less fortunate under different circumstances. Operationalisation of the concept of planning mechanisms is explored in terms of prudent financial management and proper planning. Planning mechanisms are plans that describe the processes by which local government integrates and systematises the resources in order to mitigate whatever the circumstances and eventuality that may arise inform the needs and aspirations of communities. The local government is the only sphere of government closest to the people where development is urgently needed (White Paper on Local Government, 1998).

1.10 Research design

Definition of concepts is more important in descriptive research design, particularly as it relates to this study. In this study, the researcher seeks to assess the level of development and its implication to the lives of the people in the Sekhukhune District Municipality. The research design is a plan or structured framework of how the researcher's plans are executed in conducting the research process in order to solve the research problem (Babbie and Mouton, 2006). This study takes social science that pursues the qualitative approach and considers a descriptive phenomenological research analysis. In descriptive research, observations are based on the scientific method and properties (Bhattacharjee, 2012: 6).

Descriptive research is concrete, as it clarifies the level of the local structure's participation and involvement in development and service delivery (Saunders, Lewis and Thornhill 2009). According Saunders *et al.*, (2009), descriptive research implies the relevance and importance of social policy reform. It is in this context that this study seeks to address development and service delivery in order to strike a balance in terms of policy choices that promote checks and balances. This study is informed by proper descriptive nature of qualitative research as it applies scientific application of social sciences. As such, a qualitative descriptive research has been selected as a method for this study.

Qualitative analysis is the non-numerical examination and interpretation of observations for the purpose of discovering the underlying meanings and patterns of relationships (Babbie, 2010: 394). This is underscored by Terre Blanche, Durrenheim and Painter (2011: 47) who indicated that qualitative methods allow the researcher to study selected issues in an in-depth, openly, and in detail as they identify and attempt to understand the categories of information that emerge from the data. This study is destined to explore the level of development in the Sekhukhune District Municipality with the intention to descriptively assessing the role of the local structures particularly in terms of their participation and involvement in development.

This study is qualitative as the emphasis is on descriptive realities of the state of development and service delivery in the Sekhukhune District Municipality. As

elucidated earlier that qualitative research design is more subjective therefore it involves examining the less tangible aspects of a research subjectively (Neville, 2007: 3). Descriptive research by nature involves careful observations and detailed documentation of a phenomenon of interest (Bhattacharjee, 2012: 6). The phenomenon to be described which involves careful observation is development and service delivery that need the local structures to assess through the level of participation and involvement.

As this study focuses on the assessment of the role of the local structures in development in the Sekhukhune District Municipality taking into account the importance of service delivery, it is crucial to understand how participation and involvement of the local structures improve the level of accountability and deepen governance. The guidelines, systems, processes, procedures, and planning mechanisms are more important, useful, and relevant to articulate turnaround strategy in supporting development and service delivery through participation and involvement of the local structures. A qualitative research design approach is relevant to describe and provide the context of the Sekhukhune District Municipality.

1.10.1 Unit of analysis

Unit of analysis is what or who is being studied. It refers to the basic unit to be classified during data analysis. Bhattacharjee, (2012: 9) refers to the unit of analysis as a person, collective, groups, organisations, countries, and technologies, or object targeted towards investigation as a phenomenon. The selection of the unit of analysis is informed by and based on the research problem, the research aim, and the research objectives. Therefore, the units of analysis in this study are: NGO sector, municipalities, traditional leaders, and the business sector (mines) in the Sekhukhune District Municipality.

Units of analysis are the objects of study within a research project. A relationship exists between the unit of analysis and the research questions which allow the processes of deciding on the research method and how the researcher would operationalise that method in the study. In development studies, it is important to understand the importance of development and service delivery in the context of

improving the lives of those who are less fortunate. Based on the fact that in this study, unit of analysis focuses on studying local structures (groups and organisations) in development, it is important to understand who the local structures are, why they are studied, and what their contributions are in development. This study contextualises how the local structures respond to development, why they respond in that way, what type of development and service delivery are they responding to, and who delivers those services.

1.10.2 Sampling

Sampling is the process of selecting units from the entire population of interest so that by studying the sample it is possible to fairly generalise the results back to the population from which they were drawn. This is simply because it is not possible to study the complete population as the aim of this study is to have a full understanding of the local structures' contribution in development. Non-probability sampling procedure in this is judgemental sampling that involves the deliberate selection of certain people as participants based on the knowledge, understanding, and interest displayed on the subject under investigation. The selection of participants particularises certain characters that evinces interest to the researcher.

This study would be utilising one type of sampling procedure which is judgemental sampling. Judgemental sampling is widely and commonly used in qualitative research for the identification and selection of information-rich cases related to the phenomenon of interest (Palinkas, Horwitz, Green, Wisdom, Duan and Hoagwood, 2013). Judgemental sampling is a non-probability sampling method considering non-numerical or non-statistical sampling that is mostly applicable in qualitative social science research. Judgemental sampling's main focus is on descriptive analysis (Babbie, 1990: 97); and (Jones, 1955: 766). In judgemental sampling, the researcher studies the sample using knowledge or experience to select the items to be sampled.

The use of judgemental sampling puts the researcher at an advantage because the sample is 'handpicked' by the researcher (Denscombe, 2007: 17). It is further alluded that judgemental sampling is the sampling method in which the units to be observed are on the basis of the researcher's judgement about which one has to be

useful or is representative of the sample (Denscombe, 2007: 17). It is appropriate to select a sample on the basis of knowledge of a population because of its elements and for the purpose of the study (Babbie, 2010: 193). It is therefore a strategy to select units that are judged to be typical of the population under investigation. The understanding and the knowledge of the geographical area and the boundaries of the delineated areas under investigation puts the researcher on the advantage side.

As the term sample indicates a subset of a population that is used to represent the entire group or population as a whole, it is justifiably important to understand that the sample of the complete population of the Sekhukhune District Municipality was selected for this study. The judgemental sampling is commonly used in qualitative research study and for that matter the required sample would be based on and guided by the unit of analysis. For this study to achieve what it is intended to, it should ensure that the local structures' participation and involvement are entrenched so as to give first-hand information.

1.11 Research techniques

Research technique is an instrument the researcher uses for data collection. An example of the techniques to be used in this study during the fieldwork is focus groups, interview schedules, interview guide, recorder, direct observation, transcripts, and checklist when interviewing the respondents on the subject under investigation. A focus group is group of participants, usually not more than ten recruited to attend and participate (Nagle and Williams, No Year). Attention would be given to local structures as identified on the unit of analysis (cf. 1.10.1) above. This includes setting focus groups in the form of meetings with the researcher. Terre Blanche *et al.*, (2011: 484) stated that setting meetings with focus groups in a form of an interview in a way of soliciting their participation on the study is crucial.

The purpose of interacting with the respondents is to allow a researcher to enter into another person's perspective (White, 2004). Recording and scribing are the techniques for data collection during fieldwork. The researcher deems it necessary to use meetings and focus groups discussions so as to gain more insight on the participants in terms of how they respond to development and service delivery and

further assess the extent to which the local structures' participation in service delivery contribute to local development in the Sekhukhune District Municipality.

1.12 Philosophical assumptions of the main paradigms

The pragmatic paradigm began in the second half of the 19th century with the contributions of William James, John Dewey, George Herbert Mead, and Arthur F. Bentley (Mertens and Wilson, 2012). The term paradigm originated from the Greek word *paradeigma* which means pattern and was first used by Kuhn (1962) to denote a conceptual framework shared by a community of scientists which provided them with a convenient model for examining problems and finding solutions (Antwi and Hamza, 2015: 218). A research paradigm refers to a set of common beliefs and agreements shared between scientists' community about how problems should be understood and solved (Kim, 2003: 89).

Research is based on some underlying philosophical assumptions about what constitutes 'valid' research and which research method(s) is/are appropriate for the development of knowledge in a given study (Antwi and Hamza, 2015: 217). A paradigm implies a pattern, structure and framework or system of scientific and academic ideas, values, and assumptions (Olsen, Lodwick and Dunlop, 1992). In order to understand the interpretation of paradigms as epistemological stances Kivunja and Kuyini (2017: 30) stated that paradigm has its roots in the meaning of epistemology which relates to the questions about what does it mean to know and how can one know.

It is against this backdrop that development and service delivery issues in the Sekhukhune District Municipality are known and can be justified (epistemology); and the nature of reality (ontology) is as a result of uneven distribution of resources by the apartheid regime. The assessment of development by the local structures is the epicentre of discussion and it is therefore in the public domain. A paradigm is a catalyst in this study as it guides how the research problem should be dealt with so as to answer the research questions that seek to solve the research problems in order to achieve the research aim and objectives.

A paradigm is a shared world view that represents the beliefs and values in a discipline and also guides how problems are solved (Schwandt, 2001). It is in the best interest of this study to ensure that a correct methodology is chosen to address the myriad of challenges. The selection of research methodology depends on the paradigm that guides the research venture (Antwi and Hamza, 2015: 217). Among the major challenges, the Sekhukhune District Municipality has to contend with is infrastructure and service delivery that constrain development. Assumptions as suggested by Iceberg Model and postulated by Pickard (2007: xv) can be categorised in terms of number of dimensions to solve the research problems (Lor, 2011: 15).

Guba and Lincoln (1998) stated that a research paradigm is intrinsically associated with the concepts of ontology, epistemology, and methodology. Neuman (2000) and Creswell (2003) refer to the paradigm as “epistemology and ontology or even research methodology”. According to Terre Blanche *et al.*, (2011), the research process has three major dimensions: ontology, epistemology, and methodology. The philosophical assumption of qualitative research views the reality as constructed by individuals interacting with their social worlds. Saunders and Tosey (2013: 58) argue that the research onion needs to be considered in terms of the various layers of scientific research.

Theoretical assumptions are principles that are used to design, conduct, analyse, and interpret research and its outcomes. Saunders and Tosey (2013: 58) further state that it is upon the researcher to understand the outer layers that provide the context and boundaries within which data collection techniques and analysis procedures take place. Research paradigms are important to guide communities of social science in solving the research question through the course of knowledge seeking (Kim, 2003: 9). The choice of a paradigm determines the study results between qualitative and quantitative and both have an influence towards the procedures, techniques, and analysis. A qualitative paradigm assumes that the reality in social sciences is subjective as seen by participants in the study.

A paradigm should be understood as a worldview or a set of assumptions about how the scientific study has to be undertaken. The adoption of the research onion as a

research process provides the direction and the context in every study (Saunders, Lewis and Thornhill, 2003: 83). The assumptions are outstandingly clear or a typical example of an archetype. Qualitative methods may be used appropriately with any research paradigm. The research onion proffers the outermost layer which is offering an overview of different philosophical assumptions and their implications for the research design (Saunders and Tosey, 2013: 58). Research in social science is guided by the paradigms as tools to strengthen the research outputs. This encapsulates the research onion that unpacks the levels and types of the methods that are relevant for the study. Guba and Lincoln (1994: 105); and Saunders *et al.*, (2009: 106) argue that questions of research methods are of secondary importance to the questions about which paradigm is applicable to our research.

In simple terms, it is an approach to thinking about and doing research (Antwi and Hamza, 2015: 218). According to Antwi and Hamza (2015: 218), a research paradigm is an all-encompassing system of interrelated practice and thinking that defines the nature of enquiry along these three dimensions. A research inquiry should be based on the concepts of ontology (i.e. the way the investigator defines the truth and reality), epistemology (i.e. the process in which the investigator comes to know the truth and reality), and methodology (i.e. the method used in conducting the investigation) (Antwi and Hamza, 2015: 218). Antwi and Hamza (2015: 218) further state that “we can determine the way things are and often, discover the cause and effect relations behind social reality”.

In a nutshell, the term paradigm refers to a research culture with a set of beliefs, values, and assumptions that a community of researchers has in common regarding the nature of conducting research (Kuhn, 1977). The layers chosen remain relevant and applicable for this study. The philosophical assumptions supported by the main paradigms are strategic in this study as they form the basis for understanding and conceptualising the state of the local structures in development in the Sekhukhune District Municipality. Primarily, it is indispensable to reflect on the legacy of apartheid on development and its implications to service delivery in rural areas. The lopsided nature of development and service delivery based on the material conditions of the time permeates the perpetual undermining and reversal of the gains by the democratic government.

1.13 Data quality and management

According to Patel (2016: 198) evaluation of each data quality tool on common framework is specially and specifically intrinsic as it is designed for evaluation of data quality tools taking into consideration pricing, overall viability of product, customer services and experience. Data quality management as defined by Patel (2016: 198) refers to the measure of accuracy, completeness, consistency timeliness, interpretability and believability. Data quality is understood as a modern data management technique capable of storing, retrieving, maintaining, and disseminating data within the framework and guidelines following policies and procedures without infringing the rights of other users (Patel, 2016: 198). Data quality management plays an important role in ensuring that it can be analysed to meet the quality standard. If data can be replicated and produce the same results then the validity and reliability of the data maintains consistency. Quality data does not mislead the results particularly when computerised or machinated (Cai and Zhu, 2015: 2).

Congdon and Dunham (1999) argue that if possible, a personal computer should be used to store, edit, and manage data. Data quality is important research component as it deals with and relate to evaluation of existing data thus responding to best management practices amongst researchers in social sciences community (Van den Eynden, Bishop, Horton and Corti, 2010: 4). Data quality helps the researcher to develop and implement effective data management planning, procedures and tools in the research life cycle. The scientific study should highlight the importance of data quality as it relates to the primary data which informs and forms the basis for data management (Chapman, 2005).

Principles of data quality need to be applied at all stages of data management process, these include data capturing, digitisation, storage, analysis, presentation and use (Chapman, 2005: 8). Data quality is characterised by two things: quality prevention and quality correction. Chapman (2005: 8); Maletic and Marcus (2000) further state that in data quality, consideration should be given to the prevention of error, particularly in large data and therefore data validation and correction cannot be ignored. Data management programs proffer error-free detection procedures and data manipulation features such as data sorting or indexing, data queries, and the

ability to build in programs that better summarise data automatically (Congdon and Dunham, 1999: 4).

In research, error prevention is considered to be far superior to error detection, since detection is often costly and can never guarantee to be 100% successful (Dalcin, 2004). The quality of data in research provides the basis of a sound decision-making (Chapman, 2005: 8). It is in this context that data quality is a key to research outputs and it guarantees objectivity. Data validation is a process used to determine if data is inaccurate, incomplete, or unreasonable. The primary responsibility for the management of data quality rests with the collector of the data in qualitative study (Chapman, 2005: 11). It is in this context that the Total Data Quality Management shows the data management process which is characterised by defining data, measuring, improving, and analysing (Wang, 1998), cited in Chapman (2005: 11).

The popular belief is that quality data or data management should at all times obtain zero defects. This view does not always apply as the importance, consistence and conformity to data management takes the precedence. In ensuring that data meets quality expectation, it should conform to the agreed requirements; set standards required; and comply with a high degree of conformance that is needed. In data management again, what matters most is the quality rather than quantity. In the final analysis, it is important to ascertain data quality by ensuring that it complies with the required standards in terms of best practice. This data dimensions are interwoven, yet they are distinctive and interdependent to each other. According to Van den Eynden *et al.*, (2010), data quality should conform to quality dimensions that include inter alia:

- Reliability: this means that the analysed data is valid and reliable and can be retrieved, replicated, and produced by giving the same results. This dimension provides assurance in terms of the quality standard in any research and the data quality and management.
- Conformance: the conformity dimension is crucial to meet agreed standards so as to enable this study to conform and comply with the University standard of research on a project of this magnitude.

- Durability: the importance of quality rests with its durability of quality standard of data. This dimension highlights the tenacity and consistency of data to inform validity and reliability.
- Serviceability: this dimension is crucial in terms of an area where the quality of data is needed to inform policy decisions or policy reform. The research definitely needs the service of quality data to inform policy direction for prompt decision-making (Van den Eynden *et al.*, 2010).

1.14 Research limitations

The size of the sample and the data collection method provide explicit limitations in this study. It is in this context that this study consists of mine employees, municipal workers, traditional leaders, and NGOs' employees as well as the focus groups constituted by groups of 10 participants. Focus group interviews are the preferred method for data collection where participants are given time to engage, interact and interrogate the subject or phenomenon under investigation. In research, time limitation is important as it determines certain interval for the completion of the study. It is necessary for time limitation to find expression in a scientific study and how the researcher is intending to deal with the limitations that are at their disposal as they could have the potential to affect the outcome of the study.

The research limitations of this study encapsulate research aim that should be narrowed in order to be manageable to achieve the study objectives. For this study to achieve its aim and objectives, it is vital to manage the choice of data collection method(s). In addition, accurate integration of additional methods of data collection has the potential to increase the scope and depth of analyses. In the context of this study, data collection would be limited to focus groups, conducting field works and meetings. The limitation of research scope has important implications during data planning, data quality, data management and data analysis.

Research limitation provides the framework which guides the research not to overstep the mandate within the empirical realm. In social science, research and the choice of instrument for data collection are more important as they determine the

outcomes and the achievement of the aim and objectives. Sampling framework is important as it provides guidelines in terms of who are legible respondents in a given sampling framework. The small population in a study is important as it helps the researcher to draw a well-informed decision than if it were to be based on a bigger population. If this is the case, population has the potential to compromise the study findings based on the limitation of research scope on data collection – and in itself it presents the shortcomings. Although the small population is manageable and manoeuvrable but it poses a challenge of achieving objectivity based on the population size which shows research limitation. In a nutshell, research limitation in social science research informs by the number of factors that include the research methodology and its methods.

1.15 Contribution of the study

“The understanding expressed in the meta-theories serve as a set of overarching and often invisible frameworks that shape and govern the way we understand, describe, and attempt to influence the world around and in itself expressive of a particular meta-theoretical view of the world” (Wallis, 2010: 78). This study aims to contribute and add value to the body of scientific knowledge by ensuring that the provision of infrastructure development and service delivery are guaranteed in the Sekhukhune District Municipality. The developed guidelines, systems, processes, and planning mechanisms as articulated in the Municipal Systems Act, (2000) are crucial in supporting planning at local government sector and form the basis of resource allocation and management for development. In addition, this study seeks to contribute to the importance of relationship between the local structures and local development so as to advance socio-economic development. This study is important in contributing to the illumination of the local structures’ participation in development at local government level in order to promote partnerships, collaboration, accountability and good governance. By so doing, democratisation of local government which is unprecedented takes the precedent.

It is in this context that development should be understood as a multifaceted issue which requires multifaceted and multi-dimensional approach (cf. 1.9). In ensuring that this study adds value and contributes to the new knowledge to development, it

positions the participation and involvement of local structures in the centre of governance. The local structures are central to development by advising, supporting, assessing and contributing to infrastructure and service delivery. The meta-theories are crucial towards the contribution of approaches to social science research and informed by a particular understanding of the world social scientists live in (Wallis, 2010: 78).

This study evinces thus proffers that intrinsically, policy shift adopts a new integrated approach to development. Participation and involvement of the local structures in development are crucial as collective decisions are taken on the local development agenda. Meta-theory works in such a way that it shapes the nature of all research (Wallis, 2010: 78). More significantly, this study is better placed to augment the studies conducted in the field of development that provided answers to a certain degree of development. This study repositions itself to contribute to national, provincial and local policy choices in development as relate to municipalities.

The current policies and strategies are crucial for development but need vigorous engagement and implementation such as: Reconstruction and Development Programme (RDP); Integrated Sustainable Rural Development Strategy (ISRDS); National Growth and Development Strategy (NGDS); National Spatial Development Perspective (NSDP); National Infrastructure Development Plan (NIDP); Strategic Infrastructure Plan (SIP); Presidential Infrastructure Coordinating Commission (PICC); and NDP. These are the national policies and strategies that are geared towards responding to development challenges at all spheres with more emphasis in local government.

Wallis (2010: 78) states that “meta-theory is primarily the study of theory, including the development of overarching combinations of theories, as well as the development and application of theorems for analysis that reveal underlying assumptions about theory and theorising”. There are gaps in infrastructure development and service delivery provision in the rural municipalities of the Sekhukhune District Municipality in which this study seeks to respond and contribute.

It is conversely that inability of the local structures to hold the institutions entrusted with development undermine a better life for all. In order to deal with infrastructure development and service delivery bottlenecks, this study proposes a greater emphasis on partnerships between the business sector (mines), traditional leaders, NGOs, and the general public in support of development. The starting point should be based on institutional capacity and resource allocations. For this to happen, collaboration of local structures is fundamental in contributing to development.

This partnership currently happens but is not working for the benefit of development and service delivery. The review of the current terms of reference for the local structures established by the business sector is crucial to enable communities to make major contribution. Service delivery is crucial as it advances socio-economic development and improves the material conditions of the poor and marginalised sections of the population. This study is better placed to respond to infrastructure and service delivery conundrums that affect development in the Sekhukhune District Municipality. Capacity to undertake assessment to development by the local structures is an important enabler in which this study seeks to contribute. In addition, the contribution of the local structures to local development is vital towards the realisation and upliftment of socio-economic and material conditions of the less fortunes in the Sekhukhune District Municipality.

1.16 Chapter layout

The study is divided into eight chapters as outlined below:

Chapter 1: General introduction and background to the study: In this chapter attention is given to the background and introduction to this study which is the Sekhukhune District Municipality. This is followed by important components of this study such as: problem statement, motivation for the study, delineation (limitation) of this study, significance, the aim and objectives of this study, research objectives, unit of analysis, and the research questions. Data management and data quality are dealt with in Chapter 1. Chapter 1 is strategic as it highlights the methods and methodologies that involve the sampling procedure, research techniques, research design, the phenomenological design, research instruments, research onion,

paradigm assumptions (methodology, epistemology, ontology, and axiology) in social science research. The contribution and limitation of this study are addressed in this chapter (Chapter 1). Operational definitions were addressed in Chapter 1.

Chapter 2: Historical background of the Sekhukhune District Municipality: The main focus of Chapter 2 is to provide the historical background and the context of the Sekhukhune District Municipality and its local municipalities. The background behind renaming of local municipalities constituting the Sekhukhune District Municipality finds countenance in Chapter 2. The state of (infrastructure) development and service delivery in the Sekhukhune District Municipality and their implications to socio-economic development were highlighted.

The interrelatedness and the narrative between local development and the local structures find expression in Chapter 2. It is in this context that Chapter 2 delves on the merger and disestablishment of local municipalities taking into account their social, economic, and political implications to development and service delivery. In addition, clarity between the participation and involvement of the local structures in service delivery and development were investigated. Governance and accountability are crucial for mass participation as articulated. Contribution and relevance of each structure is stated and how each of these local structures supports service delivery and development in the Sekhukhune District Municipality. The demographic and typological overview of this study is considered for a broader understanding of the contextual realities of the Sekhukhune District Municipality. Maps that depict the geographical location of the Sekhukhune District Municipality and the Limpopo Province were attached for reference.

Chapter 3: Overview on the theoretical assessment and the role of the local structures in development: In Chapter 3 attention was given to the theoretical analysis of social structures. This study explored the evolutionary theory of development within the context of structures and their functional analysis. It reflected on the structures and social systems. The horizontal and vertical characteristics of social structures were addressed. In order to justify the role of the local structures, Chapter 3 provided the basis and the philosophical context of social structures, the principles and social justice, and their contribution to development.

Governance, accountability, interrelationship between local development and the local structures as the main pillars of development found expression in Chapter 3. In addition, centralisation and decentralisation are crucial for consideration as resource allocation was indispensable for development and service delivery in the Sekhukhune District Municipality. In order to systematically assess development, the role of the local structures has to be investigated. The main focus of Chapter 3 was to articulate the contribution of the guidelines, systems, processes, procedures, and planning mechanisms in response to development.

Chapter 4: Research methods and methodologies: Chapter 4 is the actual and practical data collection in which the instruments for data collection were outlined (cf. Chapter 1). In Chapter 1, a problem statement has been highlighted and therefore in Chapter 3 the literature survey to investigate the problem with the aim of answering the research questions reconnoitred. The focus in Chapter 4 is to discuss research approaches, paradigms, and their implications to qualitative research within the broader social science context.

This study embraced the anti-positivist paradigm that was consistent with the qualitative descriptive approach and phenomenological observation. The phenomenological, direct observation, interview schedules, and the focus groups are crucial in addressing the research objectives. The method and methodology, as stated earlier in this study suggest that it is a social science study where a qualitative approach takes the precedence. Atlas TI was the software programme chosen for data analysis. The local structures that interviewed for data collections were articulated and tables were provided.

Chapter 4 considered a judgemental sampling procedure (non-statistical or numerical) and research strategy that was used to guide data collection. Because of the nature of this study, the techniques such as the focus groups, recorder, transcripts, interview schedules, and checklists were employed for this purpose. The sample and the fieldwork were clarified. Quality assurance, validity, reliability and triangulation are dealt with in Chapter 4. The issues of protocol and ethical consideration were catered for as part of Chapter 4.

Chapter 5: Literature findings: Literature findings found countenance in Chapter 5 based on the research objectives. Chapter 5 further explored how the research objectives were able to address the aim of this study. Chapter 5 was instrumental in providing the contextual analysis of each research objective and located each within the study's aim. It is conversely intrinsic to indicate that the objectives were fully dealt with individually and collectively, so as to assess their implications to this study.

Chapter 6: Research findings and interpretation: Chapter 6 provided the detailed findings emanating from the fieldwork as articulated in Chapter 4. The detailed findings account to data collection on the local structures whilst the consistence for the qualitative methodology for social science remained the key. The detailed findings focus on data analysis and interpretation. The emergency on new thematic areas finds expression in Chapter 6. The analysis of data was based on the responses emanating from the participants (respondents). Chapter 6 was positioned to respond to the research questions so as to address the research problem with the purpose to achieve the research aim and objectives. The detailed findings in Chapter 6 were indispensable and precondition to descriptively expression of the views of the respondents (local structures). Graphs, charts, figures and tables were crucial in expressing their views in Chapter 6 to illustrate and support findings informed by data analysis.

Chapter 7: Recommendations: Chapter 7 based on the recommendations informed by: recommendations for policy formulation, recommendations for improvement of the practice as well as recommendations for future and further research. The mega-insights approaches were considered to address the gaps but also to strengthen the narrative and expression of these recommendations. The thematic areas that emerged involving the land claims and merger/disestablishment of municipalities in the Sekhukhune District Municipality and their implications to development and service delivery. The recommendations for policy formulation indicate the legislative reviews and policy reform in local government in terms of the laws governing the sphere. These recommendations articulate what should happen if municipalities were to better respond to development and service delivery challenges in the Sekhukhune District Municipality.

Chapter 8: Conclusions: Chapter 8 concluded by providing the contextual conclusion of this study based on the objectives and recommendations. This study aimed at assessing the role of the local structures in development in the Sekhukhune District Municipality. In Chapter 8 the objectives of this study were addressed. The conclusion focused on how each research objective was articulated, expressed and contributed towards the achievement of the aim of this study. It is in light of Chapter 8 that this study was able to reveal the findings in terms of resources, skills, and institutional challenges that constraint the local structures to undertake an assessment. Inability of the local structures to conduct an assessment undermined the advancement of infrastructure development and service delivery in the Sekhukhune District Municipality.

This study revealed the gaps in terms of policy, legislative, service delivery, and development shortfalls that necessitated the backlogs in the Sekhukhune District Municipality. In addition, this study concludes by highlighting the ongoing land claims in the rural areas of the Sekhukhune District Municipality as an obstacle towards the realisation of better life for the people. Inadequate policy position in terms of defining the role each local structure has to play frustrate the achievement of socio-economic and material conditions in the Sekhukhune District Municipality.

1.17 Conclusion

This study concluded by reflecting the rural nature of the Sekhukhune District Municipality where development and service delivery pose a challenge. It is against this backdrop that an immediate attention has to be given to development that seeks to change the scenario and the outlook of the Sekhukhune District Municipality. The participation and involvement of the local structures remain crucial so as to enhance governance and accountability. In ensuring that participatory democracy takes the rightful place, this study held conviction that more resources need to be mobilised in order to advance local development that relates to the participation of the local structures in assessing development.

The conclusion highlighted important implications of this study in terms of policy reform and policy shift to guide decision-making at local level. The notions of

developmental state and developmental local government are grounded on the philosophical assumptions that an assessment, contribution and the role of the local structures in totality need collective responsibility. In the quest to address the challenges facing the rural municipalities in the Sekhukhune District Municipality, this study highlighted spatial development and planning strategy as crucial.

CHAPTER 2: HISTORICAL BACKGROUND OF THE SEKHUKHUNE DISTRICT MUNICIPALITY

2.1 Introduction

Chapter 2 focuses on the history behind the naming of municipalities in the Sekhukhune District Municipality. The Sekhukhune District Municipality was constituted by five local municipalities and was established in terms of the Municipal Systems Act, (2000). The Sekhukhune District Municipality was established as Category C Municipality in terms of Section 155 (1) (c) of the South African Constitution, (1996). Category C refers to a municipality that has municipal executive and legislative authority in an area that includes more than one municipality. The establishment of local municipalities was in line with the statutory requirement as envisaged in the Municipal Structures Act, (1998) and the South African Constitution, (1996).

In the 2016 local government elections, two local municipalities were disestablished which culminated with merger, namely: the Greater Tubatse Municipality and Fetakgomo Local Municipality. It is important to note that at time of data collection, the process of merging these two local municipalities was not yet finalised. The merger of the two institutions might impact negatively on service delivery as the process of putting systems in place could affect resources. This means that disestablishment might have socio-economic and political implications for development in the Sekhukhune District Municipality. In terms of the naming, the Sekhukhune District Municipality was named after King Sekhukhune I of the Bapedi Nation.

The South African platinum mines in the Eastern Limb of the Bushveld Complex have unique features that distinguish them from the gold mines (Oniyide and Yilmaz 2016: 251). The Sekhukhune District Municipality is the home of mineral resources concentrated in the Eastern Limb of the Bushveld Complex in the Greater Tubatse Municipality and part of the Fetakgomo Local Municipality. Despite its abundance in mineral resources, the Sekhukhune District Municipality is one of the poorest district

municipalities whereby poverty, unemployment, and inequality are rife. The focus of Chapter 2 is to provide the historical background, renaming, merger, and disestablishment of the local municipalities. Therefore, attention in Chapter 2 was given to constitutional, legislative, demographic, typological, socio-economic, and political implications to development and service delivery in the Sekhukhune District Municipality.

2.2 History behind the naming of the Sekhukhune local municipalities

The most important defining moment in the run-up to the local government elections, a need for a piece of legislation was inevitable which culminated in enactment of the Local Government Transition Act, (1993). Transitional local government clearly defines the transitional process, procedures, guidelines, and guidelines (Nyalunga, 2006). According to Pieterse (2002: 44), cited in Nyalunga (2006) the crisis in local government was a major force leading to the national reform process (cf. 1.17) that began in 1990. The transitional and interim local government of 1995/6 ushered in a new dispensation in the South African local government history. The era culminated with the consolidation of local government as a sphere of government in its own right (South African Constitution, 1996). It is in this context that local government in South Africa was recognised in terms of Chapter 7 of the South African Constitution, (1996).

The Sekhukhune District Municipality is the product of the first democratic local government elections held in 2000. The Municipal Systems Act, (2000) as a piece of legislation was instrumental in the consolidation and democratisation of local authorities in the post-apartheid South Africa. The process of renaming the institutions in South Africa also started. The history behind the renaming of small towns in the Sekhukhune District Municipality was in accordance with the national transformation agenda. The renaming of local municipalities in the Limpopo Province followed the historical trails of the province and later, that of the Sekhukhune District Municipality. The Sekhukhune District Municipality was established with the following five local municipalities in 2000:

2.2.1 Fetakgomo Local Municipality (Apel)

The Sebatakgomo organisation was first founded by migrant workers in the 1950s. It later resurfaced as Fetakgomo, a Bapedi idiom which appeals for unity. Phala, (2012: 12) stated that “the roots of the Sebatakgomo movement can be traced to the migrant labour system, non-political associations amongst migrant workers, and most importantly, to the rural resistance of earlier periods led by warrior-kings of that times”. According to Delius, (1990: 2); and Phala (2012: 12) in the 1950s, the ANC linked organisation of migrant workers the Sebatakgomo movement which played a crucial role.

It rallied support both on the Rand and in Bapedi in defence of a residual but cherished economic and political autonomy grounded in chiefly power and communal tenure. In the mid-1980s, in the context of a transformed regional political economy and youth culture, very widespread mobilisation was once again achieved in Sekhukhuneland (Delius, 1990: 25). They failed however, to weld together the broadly-based alliance on which Sebatakgomo had been based on in the 1950s (Delius, 1990: 25). Therefore, Fetakgomo Local Municipality was named after the Sebatakgomo movement so as to build resilience and unity among the Bapedi Nation (cf. 2.2.1 above).

2.2.2 Elias Motsoaledi Local Municipality (Groblersdal):

Elias Motsoaledi Local Municipality was named after a legendary hero who was born in Nebo in the Sekhukhuneland in the Limpopo Province and was later sentenced to life imprisonment as part of the Rivonia treason trial (Sekhukhune District Municipality IDP, 2013/14). He spent 26 years in Robben Island until his release in 1989 (Sekhukhune District Municipality IDP, 2014/15). According to the Sekhukhune District Municipality’ IDP 2014/15 the local municipality was later named after him.

2.2.3 Ephraim Mogale Local Municipality (Marble Hall):

Ephraim Mogale was a cadre and struggle hero who was born in Bingley, near Settlers on the 6th of February 1955 in what is today known as the Waterberg

District Municipality of the Limpopo Province. He was later sentenced to eight (8) years in Robben Island, of which he served five (5). He was released in 1985. The local municipality was later named after him (Sekhukhune District Municipality: Final Draft IDP, 2010).

2.2.4 The Greater Tubatse Municipality (Burgersfort):

Tubatse is named after the Tubatse (Steelpoort) River that crosses the municipality northwards of its capital city, Burgersfort. The capital of the early Bapedi Empire/Kingdom: Manganeng was found on the banks of this river in the early 1800s. The name 'Tubatse' further explains and relates to the totem 'noko ya mohlake – porcupine, as Bapedi Totem' that forms an integral part of the Royal Bapedi praise and generation of the Thobejane, Thulare, Sekwati and Sekhukhune (Matsebe) clans. Tubatse is one of the most respected names as it is attached to the royal dynasty of the Bapedi Kingdom (Sekhukhune District Municipality, 2012/13).

2.2.5 Makhuduthamaga Local Municipality (Jane Furse):

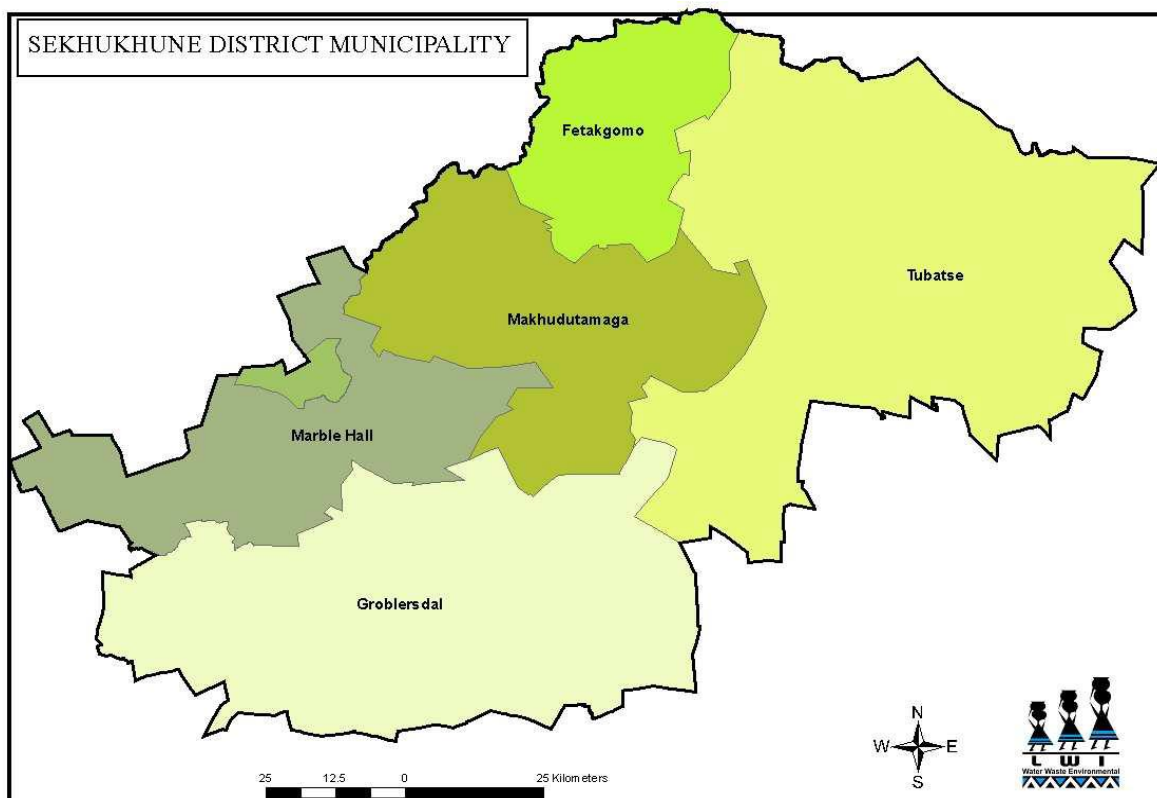
Literally meaning, "The Executive Council", this was a term used to denote members of the Fetakgomo movement in the 1950s. The Makhuduthamaga were responsible for advising King Sekhukhune II on matters of governance and administration in totality (Sekhukhune District Municipality, IDP 2014/15: 70).

It is in light of the above countenance, that the naming and renaming of these local municipalities was done with the objective to redress the injustices of the past and also to recognise the role the Bapedi Nation played in the liberation struggles for South Africa. King Sekhukhune I was instrumental in resistance against colonialism and imperialism. It was the strategy of the colonial regime to break, scatter, subjugate as well as to destroy the Kingdom of Sekhukhune and Bapedi polity in order to undermine the authority, legitimacy, power, and prowess of Maroteng and the King (Phala, 2012: 12).

In addition, the naming of local municipalities was in line with the national transformation agenda post-apartheid-South Africa. It is understood that only two of

the five local municipalities in the Sekhukhune District Municipality were named after the ANC freedom fighters and the other three were named in honour of the Bapedi Nation and the King (ANC, 2012). The map of the Sekhukhune District Municipality is depicted below which positions the local municipalities in the Sekhukhune District Municipality. The map does not state all the names of the local municipalities because in some instance it shows only the towns or their seats. For example, Elias Motswaledi Local Municipality's name does not appear on the map, but Groblersdal which is the seat appears, and the same applies to Ephraim Mogale Local Municipality. Marble Hall is Ephraim Mogale Local Municipality's seat.

In as far as the Greater Tubatse Municipality, Fetakgomo Local Municipality, and Makhuduthamaga Local Municipality, the following were used: The Greater Tubatse Municipality – it is only Tubatse where the following words were omitted “Greater and Municipality”, in the case of Fetakgomo, “Local Municipality” was omitted and in the case of Makhuduthamaga “Local Municipality” was omitted too. In addition, in the case of Makhuduthamaga Local Municipality – even the name was misspelt to read: Makhudutamaga instead of Makhuduthamaga. The rest in terms of boundaries are correct regarding the map as it stands. The map for the Sekhukhune District Municipality with its local municipalities is depicted below for reference.



Map 1: Map of the Sekhukhune District Municipality and its local municipalities (Sekhukhune District Municipality's Draft IDP 2010/11)

As the study makes reference to the Limpopo Province, it was in the interest of the researcher to include the map of the province as well (cf. 1.2). Furthermore, in order to understand where the Sekhukhune District Municipality is located within the Limpopo Province, the map below with five district municipalities is attached. This map points exactly where the Sekhukhune District Municipality is situated in the Limpopo Province and how it is bordered by the other district municipalities in the province. In addition, the map further depicts each district municipality's seat (head office).

Finally, it shows the three provinces bordering the Limpopo Province as well as the three Southern African Development Community (SADC) countries that share the borders with South Africa through the Limpopo Province. Vhembe District Municipality is the only region which does not share the boundary with the Sekhukhune District Municipality and the other three which are: Mopani District Municipality, Capricorn District Municipality, and Waterberg District Municipality do share. The three provinces sharing the boundaries with the Limpopo Province are: Gauteng, North West and Mpumalanga on one hand and on the other hand the map

illustrated the three SADC that share the borders with South Africa through Limpopo Province which are Botswana, Zimbabwe, and Mozambique respectively.



Map 2: Map of the Limpopo Province and its five district municipalities and their seats (Limpopo Provincial Government: Provincial Growth and Development Strategy 2004-14)

2.3 Post local government elections (2016) and historical theory of merger

The Tubatse/Fetakgomo Local Municipality currently is the product of merger in the Sekhukhune District Municipality. During the process, Section 31 of the Municipal Demarcation Act 1998, (Act No. 27 of 1998) takes the precedence and advises on the redetermination and demarcation affecting the existing municipalities either wholly or partially. In the process of incorporation or combination of local municipalities, the Municipal Structures Act, (1998) prevails too. The disestablishment or merger of municipalities as the public entities has political, economic, social, and legal implications.

For that matter, the Municipal Structures Act, (1998) provides the guidelines, processes, and procedures leading to the interpretation of statute. Section 26 of the Municipal Demarcation Act, (1998) requires that “before the Board considers any determination of a municipal boundary in terms of Section 21, it must publish a notice in a newspaper circulating in the area concerned”. It is in this context that Section 28 of the Municipal Demarcation Act, (1998) stresses that public meetings be held as per the notice which should state the venue, time, and date of the meetings among others. The disestablishment of local municipalities in South Africa has serious socio-economic and political implications.

When local government was conceptualised during the transitional period in South Africa (cf. 2.2), the number of local municipalities were established which were totalling to 843 (White Paper on Local Government, 1998: 19). As the systems and structures of local government evolve, South Africa ended up having a solid 283 municipalities of all categories (DCOGTA, 2009: 7). Numbers of municipalities are dwindling as some local municipalities are disestablished and some merge with bigger local and metropolitan municipalities (DCOGTA, 2011: 1). This phenomenon of merging and disestablishing of institutions is a common practice that has both political and administrative stand points (Municipal Property Rates Act, 2004 Act No. of 2004). The political decision could be informed by the current state of development at grass root level whilst socially it is more of the state of the wellbeing of the people who are direct beneficiaries of services and development. It is against this background that there are some economic factors that could contribute or attribute to the disestablishment that seek to redress the state of inequality and poverty that result in the quagmire and the complex nature of the local government sector (DCOGTA, 2011: 1).

At the proposal stage of this study, part of the motivation for the proposal was the disestablishment and merger of the Fetakgomo Local Municipality as part of the consolidation and democratisation of the local sphere of government. The disestablishment or merger was done opposite as it was politically influenced and socially deception (deceit) having both development and service delivery implications (DCOGTA, 2011: 1). Four years down the line after the proposal had been approved the disestablishment and merger came into the picture attesting to reconsider the

incorporation of Fetakgomo Local Municipality into the Greater Tubatse Municipality during the 2016 local government elections. This historical merger in the Sekhukhune District Municipality was construed with mixed reactions by the local structures. The merger of institutions particularly public entities always has social, economic, and political implications thus political decisions always take the precedence which is unprecedented.

The merger of Fetakgomo Local Municipality and the Greater Tubatse Municipality in the eve of the 2016 local government was due to socio-political reasons. Socio-political differences among and within provinces made it difficult to consider a rural local government model across the country (Galvin, 1999: 92). Social reason refers to the decision taken to consolidate the capacity of both local municipalities to discharge their constitutional obligations and ensure stability in terms of the provision of services. Political reason may mean that politically, the decision was driven by the protests that destabilise the rich mineral-based municipalities which ultimately affect service delivery and development.

Prudently, the state and standard of the much needed infrastructure development to address the business sector's needs is too far to be reached given the legacy of the Bantustans created by apartheid regime. Neither social nor political reason can deter the thinking around the current state of the ruling party to take decision as long as it was in its best interest. In the interest of development and service delivery, the progressive decision should be embraced as it involves the local structures. The disestablishment of institution is common practice globally as guided by efficiency and effectiveness. In South Africa, the disestablishment has political agenda as poor consultation was the evidence.

2.3.1 Disestablishment and merger: socio-economic and political implications

The disestablishment of Fetakgomo Local Municipality and incorporation in the Greater Tubatse Municipality has had socio-political implications in destabilising provision of services. The implications revolve around public consultation and involvement of the local structures. Lack of consultation by the Municipal

Demarcation Board had effect and contrary to the objective of Section 195 (1) (e) of the South African Constitution, (1996). Section 195 (1) (e) of the South African Constitution (1996) states that the “people’s needs must be responded to, and the public must be encouraged to participate in policy-making”. The fact that the affected structures were not consulted implies that the process subverted the democratic values that empower the local structures’ participation and involvement in the public affairs that affect them. This process in implication undermines the supremacy of the South African Constitution, (1996). Section 152 (1) (e) of the South African Constitution, (1996) enjoins that communities and community organisations are encouraged to participate in the affairs of their own municipalities.

This further indicates legislative and policy gap as the process was rushed and primarily undermined the principles of good governance and participatory democracy informed by the will of the people. The disestablishment and merger had far reaching political implications as the process was politically motivated without taking into consideration the socio-economic ramifications. Not all political decisions are always correct as they may focus on political scoring without exploring political suicide. The process has had serious resource implications that also affected service delivery and local development in the sub-regions of the Sekhukhune District Municipality. The disestablishment and or merger might destabilise the relationship between the local structures and the institutions as these co-exist in a cosmopolitan environment. In the quest to ensuring that democratic processes are not compromised, the consultation was necessary.

2.3.2 Disestablishment: development and service delivery implications

From a development perspective, the disestablishment was a strategic move to enhance infrastructure development that is much needed by the mines between Fetakgomo Local Municipality and the Greater Tubatse Municipality. Smith *et al.*, (2008: 368) stated that “the Eastern Limb of the Bushveld Complex, centred on the town of Steelpoort, and extending in an arc to Fetakgomo in the northwest and Groblersdal in the southwest, an area that has suffered from a legacy of limited infrastructural development”. The decision has, on the other hand, had serious implications in terms of overloading the infrastructure, service delivery, and

development in the Greater Tubatse Municipality as the masses flock to Burgersfort area in search of employment on the rich platinum area. In addressing these challenges the provincial government has identified and implemented a number of development clusters, one of which is the Platinum Mining cluster on the Sekhukhune Dilokong Platinum Corridor between the City of Polokwane and the town of Burgersfort in the Greater Tubatse Municipality (Smith *et al.*, 2008: 368).

In the context of service delivery, Fetakgomo Local Municipality is the smallest municipality in the Sekhukhune District Municipality. According to Stats SA (2011), the population of Fetakgomo Local Municipality was estimated at 94 000 during census in 2011. Given the small size of the municipality in terms of the geographic and population wise, it was the only municipality in the Sekhukhune District Municipality which had obtained clean audit opinions from the Auditor-General consecutively. However, the issues of development and service delivery were affected on the basis of its miniature budget.

The disestablishment and merger of local municipalities might have either the prospects or problems in terms of service delivery and development. The previous experiences in South Africa illustrated serious implications which have service delivery protests. For example, the disestablishment of the Motsweding District Municipality and incorporation into the City of Tshwane Metropolitan Municipality was characterised by service delivery disruptions. In some instances, it was not the issue of consultation but has political, social, and economic reasons driven by consolidation and mobilisation of resources. If disestablishment is done to coordinate and consolidate resources, then this would be in the best interest of development.

2.4 The demographic overview of the Sekhukhune District Municipality

An important consideration that increasingly contributes to the stresses on municipalities is the dynamic nature of population movement across the country (Department of Planning, Monitoring, and Evaluation, 1994 -2014: 14). Historically, municipal boundaries in South Africa were structured in accordance with the racial demographics of the population of a particular jurisdiction (Madumo, 2015: 155). The Sekhukhune District Municipality has a population of approximately one million

people in which 97% resides in rural areas (Stats SA Census, 2011). The total population of the Sekhukhune District Municipality was at 1 024 748 (Sebastian and Byenkya, 2008: 9). It was stated that unemployment has dropped by 10.7% from 61.6% in 1996 to 50.9% in 2011 which is something positive about the Sekhukhune District Municipality (Stats SA Census, 2011).

The Sekhukhune District Municipality comprises of an area of approximately 13 264 square kilometres in which the majority of its population is found in the rural areas (Drimie, Germishuise, Rademeyer and Schwabe, 2009: 245). Smith *et al.*, (2008: 368) stated that “the demographics of the Sekhukhune District Municipality can be broadly characterised by youth dominated population, high percentage of women, largely unskilled/semi-skilled component of the economically active sector, high unemployment rate, despite economic growth since 1994 and a high dependency ratio (19 unemployed is to one)”. As a poverty stricken (nodal point), the Sekhukhune District Municipality was declared by local forums (Lebalelo Water Users Association and Steelpoort Valley Producers Forum) as the nodal point that should be given attention by collaborating with other structures such as provincial government structures (Smith and Da Lomba, 2008: 7).

Before 2006, the Limpopo Province was divided into six district municipalities, namely Bohlabela, Capricorn, Mopani, Sekhukhune, Vhembe, and Waterberg (Pauw, 2005: 2). Bohlabela District was later given to Mpumalanga Province during the redetermination of municipal boundaries in exchange of Sekhukhune District Municipality which the Limpopo Province was under threat to lose it together with its mineral resources (Pauw, 2005: 2). The migration of the Bohlabela District Municipality to Mpumalanga Province also happened in the eve of the local government elections of 2006. Bohlabela and Sekhukhune Districts Municipality were called ‘trans-frontier’ district municipalities as they stretched across the provincial borders of the Limpopo and Mpumalanga before the 2006 local government elections (Pauw, 2005: 2). Koma (2010: 111) further argues that both the 2000 and 2006 local government democratic elections heralded a new epoch for the local sphere of government informed by the imperatives of fast-tracking service delivery to local communities, enhancement of financial performance of

municipalities, the strengthening of human resource capacity and broad consolidation of institutional capacity for municipalities.

After the local government elections of 2006, Sekhukhune District Municipality acceded to and remained an integral part of the Limpopo Province. The Sekhukhune District Municipality is situated in Limpopo Province, whereby 5% of the population resides in the urban area (Sekhukhune District Municipality IDP Review, 2013/14: 68). According to Stats SA (2011: 13), “Greater Groblersdal (now Elias Motswaledi), Greater Marble Hall (now Ephraim Mogale), and Greater Tubatse were cross boundary municipalities between Mpumalanga and Limpopo”. Furthermore, “Bushbuckridge Local Municipality was a cross boundary municipality too between Limpopo and Mpumalanga and also located to the Mpumalanga Province” (Stats SA, 2011: 13). The decision to locate Elias Motswaledi, Ephraim Mogale, and Greater Tubatse into Mpumalanga Province was reversed prior 2006 local government elections.

The Sekhukhune District Municipality is a typical rural municipality with multiple pockets of peri-urban to urban areas (Sekhukhune District Municipality IDP Review, 2013/14: 4). The Sekhukhune District Municipality lies in the south part of the province with almost 740 villages which are sparsely populated and dispersed throughout the Sekhukhune District Municipality (Sekhukhune District Municipality IDP Review, 2013/14: 68). The rural nature of Sekhukhune District Municipality justifies the typological profile and the pervasive under-development of the Sekhukhune District Municipality.

2.5 State of development in the Sekhukhune District Municipality

The Sekhukhune District Municipality should comply with the requirements of the Development Facilitation Act (1995) which aimed at assisting municipalities to deal with skew development challenges created by the apartheid regime. The aim and objectives of the DFA, (1995) is to facilitate the formulation and implementation of the imperatives of the land development objectives (LDOs) in which the local government (municipalities) has the responsibility to achieve these objectives of the DFA, (1995). The Sekhukhune District Municipality faces development challenges in

terms of the provision of infrastructure such as sewerage water, road, electricity, and storm water.

These challenges compromise the citizen's ability to benefit from the fruits of their hard-earned democracy. The developmental challenges facing the Sekhukhune District Municipality do not only undermine the ideal notion of a better life for all but also compromise the objectives of the Reconstruction and Development Programme (RDP) (1994) and DFA, (1995) respectively. In achieving the objectives of these policies, the Sekhukhune District Municipality should develop district-wide planning as an approach to guide and support the broader spatial planning in its local municipalities so as to better respond to development challenges. For the local structures to better participate in their development assessment, and contribute to service delivery, it was crucial to better understand how municipality functions.

The short-term impact of development programmes is, in most cases, positive (Rodríguez-Pose, 2001: 16). The provision of sustainable infrastructure is critical to the success of development in the local government sector. The municipality's provision of infrastructure and basic services is the cornerstone in achieving the objectives of the RDP (White Paper on Local Government, 1998). In order to enable municipalities to extend access to affordable basic services to all South Africans, the White Paper on Local Government (1998) provides a policy framework which supports municipalities to improve the performance of their service delivery mechanisms. It is against this background that municipalities are required to facilitate and coordinate sectoral delivery programmes as their legislative obligation (White Paper on Local Government, 1998). According to McCarney (1996), cited in Koma (2012a: 106), government should ensure that the structure of their societies place a strong emphasis on the development of a viable and effective system of local government.

The long term creation of the district councils was to enable better regional planning and bulk water infrastructure for the benefit of the local municipalities (Nyalunga, 2006). The Municipal Structures Act, (1998) is the architect and pioneer for the establishment of municipalities in terms of categories in South Africa whose responsibility is to achieve an integrated service delivery, and the socio-economic

development of their areas as a whole (Nyalunga, 2006). Schedule 4 of the South Africa Constitution, (1996) requires the district councils or district municipalities to retain the service delivery that includes bulk water supply, road maintenance, electricity, fire-fighting, municipal airports and health services. These services should include the broader district planning and development. It is important to note that infrastructure development is critical for the attraction of business sector investment in a municipality. According to Koma (2012b: 108), with the demise of the apartheid system and its concomitant replacement by a democratic form of local government, the challenge for the newly established structures and elected councillors was to transform deep-rooted socio-political dilemma.

The Municipal Infrastructure Grant was introduced in the 2004 financial year by various sectors to transfer funds to municipalities in a simple, systematic, and integrated approach (South Africa Yearbook, 2009/10: 270). These funds were meant to support development and capacitate the institutions to better respond to development. The rationale behind the Municipal Infrastructure Grant was to address infrastructure backlogs in the rural municipalities where the local structures would play their meaningful role prior 1994 democratic elections. The grant was earmarked for infrastructure development. It was the responsibility of the Sekhukhune District Municipality including the local municipalities to provide the new infrastructure and rehabilitate the old one if such infrastructure reached the end of the designed life span (DPLG, 2007a: 3).

National Treasury (2015: 12) enjoins that before a district municipality rolls-out capital projects (infrastructure), an agreement in writing should be entered into in the form of a service level agreement with its local municipalities. The RDP empowers the institutions of civil society to champion or canvass the guidelines to government's developmental approach (Cranko and Khan, 1999: 23). One of the critical factors that led to the establishment of the developmental state in South Africa is grounded on the vision of the state and society working together at all local levels to advance socio-economic development, social justice, service delivery, and development Department of Cooperative Governance and Traditional Affairs (DCOGTA) (DCOGTA, 2009-2014: 2). It is in this context that local development and service delivery at local government are inseparable.

2.5.1 Development challenges in the Sekhukhune District Municipality

The challenge of achieving integration in planning and service delivery across the three spheres of government is most pronounced and mooted at the local level. It is against this backdrop that more complexities by the diversity of structures coupled with resource endowments and capacity across South Africa's total number of all municipalities remain an unanswered question (Nyalunga, 2006). Local development is closely related to the infrastructure provision within the context of local government. It is important to locate municipal infrastructure within the context of development as they are two sides of the same coin (DPLG, 2007a: 3). The radical transformation of local government in the South African legislative landscape is spelled-out and reiterated the development and transformation agenda of the local sphere of government. The radical development and transformation agenda for local government is premised on the RDP, (1994) as the basis to change the face of local authority and government in South Africa (DPLG, 2007b: 1). The most critical challenge facing local government today is resource, skills, and institutional capacity constraints.

Municipalities are entrusted with the democratisation of the local sphere of government. This process of democratisation of local government has the element of resource mobilisation, accountability, and good governance. Development Bank of Southern Africa (DBSA)'s Development Report, (2003: 3) cited in Koma (2012b: 109), pointed out that a system of democratic local government should address the needs of all, especially the poor and vulnerable communities. Currently these ingredients were lacking whilst development was suffering. Development path can only be realised through an integrated process of transformation that ensures the country becomes a prosperous society, having embarked upon a sustainable and environmentally friendly growth (White Paper on RDP, 1994). The concept of developmental local government that seeks to achieve developmental state is grounded on efficient, effective and sustainable local government that is supported by institutional capacity and resource stability. The aim of integration is to create more efficient and equitable cities, towns, and rural areas where the poor are not disadvantaged or socially excluded (White Paper on Local Government, 1998).

2.6 State of service delivery in the Sekhukhune District Municipality

One of the crucial mandates of local government is to rebuild local communities and their environment so as to achieve a democratic, integrated, prosperous, and truly non-racial society (White Paper on Local Government, 1998). For that to happen, municipalities were given constitutional obligations to provide basic services to their communities. Section 152 (1) (b) of the South African Constitution, (1996) enjoins that the provision of services by municipalities to their communities in an effective, equitable, and sustainable manner should remain a priority. Basic services as key essential development priorities referred to include *inter alia* water, electricity, sanitation, roads, and storm water (South African Local Government Association) (SALGA) (2001: 15). The performance of any government institution in relation to good governance is measured in terms of the extent to which it responds to the audit outcomes and management of resources from the Auditor-General. Such audit opinion outcome provides direction in terms of accountability, compliance, and good corporate governance. It is also important that the audit outcomes translate to the enhancement of services provided.

Good governance in terms of municipality embraces the participation and involvement of the local structures in order to strengthen participatory democracy and to ensure that decisions taken are well-informed. As part of decision-making processes and collective wisdom, both accountability and good governance should be enhanced. According to the DPLG (2007: 3a), a municipal service refers to the services provided by a municipality as it is experienced by the consumers. As a result of the level of illiteracy in the Sekhukhune District Municipality, the rights of the citizens to participate in decision-making are always compromised due to the lack of knowledge. The level of illiteracy as articulated, denies the local structures' rights to participate in the affairs of their municipalities. The failure of the Sekhukhune District Municipality's local municipalities to discharge their constitutional mandate is inconsistent with the constitutional and legislative obligations given to municipalities in the advent of democracy in South Africa.

The Waterberg and Capricorn districts in Limpopo Province are good examples of municipalities that promote good governance, accountability, and the provision of

services in an unabated manner. Rural/urban perceptions in the provision of services and performance in Limpopo Province seem to differ, as rural communities in the Sekhukhune District Municipality appeared to be more satisfied with local government than urbanites living in urban centres, where citizens felt that ward councillors are ineffective (Reitzes, 2009: 27). Essential municipal services such as water, sanitation, electricity, roads, storm water drainage, and street lighting are needed to sustain a healthy and safe standard of living (White Paper on Local Government, 1998).

Section 229 (2) of the South African Constitution, (1996) directs that a municipality has the power to impose rates on property, surcharges on fees for services provided by or on behalf of the municipality or other taxes, levies, or duties. The levies collected by the municipalities across the country are in accordance with Section 229 (1) (a) and (b) of the South African Constitution, (1996). Section 229 (1) (a) and (b) of the South African Constitution (1996) recommends that a municipality is authorised by national legislation to raise its revenue other than taxes, levies, and duties appropriate to local government or to the category of local government into which that municipality falls as long as they are directed to service delivery.

Local authorities are key institutions entrusted by the South African Constitution, (1996) to deliver basic services, extend local control, manage LED and redistribute public resources (White Paper on RDP, 1994: 18). The DCOGTA (2009-2014: 8) states that “the Millennium Development Goals (MDGs) proffer that government of South Africa planned to eradicate sanitation backlog by 2014 by ensuring that all households have access to the minimum standards of municipal basic service that are affordable to all”. In this regard, the standard means that the basic services such as water should be accessible at a reasonable distance if not in every yard. The MDGs were not realised due to resources and institutional capacity constraints.

A number of indicators have been identified to profile municipalities in respect of rationalisation of their existence. Among other indicators include ability to discharge the constitutional obligations. It has been over emphasised that it is the responsibility of local authorities to deliver the essential services to the communities in an equitable manner (DCOGTA, 2009-2014: 8). Approaches to service delivery in

municipalities need an appropriate mix of service delivery options and have to be guided by clear criteria such as coverage, cost, quality, and socio-economic objectives of the institution (municipality) (White Paper on Local Government, 1998).

Service delivery has a potential to improve the quality of life of local people, in particular the poor and disadvantaged section of society (women, youth and people with disabilities). Service delivery and development targets should be accelerated to address backlogs and increase accessibility to services and basic infrastructure which remain a key priority legislative requirement (DPLG, 2007-2012: 13). In achieving this priority, a need has emerged which capacitates the municipalities to build a coherent governance framework that supports, enables, and empowers the local sphere of government to carry its obligations. Policy principles underpinning service delivery in local government should reflect infrastructure development and municipal service provision that should be integrated through all associated activities, projects, and programmes of (DPLG, 2007-2012: 8).

In achieving municipal development and services, the Sekhukhune District Municipality should ensure that the local structures' participation becomes people-centred and people-driven. Service delivery informs proper resource planning and management in local government. The local government sector's master plans should provide a national/regional/local overview of the state of service delivery and priority to assist municipalities with decision-making that should inform planning and attract investors. As the RDP depends mainly on democracy and social stability in local communities, the management of institutional change and the delivery of municipal services should occur simultaneously (White Paper on RDP, 1994). This study seeks to explore and justify possible mechanisms that enhance service delivery that are essential components of the wellbeing of the people of the Sekhukhune District Municipality. In this regard, the role of the local structures to assess the level of services provision is a catalyst to achieve the study's objectives albeit their role depends on the skills and capacity.

Restoring and upgrading services where they have collapsed and extending to new areas is vital precondition and should be construed as essential as well as tantamount to the opposite sides of one coin. This assertion legitimises and justifies

the existence of local authorities. Services should be delivered in a manner that enhances appropriate institutional change within local authorities (White Paper on RDP, 1994: 18). These priorities include meeting the basic needs of the millions of South Africans living in poverty as well as the advancement of the MDGs (DCOGTA, 2009: 6). According to the study conducted by the Human Science Research Council (HSRC, 2005: 44), some of the district municipalities have consolidated the service backlogs into a well thought through idea by extending multi-year plan of action that responds to the bottlenecks. Some municipalities have aligned service delivery plans, strategies, and actions to the priorities and spending in other spheres so as to ensure integrated provision of services to support development.

2.6.1 Service delivery challenges and audit outcomes in Sekhukhune District

Nyalunga, (2006) argues that the devolution of several new powers and functions to local government, without an accompanying increase in its fiscal base, pose challenges to municipalities. More financial powers given to municipalities without accountability, financial prudent as well as good governance as required by Municipal Finance Management Act, (2003) this could result in maladministration and nepotism. In contrary to more financial could be the act of baptising communities with fire of corruption. In the main, service delivery and development are driving forces behind the voters' turnout during local government elections. The municipal officials are required in terms of the law, in particular the Municipal Structures Act, (1998); Municipal Systems Act, (2000); Municipal Finance Management Act, (2003); and the South African Constitution, (1996), to fulfil the role expected of them as agents of creative, innovative, and collaborative institutions.

Working in partnership with local structures such as the community, other government departments and organs of state, the business sector, and civil society organisations if possible with international partners to accelerate service delivery would be in response to statutory obligation to advance socio-economic and material conditions across diversified section of the population (Senior Management Service, 2003). It is the responsibility of the local authorities to deal with these challenges that emerge as obstacles to service delivery by institutionalising service delivery

programmes (Senior Management Service, 2003). Smith *et al.*, (2008: 368) could not hesitate to state that this situation concealed many capacity constraints paving the way for corruption and inefficient service delivery.

The Department of Co-operative Governance introduced the Local Government Turnaround Strategy in response to service delivery challenges that municipalities are contending with (DCOGTA, 2009-2014: 2). In a community survey conducted in 2007, it was found that the provinces that struggle with reaching service delivery targets are the Eastern Cape, KwaZulu-Natal, and Limpopo, with Mpumalanga not far behind (DCOGTA, 2009-2014: 2). These are the most rural provinces and the product of the Bantustan administration. Lack of institutional commitment by the three spheres of government is compromising the integrity of the municipalities and for that matter it is posing a challenge (Van Donk, Swilling, Pieterse and Parnell, 2008: 234).

The institutional manifestation facing local government (municipalities) is a deep-rooted crisis due to the shortage of appropriate capacity, managerial and technical positions and for that matter weakens service delivery and development in the local sphere (van Donk *et al.*, 2008: 53). In dealing with this challenge, the DPLG (2004) initiated flagship projects such as a large-scale capacity building intervention called Project Consolidate across the country that was implemented in 134 municipalities (almost 50% of the total number of municipalities in the country) in which the majority of them are in the rural areas (van Donk *et al.*, 2008: 53).

The Ephraim Mogale Local Municipality in the Sekhukhune District Municipality for example, regressed from a qualified audit opinion to disclaimer because the municipality had been without a municipal manager for three years (Sowetan, 2014: 6). Ephraim Mogale Local Municipality was without a municipal manager for three years leaving many questions unanswered while the credibility of the leadership of the institution heralded lack of commitment and political will (Sowetan, 2014: 6). This state of affairs was attributed to among others, cadre deployment at the expense of the poor and marginalised sections of the population. It is increasingly evidenced that little attention was given to service delivery in municipalities. It is in this context that municipalities continue to loosing public confidence and credibility.

Siddle and Koelble (2016: 33) denounce a phenomenon which has become perhaps one of the most divisive issues in local government called cadre deployment. Siddle and Koelble (2016: 33) state that such practice whereby individuals that are loyal to the governing elite are “deployed” to government positions, not necessarily by reason of their suitability for those positions, but because of their political allegiance and reliability tarnish the image of municipalities. Cadre deployment compromises the constitutional right of municipalities to govern their own affairs and deprive the citizens’ quality and sustainable services. The accountability becomes meaningless as the political structures become submissive to the party leadership (Siddle and Koelble, 2016: 34).

On the 6th of December 2014, the Executive Mayor of the Sekhukhune District Municipality stated that, “for the first time since the birth of democratic local government in 2000, the Sekhukhune District Municipality in Limpopo Province has achieved an unqualified audit report from the Auditor-General with matters of emphasis” (Sowetan, 2014: 6). Makhuduthamaga Local Municipality also obtained an unqualified audit opinion from the Auditor-General whilst Ephraim Mogale Local Municipality obtained disclaimer audit opinion on one hand and on the other hand the Greater Tubatse Municipality obtained adverse audit opinion. These audit opinions after 15 years of democratic local government compromise the image and integrity of local authority to discharge its legislative and constitutional mandate. In the quest to assist municipalities in its development and service delivery mandate, a new institution called Municipal Infrastructure Support Agency (MISA) was established to provide technical support to municipalities. MISA is unable to assist municipalities due to political and administrative upheavals engulfed municipalities.

Adverse refers to unexplainable audit status in the auditing fraternity by the Auditor-General. Auditor-General is a Chapter 9 institution established to strengthen democracy through accountability, checks, and balances. Obtaining adverse audit opinion shows that there is nothing to audit by the Auditor-General. The fact that there are no consequences in municipalities whose audit opinions are unexplainable such as adverse, regress, and disclaimer this indicates that there is lack of accountability to rate payers’ money. A worrying factor is that millions of rands are

spent annually but nothing tangible to report on, no explanation, no accountability, and thus no consequences followed.

The signing of the new of the South African Constitution, (1996) shaped resuscitated local government as the epicentre of the government delivery system and at the heart of poverty eradication initiatives (Mogale, 2003: 227). Primarily, service delivery suffers no accountability and no action but there is high accumulation of debts by municipalities. Lack of accountability by those in power reflects lack of leadership (Sowetan, 2014: 6). Siddle and Koelble, (2016: 34) stated that “one of government’s principal responses to the difficulties facing local government was the introduction of a number of capacity building projects aimed at improving the capacity of local government to deliver services without signs of success”.

2.7 Developmental tools in response to development and service delivery

In South Africa, rural development was a key priority programme for the past five years (between 2009 and 2014) (Olivier *et al.*, 2010: 101). Government started to give attention to development as an integrated approach to fight under-development with the purpose to resuscitate service delivery and development. If this state of affairs cannot be given immediate attention, municipalities would be the breeding ground for poverty due to lack of provision of essential services. The targeted programmes by national government to transform the village into an urban town with major infrastructure do not yield the desired results (Obadire, Mudau, Sarfo-Mesah, and Zuwarimwe, 2013: 273). The South African Constitution, (1996) provides a binding framework for the planning, coordination, and implementation of development as one of the key foundations of South Africa’s developmental approach (Olivier *et al.*, 2010: 101). Three distinct rural development policy frameworks emerged that are catalysts and geared toward addressing the rural development challenges.

The policies that are fundamental and impacting on rural development in support of municipalities are: RDP; Integrated Sustainable Rural Development Strategy (ISRDS); and Comprehensive Rural Development Programme (CRDP). These

policies are crucial in assessing the role of the local structures in development. It is important to understand that the study seeks to assess the role of the local structures within the development spectrum of the Sekhukhune District Municipality; to examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality; to explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement; and to establish whether there is any relationship between the local structures and local development in the Sekhukhune District Municipality.

The implementation of the first two South African rural development policy frameworks during assessment highlights that there is an urgent need and intervention for radical approaches to respond to development through coordination, planning, and implementation of rural development strategies (Olivier *et al.*, 2010: 101). Olivier *et al.*, (2010: 101) stated that "this need is currently being addressed by the post-April 2009 government elections however, significant challenges regard to the coordination and alignment of other existing development related programmes still have to be resolved, both at the levels of conceptual and execution". The Sekhukhune District Municipality is one of the rural municipalities where policy frameworks need to be explored and customised so as to maximise service delivery and development impacts.

The Sekhukhune District Municipality has to develop a model that fits its rural typology in order to attain socially cohesive and stable rural communities with viable institutions...and developmental needs (HSRC, 2000: iv). Approach to development is an essential intervention as it calls for the establishment of meaningful development capacity in rural areas of South Africa (South Africa Yearbook, 2011/12: 410). Yet urbanisation by itself is not a long term answer to the problems of rural development but instead at its best may serve as a temporary release valve (Steyn, 1992: 41). The rural nature of the Sekhukhune District Municipality impacts negatively in its local municipalities in terms of service provision and infrastructure development.

The guidelines, systems, processes, procedures, and planning mechanisms are important preconditions for rural municipalities to tackle multifaceted challenges facing rural local authorities. As the guidelines, systems, processes, procedures, and planning mechanisms are provided for in the Municipal Systems Act (2000) proved to be sufficient to sustain local government to be a viable agent for development and change. The implementation of rural development programmes in response to rural infrastructure catastrophic dilemma is expected to result in vibrant, equitable, and sustainable rural communities accompanied by food security (South Africa Yearbook, 2011/12). The unbalanced nature of rural/urban linkage is the major structural cause for the levels of rural poverty found in South Africa (Steyn, 1992: 41). The object of the Municipal Systems Act, (2000) provides for the “core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all”.

Lack of mechanisms to monitor and evaluate the implementation of these guidelines, systems, processes, procedures, and planning mechanisms is untenable as a major concern. It is difficult to assess the impact of these mechanisms as the level of illiteracy coupled with lack of capacity engulfing the local structures bedridden municipalities. The aim of the DPLG’s establishment of Integrated Rural and Urban Renewal Programmes was in response to the critical challenges affecting municipalities – post-apartheid South Africa in 1994. These programmes provide support for the effective implementation of the Urban Renewal Programme and the Integrated Sustainable Rural Development Programme as a way to resuscitate the local development (DPLG, 2005: 40).

The CRDP is a strategic priority in government’s Medium Term Strategic Framework for the DRDLR (South Africa Yearbook, 2011/12: 410). The CRDP was introduced in response to the challenges facing the rural development. It has become a vehicle to bring all sectors together to address infrastructure backlogs and development bottlenecks in the rural areas. The DRDLR is strategically positioned to co-ordinate all sectors towards supporting the rural development. Sustainable Rural Development aims at ensuring that nodal sustainable development transforms the

nodes into economically viable, socially stable, and harmonious entities (DPLG, 2007: 40c).

The CRDP is multi-dimensional and much broader than the poverty alleviation strategy through social programmes that placed emphasis on changing the environment to enable poor people to earn more by investing in their community development programmes. CRDP contributes towards the maintenance of key infrastructure in a successful manner which makes people in the periphery of rural areas less poor and poverty free (HSRC, 2000: iv). Furthermore, according to Steyn (1992: 42), “this perspective emphasises the importance of seeing rural development as a long term, nationally integrative process which seeks to redress imbalances in income-earning opportunities, so as to rebuild the quality of life in the rural areas”. It is essential that the key objective of the strategy is to create a sustainable environment that is friendly towards growth and development which is undoubtedly much needed (HSRC, 2000: iv).

2.8 Conclusion

The democratic government in South Africa provides policy shift in local government sector. Chapter 2 provided the background and demographic overview of the Sekhukhune District Municipality and its rural typology. The history behind the naming of local municipalities, the meanings and their relations to the Bapedi Nation were clearly stated. The establishment of the Sekhukhune District Municipality as Category C municipality in terms of the South African Constitution, (1996) better placed the institution on the trajectory to respond to the rural development challenges. Development bottlenecks and service delivery backlogs put the Sekhukhune District Municipality at a critical and conceded stage. The efforts to mobilise resources in support of the Sekhukhune District Municipality proved fruitless. The constitutional mandate given to the Sekhukhune District Municipality in the advent of democracy remained untenable. The development and service delivery challenges facing the Sekhukhune District Municipality were far to be over. Going forward, special attention has to be given to accountability and good governance so as to resuscitate the institution. Inability of the local structures to exercise their constitutional rights remains dwindling to attain stability at local level. Local

government is by legislative means, and mechanisms entrusted with democratisation of the local sphere of government in the advent of democracy. Municipalities should always refer to the objects of local government (municipalities) as articulated in Section 152 (1) (a-e) of the South African Constitution, (1996).

CHAPTER 3: OVERVIEW ON THE THEORETICAL ASSESSMENT AND THE ROLE OF THE LOCAL STRUCTURES IN DEVELOPMENT

3.1 Introduction

Chapter 3 provides the theoretical contribution, context, and the role of the local structures in development in the Sekhukhune District Municipality. The theoretical literature review provides the background and locates the structures in the centre of development through the participation and involvement. Chapter 3 explores the role and contribution of the local structures under the auspices of the guidelines, systems, processes, procedures, and planning mechanisms that seek to support development in the Sekhukhune District Municipality. The theoretical contribution of the local structures in development has important socio-economic implications in the Sekhukhune District Municipality.

In its quest to conceptualise development, this study bears a meaning that relates to the theoretical evolution and functional understanding of service delivery post-apartheid South Africa. The departure point is to explore the theories and structures focusing in development and service delivery in the Sekhukhune District Municipality of the Limpopo Province. Chapter 3 further reconnoitres the principles of social policy and social justice and their implications to horizontal and vertical development within the South African national policies, strategies, and legislative landscape.

The understanding of the structural and functional analysis of structures locally and globally is crucial towards the philosophical, theoretical and contextual function of the local structures in this study. Notably, Chapter 3 further investigated the contribution of centralisation and decentralisation in resource allocation in support of development in municipalities. This theoretical understanding of the contribution of the local structures underscores the urgent intervention in supporting municipalities in their quest to improve the material conditions of the rural communities in the Sekhukhune District Municipality.

3.2 Theoretical analysis of social structure

Weber and Marx provide the contextual analysis of structures as the preposition that purports individual contribution in the class structure as institutionally inherited to social relation (Barata, de Ribeiro, da Silva and Antunes, 2013: 3). The narrative of the structures are indispensable in local development and thus find expression in the society for specific reasons, roles, and meaning in life, and how they interact (Weber, 1967: 31-32). Barata *et al.*, (2013: 3) infer that understanding structure of social relations outside classes of qualitative distinct groups is immaterial. There is an existing relationship between social structure and class structure as they co-exist in cosmopolitan milieu. Classes are groups of people who, from the standpoint of specific interests have the same position economically, socially or politically (Weber, 1967: 31-32). Further clarity on the diversity of the structures exists as they relate in one way or the other taking into account the operationalisation of the two concepts that underpin the theory of structure.

The theory and structure always interface and there is a linear relationship between the two that epitomised by the horizontal and vertical approaches. The structures can be understood within the context of social and class relationships and how they co-exist in development. Development indeed led to democracy, largely because it transformed the class structure (Nattrass and Seekings, 1998: 30). It is in this context that development is also the most neglected area in the Third World, particularly during the colonial era, until recently as it has been given attention by diverse structures (Badu and Parker, 1994: 29). The structures in this study should be understood within the context of the local structures who are systematically taking the rightful place by repositioning themselves as the champions of their own (local) development.

Weber (1967) in Barata *et al.*, (2013: 3) states that the positions in the class structure are added to those arising from status hierarchies and can shape the social structure which determines the set of economic and social opportunities for the class occupants. It is in this context that Barata *et al.*, (2013: 4) agree with the Marxist tradition of class analysis on the mechanisms of domination and economic exploitation considered to be the main determinants resulting in social structure and

social inequality. The understanding in terms of Weber and Marxist orthodox is that the difference and inequality amongst the social and class structures originated from the hierarchical determination of the possession by one, as compared to the other.

The concept development has gradually become the centre of attraction in the development discourse over the past few years and it constitutes an increasingly important strategy in development today (Koma, 2012a). The analysis based on this conviction bears testimony as inequality among the people has had historical implications to development in totality. The social structure and social class are distinctive and yet parallel structures that exist in a cosmopolitan environment that they both co-inhabit. Both the Marxist and Weber's methodological problems are associated with the class struggle posing a trajectory of individuals having dissented on the determination process in the classification and stratification of structures (Barata *et al.*, 2013: 8).

The biographical approach is about the intersection between the individual and the social structure (Saunders, Lewis and Thornhill 2003: 18). Miller (2007: 74) takes it forward by stating that the biographical approach is a bridge between social structure and the individual. Social structure is a complex concept in which there was some disagreement among the social scientists (Saunders *et al.*, 2003: 18). Their postulation can be understood to mean a relative enduring pattern of social arrangements within a particular society, group, or social organisation. Thus, social structures may constrain the individual's behaviour and expectations (Saunders *et al.*, 2003: 18). This doctrine is not exhaustive as it addresses the social structure and social class without giving consideration of the role of social justice and social network as the departure points. It is equally important to understand the role of social network structures as it is fundamental to the contextualisation of other structures. This study brings correlation amongst other structures and locates them within acclimatisable milieu.

Social network structure forms the basis towards understanding of the local structure as the structural properties that characterise a set of relationships (House, Umberson and Landis, 1988: 293). Structural functionalism forms the basis to understand the framework for building theory that sees society as a complex system

whose parts work together to promote stability. It is in this context that social structure refers to patterning in social relations that have some sort of obduracy (Martin and Lee, 2015: 713). Martin and Lee (2015: 713) explain that “although all the approaches in this category link structure to some sort of organisational positions or types that anchor action, they differ in terms of the logic of the organisation of the positions that may variously be taken to be social functions, roles, or classes”

The local structures and structures exist within cosmopolitan society although they tend to differ in terms of the objectives and their areas of interests. Structures can be understood within the context of their arrangements which influence their interests in a given cosmopolitan society. They are local institutions established statutorily or non-statutorily to pursue structures that exist within the society having their role to play in different forms or in one way or another. Charles and Lennon (1992) state that social theory pursues relatively abstract explanation of social facts. The structures are important within the context of this study as their role defines the methodologies appropriate to assess the level of development in the Sekhukhune District Municipality.

House *et al.*, (1988: 301) stated that “the study of social support has mushroomed over the last decade without consensus on a theoretical or empirical definition of social support. The prospective studies just reviewed have used the terms "social network," "social relationships," "social support," "social ties," and "social activity" to refer to essentially the same phenomena, the existence, number and frequency of social relationships”. The employment of ideal-type descriptions in social science to investigate social difference in structures was postulated by (Weber, 1967). The literature of the last decade has considered social support that includes social networks and or social integration exclusively as an independent, mediating, or moderating variable (House *et al.*, 1988: 301).

From social perspectives, social relationships, and supports there are independent causes or determinants that more attention should be given to the macro-social structures and processes that give rise to these more micro-social relationships and supports (House *et al.*, 1988: 301). Social structure as postulated by theorists tended to be seen or proven to be the most confusing theoretical terms in lexicon tradition,

however it inclines to be among the most abstract concepts which has implications of solidity (Martin and Lee, 2015: 717). Marx's approach to structure is more of economic than the manner in which Spencer viewed it from social perspective. It is this set of relations that Marx's argument constituted the 'economic structure' of society or the 'superstructure' that includes legal, political, and ideological formations that have some degree of homology to the underlying economic structure (Martin and Lee, 2015: 715).

3.3 Evolutional theory of structural and functional analysis

The idea of 'social structure' was first introduced by the seminal work of Herbert Spencer, (e.g. 1896) [1873] (Martin and Lee, 2015: 713). Wellman (2006: 155) induces that it is important to understand that structural analysis is mystified systems. The term social structure signifies, particularly when used in relation to the idea of agency, some form of enduring material, but possibly ideational, and relationship between individuals and communities (Musolf, 2003: 79) cited in (Connor, 2009). "Concepts like "structure" and "function" can be considered as either concrete or analytical" (Parsons, Shils, Naegle and Pitts 2007: 422). Social structure is the system of socio-economic stratification i.e. the class structure, social institutions, or other patterned relations between large social groups. Coleman (2007: 1311) found that "modifications to functional analysis towards "structural-functional" analysis were made by other classical theorists, in particular Robert Merton in his *Social Theory and Social Structure* (1949)".

In setting up the system of categories or structures, Parsons *et al.*, (2007: 422) explained particularly important aspect of the system of categories called the "structural" aspect (Dumagat, 2004: 29). The structural-functional method refers to method in an attempt to construct a complete social science with a comprehensive conceptual scheme (Dumagat, 2004: 29). Functional analysis of structures is more ideological than pragmatic and therefore it assumes that every social phenomenon is functional (Marume, 2016: 24). It is in this context that understanding structural and functional analysis poses challenges from diverse scholars in social sciences. The mystified challenge on the structural-functional analysis rests with the orthodox and pragmatic conceptualisation of the structures. Concepts like "structure" and

"function" can be considered as either concrete or analytical in nature (Parsons *et al.*, 2007: 422).

Spicker (1988) cited in Buck (1975:176) infers that a society is not a collection of universalised individuals, nor the sum of individuals statistically aggregated, but the product of a system of real relationships between individuals, classes, groups, and interests. Social structure differs from social organisation. The theory of purposive action as a foundation for social theory entails acceptance of a form of methodological individualism and rejection of holism (Coleman, 2007: 1309). This analysis by Spicker (1988) unpacks the relationship between society and individuals and how their aggregates and homogeneity are diversified by different interest. The analysis further conceptualises the main domain of social structures and dichotomised them as social organisation and social stratification. The social research and theory on the movement from the level of individual actions to macro-social functioning is pragmatically referred to as the level of system behaviour (Coleman, 2007: 1309).

A distinction is suggested between social organisation and social structure so as to bring about clarity. Therefore, Brown and Barnett, (1942: 31) provide a distinction and clarity on the two concepts as follows: social organisation refers to the systems of obligation-relations which exist among and between the groups constituting a given society, while social structure refers to the placement and position of individuals and groups within that system of obligation-relations. In response to the discussions, Connor, (2009: 3) contends that the deterministic nature of structural accounts is criticised due to the subsequent denial and neglect of the potential structures, not only to make choices, but also shape their circumstances.

Social structure is considered to be closely linked to the positivist philosophy of science as there is a strong affinity between the concept of structure as a system of human relationships and the post-positivist philosophy of science advocated by the so-called realists (pragmatists) (Porpora, 1989: 199). There is direct link and relationship between social structures and functional needs of the individuals who composed society (Martin and Lee, 2015: 714). So in the nation there are structures and functions which make possible the doings and in both cases, it is with these

structures and functions in their origin, development, and decline that a concern emerges in science (Martin and Lee, 2015: 714).

Social networks diametrically opposed to the conventional ideas of well nested social sub-systems and/or groups that have often been understood as being a skeletal structure that should reproduce the outlines of social structure conventionally (Martin and Lee, 2015: 714). Martin and Lee (2015: 714) concur with (Spencer, 1910; and 1915); (Comte, 1974[1842]); (Durkheim, 1933[1893], 1938[1895])'s proposal that a society is structured according to the functions that social groups fulfil in the division of labour. Laws of development state that structures and functions have their own developmental tendencies that direct the social organism's course of development (Martin and Lee, 2015: 714). A structural sub-system is regarded as a social structure that has consequences, primarily for one of the functional challenges that affect the relationship between the sub-systems of the social system (Marume, 2016: 21). According to Marume (2016: 20), the functional analysis of structures in social sciences can be intrinsically categorised as follows:

- Functional unity: refers to the assumption that there is some integration and order in societies; that if societies exist there should be some sense in which each one more or less hangs together. The question of how this is accomplished, or is not accomplished, is a central one for functionalists.
- Universal functionalism: refers to the assumption that each social form has a role in social continuity; (i.e. performs a function or functions for the system). It is qualified as: "every social form should be examined from the standpoint of its possible role in social continuity".
- Functional indispensability: refers to two assumptions that certain functions are indispensable for the persistence of a social system, and cultural, or social forms, and therefore indispensable in fulfilling each of these functions for example religion-integrative (Marume 2016: 20).

3.4 Social structure and social system

Social structure is one of the most central concepts in sociology yet there is wide disagreement about what it means (Porpora, 1989: 195). According to Martin and Lee (2015: 714), Spencer (1915) was the first sociologist to use the term social structure and this is indeed true. Martin and Lee (2015: 714) state that social structures can be used interchangeably as social systems not as structures alone as stated. Social structure has been described as an 'absent concept' which means, although its place in the literature is undeniably rare, however, it is accompanied by attempts to define or account for its presence (Crothers, 1996: 21). Marume (2016: 20) takes it forward by stating that a social system is a social interaction process in which a task is performed and at the same time the system is maintained. Social system's (network) conceptualisation emphasises the structural connections underpinned by the presence or absence of links among individuals or groups (McLeod and Lively, 2003: 88).

Social structure is about patterns of relations and the different approaches conceiving these patterns differently (Martin and Lee 2015: 713). With this definition in mind, there are two primary specific approaches to structures in this study. The questionable assumption states that the social systems and other systems such as (cultural systems) cannot be explainable outside of social structures (Dumagat, 2004: 41). Systems, particularly social science systems, remain the same and scientifically explainable based on the social aspects of them.

Martin and Lee (2015: 715) stated that "to the extent that such systems thinking was taken seriously, it tended to lessen interest in social structure as such (an emphasis preserved by Merton, who maintained an ambivalent relation to the idea of systems)". Spicker (1988) considerably states that if a system, rather than the actions of specific groups or structures, arguably explains power at all times, then that explains the advantages gained by people who are already privileged. The emphasis is on the role of social structures that seek to legitimise the existence of social system, and supplement this with aspects of control and reproduction (Spicker, 1988). The term society can be used to refer to smaller scale 'social

structures,' configurations of concrete relationships among individuals without reference to a notion of a larger societal in totality (Martin and Lee, 2015: 713).

The social structure focuses on those elements of the patterning of the system which may be regarded as independent of the lower-amplitude and fluctuating in the relation of the system to its external situation (Parsons *et al.*, 2007: 421). The system of structural categories is the conception scheme which gives this setting for dynamic analysis (Dumagat, 2004: 29). A change in a social structure may be a consequence of the cosmopolitan and dynamic nature of modification that has the potential directly affecting the structure of a society - even if the results are not immediately obvious (Spicker, 1988).

The idea of 'society' describes a complex network of relationships. Historicism interprets social change in terms of a sequence of forms of social structure (Spicker, 1988). The structure of society is an analytical construct, an interpretation of social relationships as a pattern, and the test of social change is whether the pattern is altered (Spicker, 1988). Even though there may be changes in the pattern of social relationships, they may fail to alter fundamental structures. Changes are constantly taking place though alterations in patterns may be imperceptible at any one point in time, a comparison of social structures over a longer period may well show important differences (Spicker, 1988). There are institutional mechanisms and moderating functions of social network structures and cultural values in the diffusion of development in the era of globalisation (Udo-Akang, 2012: 94).

3.5 Characteristics of horizontal and vertical social structures

The Structure of Social Action was initiated by Parsons (1937) sketched from initial attempt to construct that could be described as a voluntaristic theory of action, extending the model of rationality used by scholars in systematising the conception of purposive action (Coleman, 2007: 1309). Vertical inequality is a comparison between people with basically similar needs which may refer to contrasts of rich and poor, or people with different classes or statuses whilst horizontal inequality compares people in different positions – “like couples with children against couples” (Spicker, 1988: 83). This distinction is not a clear one because there are some

groups who are likely to have inferior income and status, and it is not obvious how far this should be taken as “vertical” or “horizontal” (Spicker, 1988: 83).

Social patterns in social structure are perceived as society which is organised horizontally or vertically (Wellman, 2006: 88). The horizontal structure in this regard refers to the social relationships and the social and physical characteristics of communities to which individuals belong whilst the vertical structure is more commonly called social inequality and it refers to ways in which a society or group ranks people in a hierarchy. Wellman (2006: 88) orates that structural analysis has emerged as a distinctive form of social inquiry having five paradigmatic characteristics that provide the underlying intellectual unity as follows:

- Structural constraints on activity rather than in terms of inner forces within units impel social behaviour in a voluntaristic toward a desired goal;
- Analyses focus on the relations between units instead of trying to sort units into categories defined by the inner attributes (or essences) of these units;
- Central consideration based on how the patterned relationships among multiple alters jointly affect network members' behaviour by assuming that network members engage only in multiple duets with separate alters;
- Structure (locally or socially) is treated as a network of networks that may or may not be partitioned into discrete groups and for that matter it is not assumed a priority that tightly bounded groups intrinsically and therefore regarded as the building blocks of the structure; and
- Analytic methods dealing directly with the patterned, relational nature of social structure, in order to supplement and sometimes supplant mainstream statistical methods that demand independent units of analysis (Wellman, 2006: 88).

3.6 Philosophical context of social structures

In this respect, structures relate to supra-individual phenomena that, most importantly, for the purposes of this discussion, need to be considered when examining the operationalisation of society as a whole and attempts to explaining the behaviour of individuals (Musolf, 2003). The deterministic connotations associated with structural analysis can be read as pessimistic, particularly for those engaged in practice and seeking to organise individuals and communities in part explains the trenchant criticisms an Althusserian notion of structures (Thompson, 1978) cited in (Connor, 2009).

It is the relations between the elements (i.e., their places) in totality, and what can be described as a 'structuralist combinatory', that is deemed significant (Crothers, 1996: 21). The occupants of these places are relative arbitrary theory (philosophy). The real protagonists of history are the social relations of production, political struggle, and ideology which are constituted by the place assigned to these agents in the complex structure of a particular social formation (e.g. the relationship of the labourer and the capitalist as defined by their different relations to the means of production within a capitalist mode of production) (Connor, 2009: 7-9). "Corporeal' individuals are only the support or a bearer of the guises assigned to them by the structure of relations in the social formation in what is an 'ever-pre-given structure" (Connor 2009: 7-9).

According to Blau (1975), the discussions of structure tend to be rich with connotations. Furthermore, Crothers (1996) added that most notably is a notion of determinism. A term that is used to 'conjure' in the social sciences structure becomes a metonymic device, ill defined, but taken as explaining, if not determining, a complex social reality (Sewell, 1992: 2). Arguably, the acid test for a structural account is whether or not varying the individuals involved is likely to lead to significant changes (Crothers, 1996: 2-3). This is epitomised and reflected in the structuralism (Althusser, 1971); (Crothers, 1996) where individuals are conceived as the 'supports' or bearers of self-reproducing systems, hence the notion of history as a 'process without a subject'. In Marx's view, the 'substructure' of society is its

economic foundation, which provides a basis for the political and social relationships of the 'superstructure' (Spicker, 1988).

3.7 The principles of social structures and social justice

Each of these structures has merits and demerits with different contexts guided by some principles. The concept of social justice has attracted more attention in recent years than any other question in political and social theory (Spicker, 1988). Hayek, (1944: 80) states that social structures may be considered an ideal model, by pragmatic, incremental change by reference to principles as guides for action. This interest is largely attributable to a 'social contract' to establish the basis of a 'just' society (Spicker, 1988). Two paradigms emerge from this social justice being that of liberty which is the most important rule of social justice; and that of inequalities which should be acceptable to everyone as part of a fair system. Rawls (1971) effectively equates the concept of justice with a normative theory of distribution. The social contract is a device for determining whether a policy can be said to be legitimate, which is to say, right. Furthermore, in practice, the criteria for the application of social justice within the context of social structure varies considerably, because rights, desert, and need are socially and exclusively defined (Spicker, 1988).

It may be that, by striving for principles - like civil liberties, decent housing or free education is however, possible to establish conditions which others would describe as ideal. Hayek (1976: 69) suggests that the idea of social justice, like the argument for equality, rests in the belief that moral arguments should be applied to the organisation of society. It is quite possible to strive for an ideal while seeking to ensure that each step is consistent with basic principles. Hayek (1976: 69) in addition, this indicates that because governments cannot avoid moral responsibility for the distribution of resources in society, they should form some plan of how those resources are to be distributed. It is possible to aim for an ideal and to discover, in the end, that one has only established a principle instead (Spicker, 1988).

The principles for participation in development require reference to baselines, trends and benchmarks to help assess the extent to which a change is caused by the activity, as opposed to other factors (Social Value International, 2017). Social Value

International (2017) indicates that principle means that stakeholders need to be identified and then involved in consultation throughout the analysis, in order that the value and the way that it is measured, is informed by those affected by, or who affect, the activity. The principles require a theory which defines how these different changes are created, which are informed by stakeholders and supported by evidence (Social Value International, 2017).

However, the principles can be distinguished by their focus on what underpins social value and on the questions that need to be addressed so that the information can be used to better inform decisions (Social Value International, 2017). Principles are not formed randomly however they occur in ideologies as inter-related sets of ideas (Spicker, 1988). The principles are not individually remarkable instead they have been drawn from underlying social accountability. Spicker (1988) supports Marshall (1981: 77) as he indicates that “it would be dishonest to pretend that there is no policy decisions something intrinsically authoritarian or...paternalistic” (Spicker, 1988). The principle of doing things for people without their consent is known as paternalism (Spicker, 1988). The distinction between reform through ideals and principles seems to be useful, mainly as a means of distinguishing the intentions of those who want to bring about changes in society (Spicker, 1988).

3.8 Social policy and its implications to social structures

If society is unequal to begin with, then any policy which fails to address the problems of inequality is at least likely, or more likely, to favour higher social classes as opposed to lower ones (Spicker, 1988). This means that there is a policy gap to be given attention to and the discrepancies should be addressed. According to Spicker (1988: 89), “structural policy is an attempt by the regime to deliberately change society”. The study of social policy is crucial as it resonates and ascertains the extent of its involvement in social structures that based in an attempt to make people's lives better by increasing their resources (Spicker, 1988). Rae (1981) argues that comparisons are made not only between individuals but also between blocs and segments of society. Ferge (1979: 55) distinguishes 'social' from 'societal', or 'structural', policy and suggests that social policy is policy that concentrates mainly on the social services. Structural policy “implies the project of deliberately changing

the profile of a society and altering basic human and social relations” (Rae, 1981: 55).

Townsend (1976: 6) argues that social policy is as much concerned with structural policy as with the study of social welfare. Social policy can be regarded as the underlying as well as the professed rationale by which social institutions and groups are used or brought into being to ensure social preservation or development (Spicker, 1988). Inequalities in provision can be seen not as a result of policy which deliberately maintains an unequal society, but as a case where policy has simply not attempted to redress the sources of inequality which already exist within local structures (Spicker, 1988). Social policy is, in other words, the institutionalised control of agencies and organisations to maintain or change social structure and values (Townsend, 1976: 6).

There are contrasting views emerging regarding policy and social change. This is framed in terms of Ferge’s (1979) idea, but it differs in two respects. Firstly, whereas Ferge (1979) is concerned only with social change (and states that western societies have no structural policy), Townsend (1976: 6) extends the argument to include policies which maintain social order. This analysis implies correlation between social order and social policies. This seems irresistible, because order and change are two sides of the same coin. Secondly, Ferge (1979) suggests that policy has to be deliberate whilst Townsend (1976: 6) argues that it can be implicit, 'unspoken and even unrecognised'. This analysis indicates that although policies may be interpreted as 'implicit', it is in the nature of policy that it is in some sense intentional. This does not mean that government should explicitly intervene in every aspect of social life but only that the implications for both action and non-action should at least be considered (Townsend, 1976: 6).

Even if there is broad agreement about principles, it is not necessarily a consensus about which policy is best (Le Grand, 1982) cited in (Spicker, 1988). The principles in all directions may be a quagmire in which the effects of one policy cancel out the effects of another (Le Grand, 1982). The obvious objection of the principles is that it is too vague to be useful and there may be conflicts between principles which are almost impossible to resolve satisfactorily, i.e. the local challenges (service delivery

and development) and resource (institutional, human, and financial) needs (Spicker, 1988).

The interpretation of policy is difficult and contentious. Policy may be explicit or implicit therefore it may be in the interests of various individuals, groups, communities, or classes and to construe the effects as inconsistent with their objectives (Spicker, 1988). Social policy is structural either when it is explicitly directed at structural change, or when it actually achieves such an effect. It may be possible to argue that a policy was implicitly structural but had not worked. Many social policies for example, in a welfare state have been explicitly devoted to either the maintenance or the change of the social structure (Spicker, 1988). The success or failure of a policy depends significantly on the causal analysis applied (Spicker, 1984). It is difficult to assess the ability of the social services to deal with the cycle of deprivation when there is now fairly good evidence that the cycle does not exist in any generally applicable sense (Brown and Madge, 1982).

The above means that any change can be seen as contributing to the maintenance or change of a social structure and so that social policy can be seen as a form of structural policy in itself (Spicker, 1988). The test of social policy is not whether it alters social relations or how it alters them. The explicit reasons for policy have to be evaluated in the light of causal explanations for change (Spicker, 1988). Implicit reasons are generally also attributed to policy makers on causal criteria - for example, by explanations like those based on their view of the distribution of power in society. Equally, structural changes which occur without conscious intention, implicitly, or otherwise, could only be analysed in structural terms (Spicker, 1984). It seems to follow that it is the explanation of the process, rather than the procedure, which is doing the work in defining a policy as 'structural'. This is not to say that the explicit reasons for a policy are unimportant but they are a major part of the criteria by which policies can be judged (Spicker, 1985).

3.9 Operationalisation of key concepts

Operationalisation is the process of designing precise measures for abstract theoretical constructs (Bhattacharjee, 2012: 22). Operationalisation starts with

specifying an “operational definition” or (“conceptualisation”) of the constructs of interest. Conceptual definition is crucial in research as it provides clarity on the concepts that are used more often in the study. Wacker (1998: 363) cited in Udo-Akang (2012: 89), states that operationalisation of concepts is directly linked to the necessary components of theoretical definition. It is in this context that conceptual definition plays a central role in the theoretical overview, clarifying the concept so as to address research questions, objectives and problem statement. Theoretical conceptualisations have important implications as the researchers responding to the research questions to achieve the research objectives subjectively by conducting research and using existing theories to define concepts (Gay and Weaver, 2011); (Wacker, 1998). Operationalisation of concepts helps to clarify the concepts by accounting how often the concepts such as local structures, local development, and structures are used, and to articulate them in terms of their contribution to the study.

In this study, conceptual definition clarifies the application of these concepts in a scientific study. The guidelines, systems, processes, procedures, and planning mechanisms to be used to understand the meaning and contribution of the study in this regard that involve an assessment of the local structures and how they impact on development, as conceptualised defined (cf. 8; cf. 9; cf. 10; cf.15; cf. 16; cf. 2.7; cf. 3.1). A distinction has been drawn between the local structures and structures as well as local development. These concepts are equally important to assess the role of local structures in development in the area of this study (Sekhukhune District Municipality). According to Barata *et al.*, (2013: 8) there are different theoretical perspectives and various operational models that can be used for the operationalisation of social class concepts that can be used in the empirical research.

3.9.1 Local structures

Structure becomes a metonymic device, ill defined, but taken as explaining, if not determining, a complex social reality (Sewell, 1992: 2); (Connor, 2009: 8). Structure plays an important role in development, however they tend to be rich with connotations (Blau, 1975), most notably, a notion of determinism (Crothers, 1996). It is in this context that the local structures are structures identified in this study to refer

to formal groupings that are in existence in a given geographical area however, in this regard, it refers to the Sekhukhune District Municipality. In the context of this study, the local structures refer to the business sector, traditional authorities, NGOs, and municipalities.

Each local structure has a role to play in local development. Saunders (1979: 148) enjoins that "local structure refers to maintenance of order and social cohesion ... through the support of the surplus population (e.g. social services, and other welfare support services)... through support of the agencies of legitimating (e.g. public participation)". The local structures and local development in this study are used to bring distinction in terms of how they operate. It is important to understand that structures are broader than the local structures in this study. For example, municipality in this study is considered as a structure whilst portfolio committees ward committees, administration, and elected representatives are structures as well and can be classified as substructures of superstructure (municipality). For that matter, the Municipal Structures Act (1998) defines the structures of municipality within the broader scope of local government.

The local structures refer to the four structures in the Sekhukhune District Municipality that are earmarked as crucial for this study. The local structures referred to in the light of this study, are in response to the literature review that covers the most important area of this research study (cf. 1). Therefore, the concept proffers its contribution to the field of development. The local structures internationally, in terms of theoretical review, contributed to democratisation, good governance, and enhancement of accountability. It is the responsibility of this study to ensure that it clarifies the meaning of the concept and the role and contribution the local structures play in development programmes presented by the local government sector and other sectors.

3.9.2 Development

Slaymaker, Christiansen and Hemming (2005: 9-10) are of the view that basic needs are human needs while basic services are human rights although institutions tend to be more political instead of being reasonable when dealing with service delivery

issues and social amenities. According to Sen (1999), freedom and development are tantamount to both the means to an ends. Development, according to Sen (1999), is a function of people's ability to capitalise on their own capabilities as free human agents. Social structure suggests that development has the potential to bring about some change in society (Spicker, 1988). It may be structural in an instrumental sense, because of its implications for other aspects of society. The rights that are enshrined in the South African Constitution (1996) are accompanied by *inter alia* rights that people should be guaranteed and exercised so as to realise development needs. In the social science context, development involves the ability to change the lives of the people from worse to better.

Badu and Parker (1994: 34) stress that development as the process of change consciously undertaken by a people in accordance with their traditions and culture aimed at improving their conditions. Sen (1999) puts forth the conceptual definition of development as the one that relates to human capabilities. The much needed development finds expression in the NDP – a government blue print that acknowledges infrastructure as the backbone to advance socio-economic and material conditions of the poor and marginalised sections of the population in particular paying attention to the fight against destitute through development. In addition, government strategies and policies such as IDP, SDF, LED, PGDS, NDP, NSDP, and RDP were designed to address and response to development gaps and challenges. These gaps contribute to triple challenges that the government of South Africa and governments globally are wrestling with in which development is seen as the remedy. The triple challenges include poverty, unemployment, and inequality.

Within the South African context, the legacy of apartheid was responsible for developmental crisis is the Sekhukhune District Municipality as attributed to the Bantustan administration in South Africa. It is in this context that the concept of “developmental local government” was first introduced by the White Paper on Local Government (1998) and finds expression as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs, and improve the quality of their lives.” Across all the spheres of government in South Africa, development tops the agenda. In

response to developmental needs, the government undertook to place the institution of traditional leadership at the centre of development (Knoetze, 2009: 2).

This means that development is a sectoral and integrated approach that needs resources to be realised. It is important to systematically synergise the emergency of collaboration of local government, NGO sector, business, municipalities, and traditional authorities as the key development players in pre and post-apartheid South Africa. It is in this context that the study brings the local structures in the centre of development merely to either contribute or support it. In the centre of institutional and constitutional mandate – development takes the precedence. It is also important to measure development within the context of this study by putting the people in the centre of their own development so as to ensure that it is people-centred and people-driven. This study essentially entrenches local structures' participation using platforms created such as IDPs to put people in the centre of their own development so as to realise existentialism orthodox.

3.9.3 Decentralisation

Siddle and Koelble (2016: 4) define “decentralisation as a process through which powers, functions, responsibilities and resources are transferred from central to local government and/or other decentralised entities”. Decentralisation however, does not accurately address the challenges facing local government in the area of skills and capacity. In practical terms, decentralisation is a process of striking a balance between the claims of the periphery and the demands of the centre (United Nations Development Programme (UNDP), 2009: 2). Decentralisation is the transfer of powers from central government to lower levels in a political-administrative and territorial hierarchy (Crook and Manor, 1998); and (Agrawal and Ribot, 1999). While decentralisation governance should not be seen as an end in itself, it can be a means for creating more open, responsive, and effective local government and for enhancing representational systems of community-level decision-making (UNDP, 1999: 2). According to Treisman (2000: 1), “greater political decentralisation might make governments more honest and efficient by bringing officials “closer to the people”, forcing them to compete for mobile capital, and facilitating the satisfaction of diverse local tastes”.

De-concentration occurs when a central government disperses responsibility for a policy to its local offices (Siddle and Koelble, 2016: 5). It is conversely crucial to note that administrative decentralisation is also known as de-concentration suggests that the transfer of responsibilities and functions from lower-level by central government (authorities) to other local authorities who are upwardly accountable to the central government (Ribot, 2002). In contrast, politically or democratically, decentralisation refers to the transfer of authority to representative and downwardly accountable actors such as elected local government representatives. Decentralisation is crucial if the transfer of resources is accompanied by local decision-making. Therefore, decentralisation functions embrace decision-making including in service delivery, accountability, good governance, and development.

3.9.4 Centralisation

Centralisation refers to a scenario whereby central authority has a subsidiary function, performing only those tasks that cannot be performed effectively at a more immediate or local level (Calitz and Essop, 2013: 136). Centralisationist proponents advocate the centralisation of resources and decision-making to the central or national government. The centralisationists' approach is better placed to increase the level of accountability on one hand, and minimise corruption on the other hand. It is in this context that centralisation is the direct opposite of decentralisation as the two concepts are explicitly contrasting each other in terms of devolution of powers, decision-making, and resources.

This tendency of centralisation works effectively where local government capacity is questionable. The paradigm shift in centralisation dominates tight fiscal stance by promoting a high level of accountability and good governance. Centralisation by contrast is where both resources and residual power are consolidated into national level aggregates. Calitz and Essop (2013: 131) state that fiscally, South Africa has become more centralised, strengthening the *de facto* erosion of the federal state. But they are too particularistic and path-dependent to provide a general explanation of centralisation across the globe. It is therefore argued by the proponents of this theory that centralisation strengthen checks and balances that promote transparency.

3.9.5 Structures

Connor (2009: 7) refers to structures as supra-individual phenomena that, most importantly for the purposes of this discussion, need to be considered when examining the operation of society as a whole and attempting at explaining the behaviour of individuals. Structures are further defined differently globally in various studies whereby their contribution are attributed and measured in terms of their active participation and involvement. Structures are sets of contiguous arrangements that performed a specifiable function for the organisation as a whole (Martin and Lee, 2015:713). For example, for development to be realised and achieve its broader objective, it needs various structures. Structures may mean different or same things (role players) however it depends on the contextual understanding and application of how structures work in institutions. Sewell (1992: 1) stated that “structure refers to any recurring pattern of social behaviour or more specifically, to the ordered interrelationships between the different elements of a social system or society”.

According to Chakunda and Chakaipa (2015: 3), the institutional structures and processes for the organisation can efficiently meet its mission and goals in a sustainable way if the mission is well defined by the structures themselves. Within social structures and class structures there are different structures that are known as institutional structures and relational structures (Sewell, 1992). The approach to the structures may interrelate and could be used to refer to the macro level or abstract organisation of reciprocally defined social categories that are seen to comprise some social whole (Martin and Lee, 2015:713).

Structures are generally composed of other structures, which were somewhat farther the individual than their component structures, and consequently more abstracted (Martin and Lee, 2015: 715). It is in the light of this definition, that the collaboration by all institutions is within the objectives of government’s understanding of creating interactive structures (collective responsibility) with traditional leadership having to play a greater role in addressing the legacy of apartheid together with local government by promoting development in rural communities that reflecting and measuring the contribution and the role of structures (Knoetze, 2009: 162).

This implies that structures have a role to play in taking development forward by participation and involvement in governance matters. Structures alone cannot realise their developmental potential as they need resources, institutional capacity and collaboration. Both development and structures are intertwined as they need each other. There are indeed emerging new ideas of measuring the structures through collaboration as they are players.

3.10 Conceptual framework

Conceptual framework is fundamental in this theoretical chapter as it defines and theorises, clarifies interconnected sets of ideas “A conceptual framework is an interconnected set of ideas (theories) about how a particular phenomenon functions or is related to its parts” (Svinicki, 2010: 5). The phenomena that has been observed and studied in this research were development and service delivery undertaken by the local structures in the Sekhukhune District Municipality. The theoretical and conceptual frameworks used in this study are to establish interconnection or correlation between the local structures and local development within the Sekhukhune District Municipality (cf. 1.4.1).

Yamauchi, Ponte, Ratliffe, and Traynor (2017: 9) are of the view that given the lack of theoretical and conceptual foundations for much of the work done over the time period it would be of beneficial to focus on articulation of theoretical foundations in research for better understanding its importance implications for theory formulation in research. In this study, what is fundamental in terms of conceptual framework is to establish different interrelationship between various constructs and their interrelatedness. Among others conceptual frameworks include: participation and involvement; local structures and local development; governance and accountability; local development, IDP, SDF, and LED. These constructs are crucial in development at local government level.

As the ‘blueprint’ or guide for a research (Grant and Osanloo, 2014) in (Adom, Hussein and Agyem, 2018: 438), conceptual frameworks guide the path of a research and it proffers the foundation for establishing its credibility. It is in this context that Adom *et al.*, (2018: 438) infer that conceptual framework explains the

path of a research and grounds as it is firmly supporting theoretical constructs. The refinement of the main research question and research objective find expression in Chapter 1 and thus it relates to the theoretical literature review. As the literature review underpins the conceptual understanding of what phenomenon is being studied, it also addresses the concepts under investigation. The relationship between local structures and local development are clearly expressed as the basis for conceptual framework (cf. 1.16; cf. 3.12.2; cf. 4.4.2; cf. 5.5; cf. 6.3.5; cf. 7.4). This understanding forms the basis for understanding correlation between governance and accountability, participation and involvement as well as local development and LED.

Conceptual framework should address research problem which is centred on development that should be advanced by service delivery in the Sekhukhune District Municipality (Rocco and Plakhotnik, 2009: 120). The conceptual framework should align problem statement, research questions, research objectives and literature review (theoretical review) as well as theoretical findings. The selection of a theoretical framework requires a thorough understanding of the problem, purpose, significance and research questions of a study (Adom *et al.*, 2018: 438). The conceptual framework serves as the basis for understanding the causal or correlational patterns of interconnections across events, ideas, observations, concepts, knowledge, interpretations, and other components of experience (Adom *et al.*, 2018: 438). In the final analysis, the conceptual framework is crucial in systematically harmonising the correlational relationship with theoretical framework.

Merriam and Simpson (2000) in Rocco and Plakhotnik (2009: 122) infer that the literature review, commonly known as the theoretical review or theoretical survey referred it as conceptual and theoretical frameworks that share five distinct functions that are:

- to build a foundation,
- to demonstrate how a study advances knowledge,
- to conceptualise the study,
- to assess research design and instrumentation, and
- to provide a reference point for interpretation of findings.

3.11 Centralisation and decentralisation: implications to development

In this study, centralisation and decentralisation are given attention as they are important in local development, accountability, good governance, and service delivery. The importance of development in both public and private sectors tops the agenda hence some experts advocate that participation and advocacy of decentralisation or devolution of development processes to the local level remains crucial (Badu and Parker, 1994: 29).

Decentralisation is widely lauded as the component of good governance and development (White, 2011: 1). There is so much about centralisation because residual power is located in the capital, whose residents directly benefit from weak local governments (Faguet, 2004). Centralisation is the opposite of decentralisation with each having distinctive features. It is in this context that both centralisation and decentralisation are discussed in details below:

3.11.1 Centralisation in developmental state

Centralisation is important particularly when attention is given to municipal representatives' bargaining with central government agents over the allocation of public resources (Faguet, 2004). Centralisation is indispensable and should be understood within the context of resources centralised for the benefit of the citizens at local level. Centralisation is better placed within the national government that is prepared to deal with the misuse of resources. This further prompted the researchers to investigate the centralisation traits that are epitomised and associated with accountability and good governance in the form of resource discipline. This preference for centralisation is often couched in terms of notions such as 'accountability', which is appealing to political slogans but can be difficult to analyse in economic terms (Seabright, 1996: 62). The feature of centralisation is that it allows benefits from policy coordination but has costs in terms of diminished accountability precisely because of the probability of determining the re-election of the government (Seabright, 1996).

As several authors have noted (Ostrom, Schroeder and Wynne, 1993); (Rondinelli, Cheema and Nellis, 1993) both concepts – centralisation and decentralisation – are unstable in the literature. In this model of centralised government with legislative bargaining frameworks, districts on the that are on the periphery can never improve their capacity upon their decentralised allocations, even when credible commitment is possible. House of Commons Communities and Local Government Committee (2009: 3) notes that whilst the balance of power has been subject to pendulum swings, the predominant trend, particularly since the second world war, has been for central government to increase its powers and responsibilities at the expense of local government. House of Commons Communities and Local Government Committee, (2009: 3) suggests that “it matters because improving the lives of local people and local communities matters, and because where the balance of power between central and local government lies, there lies the responsibility and accountability for the delivery of services”.

Van Waasdijk (1964: 62) cited in Calitz and Essop (2013: 140) found that the above observations are borne out by a number of developments that over the years have added to the perception of fiscal centralisation, a stance taken by the South African government in the recent past. Malherbe (2008: 48–52); Calitz and Essop, (2013: 140); and Smoke (2000: 29) state that the South African Constitution (1996) does not advocate the degree of centralisation in terms of the capacity to manage the allocated functions and resources effectively. Unlike decentralisation, where the local level has resources as appropriated to them, centralisation features are clear in terms of the reporting line and the local government accounts directly to the national government.

3.11.2 Decentralisation of resources by spheres of government

While decentralisation is often desirable to improve the effectiveness and efficiency of government as a whole, it has some challenges and draw backs (White Paper on Local Government, 1998). Siddle and Koelble (2016) examine the notions of decentralisation and developmentalism and explore how they have become two of the most significant defining features of South African local government. There is close correlation between decentralisation and development particularly at local

government. Decentralisation is also applied to determining levels of fiscal transfer between local authorities and to circumstances where government may act as leviathans appropriating resources for their own use (Seabright, 1996: 62). In the current literature, decentralisation is highly associated with economic and fiscal resource allocation systems from national to local sphere of government in recent decades (Seabright, 1996: 62). Efficiency and service delivery are associated with the decentralisation system because resources are at the disposal of the needy and marginalised sections of the society.

Decentralisation becomes a common feature and relevant in the local sphere of government. Decentralisation processes have been attracting support from a diversity of stakeholders, particularly in the field of development and co-operation (Maina, 2004: iv). It is far from being a consensus as to how many of the insights of this literature can be applied in assessing the relative merits of centralised and decentralised forms of government (Seabright, 1996: 62). Alongside other international best practice, the support for democratic decentralisation and experimentation with new approaches to local governance provides new paradigm shifts in terms of policy reform at local level (Maina, 2004: iv).

According to Seabright (1996: 62), the Maastricht Treaty makes an appeal which enshrines the doctrine that decentralised allocations of power are to be preferred unless there are compelling reasons for centralisation. Siddle and Koelble (2016: 6) deductively deduce that decentralisation fulfils *inter alia* sufficient powers to exercise substantial influence within the political system and over significant development activities, and reliable accountability mechanisms – to ensure both the accountability of elected politicians to citizens, and the accountability of bureaucrats to elected politicians.

Siddle and Koelble (2016: v) indicated that “local government was also to be structured along decentralised lines, with municipalities being given the rights under the Constitution to govern, on their own initiative, the local government affairs of their communities”. The scholars in social sciences such as Gregersen, Contreras-Hermosilla, White and Phillips (2004) provided the classification of the decentralisation according to the governance and administration context as follows:

- Political decentralisation: groups at different levels of government: central, provincial, and local spheres are empowered to make decisions related to what affects them. The decisions might be on development, service delivery, or policy reform.
- Administrative decentralisation: different levels of government administer resources and matters that have been delegated to them, generally through a constitution. In terms of decentralisation as a process of change, and according to the level of transfer of responsibilities, is useful to distinguish between de-concentration, delegation, and devolution.
- Fiscal decentralisation: in this case, previously concentrated powers to tax and generate revenues are dispersed to other levels of government, e.g., local governments are given the power to raise and retain financial resources to fulfil their responsibilities (obligations).
- Market decentralisation: government privatises or deregulates private functions, such as what had occurred in the case of New Zealand forest sector" (Gregersen *et al.*, 2004).

Siddle and Koelble (2016: 4) maintain that in order to understand local government in South Africa, it is essential to understand the concept of decentralisation too. This is true if the same understanding goes to the principal features of the decentralisation paradigm, with a particular emphasis on those issues which are of special relevance to South Africa. In order to understand the *modus operandi* of decentralisation, Siddle and Koelble (2016: 5) provide three levels or types of decentralisation. As stated earlier that decentralisation is basically a process of vertical transfer, it is similarly to understand it in terms of these three broad levels, namely: de-concentration; delegation; and devolution. Decentralisation is ranging from the democratising potential of increased scope for participation and accountability through to improved service delivery (Scott, 2009: 6). Manor (1999: 1) cited in Siddle and Koelble (2016: 5) affirms that decentralisation encompasses a range of policies promoting state reform, more effective service delivery, and greater

levels of democratisation through increased opportunities for local structure participation.

3.11.3 Decentralisation challenges

The decentralisation of resources was viewed as having both advantages and disadvantages in the recent years. The advantage of decentralisation is the guarantee resource freedom whilst the disadvantage part is the mismanagement and misuse of the resources which demonstrate lack of accountability. Decentralisation is seen in many quarters as an important ingredient of development policy (Wittenberg, 2006: 4). There are specific types or aspects of decentralisation that may affect the quality of government (Treisman, 2006: 2).

Despite decentralisation being generally viewed as a desirable process, significant difficulties are associated with it (Siddle and Koelble, 2016: 7). These include uninterested, inertia-bound, and overwhelmed government (World Bank, 1997); (Devas and Delay, 2006); intergovernmental tensions (Campos and Hellman, 2005); elite capture (Khan, 2008); clientelism (Campos and Hellman, 2005); capacity constraints (World Bank, 2000); (Campos and Hellman, 2005); and financial constraints. The good intentions of decentralisation are acknowledged, but whether such intentions can be realised are the harsh realities of the day (Heller, 2001).

The World Bank (2000) states that decentralisation itself is good and it should be viewed as imposed by political reality for political scoring (Siddle and Koelble, 2016: 7). Successful decentralisation improves the efficiency on one hand and responsiveness of the public sector while accommodating potentially explosive political forces on the other hand. Unsuccessful decentralisation threatens economic and political stability and disrupts the delivery of services to the citizens (World Bank, 1997: 107). The United States Agency for International Development (USAID) declares that “decentralisation is about potential; it guarantees nothing” (USAID, 2000: 7).

3.12 The systematic approaches to development: NDP, PGDS and IDPs

Municipalities in South Africa are facing structural issues. The structural issues according to Siddle and Koelble (2016: 17) refer to those issues which emanate from the design of the constitutional, legislative, regulatory, and policy framework which apply to local government. It is in this context that structural issues revolved mainly around inappropriate funding model; unfunded mandates; overregulation; excessive legislative demands; policies and regulations that are not grounded in reality; ineffective intergovernmental coordination; poor intergovernmental relations; lack of provincial support; and too much power in the hands of individuals (Siddle and Koelble, 2016: 18). According to Badu and Parker (1994: 28), the NDP was based on economic theories echoed by prominent western economists of the day such as Lewis (1955); Leibenstein (1957); and Rostow (1960). The failures of the previous models in development, encouraged development experts to begin the search for new models that can best improve the lives of the development beneficiaries (Badu and Parker, 1994: 29).

It is in this context that PGDS's role is to assess and coordinate development in the province (DPLG, 2005: 20). The NDP (2011: 56) states that provinces should focus on their core functions and develop their capacity to support and oversee local government performance (cf. 1.15; cf. 3.9.2). The PGDS like NDP and IDPs are catalysts in development, if their development approaches could be coordinated in a manner that supports local government initiatives. The PGDS furnishes an essential link between national and provincial development processes encapsulated within the IDPs, assuming a pivotal role in influencing horizontal and vertical approach to development at the sub-provincial level (Koma and Kuye, 2014: 104). The PGDS can ensure that development and infrastructure decisions are fundamental to the districts and are intertwined to create a regional development perspective that reflects and addresses local concerns and yet links with national planning (Rogerson, 2009: 63). The new policy shift in South Africa presents post-apartheid era with the recognition of infrastructure development as the backbone through the NSDP and the PGDS to unleash the country's developmental path (Koma and Kuye, 2014: 101) (cf. 1.15; cf. 3.9.2).

At national level, the government developed the NSDP so as to respond to national spatial development issues whilst at provincial sphere each province is required to develop and implement PGDS as a framework to guide growth and development trajectory over a 10 year period (Smith and da Lomba, 2008: 3). The PGDS should align with the NSDP, RDP, and the Accelerated and Shared Growth Initiative for South Africa so as to find expression in the Growth, Employment, and Redistribution Policy (cf. 1.15; cf. 3.9.2). The IDPs should take cognizance of strategies such as the NSDP, New Growth Path, and PGDS in their medium to long term planning (Koma and Kuye, 2014: 101). According to Smith *et al.*, (2008: 368), “PGDS is thus an expression of a national policy framework at the provincial level to provide a clear vision for growth and development and to set the pace and tone, for growth and infrastructural development for the province”.

The PGDS is a platform where various structures, notably NGOs, business sector, municipalities, and labour are consulted and participate in defining the growth and development priorities of the province’s PGDS (PGDS, 2004-2014: 4). The developmental role of provincial government is to ensure that municipal IDPs are harmonised and integrated into the broader scheme presented by the strategy and inform a viable developmental framework in the province. The vertical integration and horizontal coordination by the PGDS are crucial to the local and national spheres of government to ensure systematic synergy and congruence in their quest for the developmental state (White Paper on Local Government, 1998). The local government should improve access to services and strengthen democracy by empowering the local structures to develop and increase the mobilisation of social capital (Cranko and Khan, 1999).

The observation is crucial in understanding this systematic policy shift. Development of one policy to another at national level raises an eyebrow in terms of whether one policy does not address the current challenges at local level. The national government has NSDP, RDP, and NDP among others all directing their efforts towards development challenges at local level. The strengthening of national policies in support of local government is highly appreciated. It is however, noted that there is inefficiency in terms of policies implementation to address development gaps at local level. For example, at provincial level, the PGDS seems to be losing direction in an

attempt to coordinate and support municipalities while IDPs at local municipal level are continuously losing the grip to champion local development and the local structure involvement so as to be actively participants in development affairs of their municipalities (cf. 1.8; cf. 1.9; cf. 2.3.1; cf. 2.6; cf. 2.8). These policies are not responding well in supporting and coordinating local government programmes that are geared towards development to enhance service delivery as required by Section 153 (b) of the South African Constitution (1996).

It is in this context that the researcher deemed it necessary to establish a correlation between the objectives and proposed set of recommendations in a tabulation way so as to justify their relationship. The table below provides the full understanding of how each objective contributed to development and service delivery in the Sekhukhune District Municipality. Table 3.12: provides the summary of recommendations based on individual and collective research objectives. The table further refer to the areas in the body of the study where reference was made in relation to the contribution of this study guided by the set of objectives that have been highlighted earlier. As the objectives were categorically stated, it was clear that the focal point is to see the convergence and interrelatedness of the objectives in this study. Whilst this study is crucial in improving the material conditions in the Sekhukhune District Municipality in general, however it was also necessary to inform policy reform on development and service delivery.

Figure 3.12 highlights the iterative model of horizontal and vertical coordination of local development and service delivery at local government level. The approach is in line with the essence of Chapter 3 Section 40 (1) of the South African Constitution (1996). Chapter 3 of the South African Constitution (1996) Section 40 (1) enjoins that “in the Republic, the government is constituted as national, provincial, and local spheres of government which are distinctive, interdependent and interrelated”. The South African Constitution (1996) brings the notion of integration and coordination in the quest to deliver services to the people. These local structures’ integrated approach to development and service delivery in the Sekhukhune District Municipality find expression as per the model below. The model illustrates how the three spheres of government should integrate and coordinate the national, provincial

and local government in support of development of development and service provision at local level.

The model depicts the local structures (traditional leaders, municipalities, business sector) as the epicentre of the study that is crucial for development and service delivery in the Sekhukhune District Municipality. The local structures contribute to infrastructure development and service delivery accompanied by spatial development, institutional capacity, resource mobilisation and skills. For that to happen they need participation and involvement, governance and accountability, partnerships and collaboration by affected sectors and structures. It is in this context that the national, provincial and local spheres of government are better placed to integrate and coordinate policies and strategies so as to ensure that they are harmonised and systematically synchronised towards achieving the broader objectives of developmental local government.

Other related structures as highlighted in the model serve to ensure that they complement the work done by the different spheres of government. Horizontal and vertical coordination by all spheres of government are in accordance with Section 154 of the South African Constitution (1996) (cf. 5.6). The narrative of this iterative model finds expression in Chapter 3 (cf. 3) which is the literature chapter as it is linked with to systematic approaches to development: NDP (national), PGDS (provincial) and IDPs (local government) in the Republic of South Africa.

Figure 3.12 presents a model that harmonises the local structures on one hand and forges coordination of development and service delivery on the other hand. The role of other spheres should be mainstreamed in supporting the efforts of the local government (municipalities). In the centre of this model (figure 3.12) below, it depicts the local structures that are charged with the responsibility to assess and contribute development in the Sekhukhune District Municipality. In order to realise this study's aim, the research objectives were synthesised and streamlined to better respond to the objectives supporting the recommendations. This study recommends that the national and provincial policies should be mainstreamed and synchronised in support of development. This is an iterative model that recommends an integrated approach to development taking into consideration key factors such as: local development and

spatial development by the local structures, governance, and accountability, participation, and involvement of the local structures. It is in this context that table 3.12 and figure 3.12's summary of objectives, proposed recommendations as well as local structures integrated approach to development and service delivery in the Sekhukhune District Municipality are seamlessly illustrated below as follows:

Objectives of the study	Contribution of each objective to the study	Recommendation for each objective in the study
<p>Objective 1: To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality</p>	<p>This objective is crucial in ascertaining whether the local structures have the potential and capacity to contribute to development and service delivery in the Sekhukhune District Municipality (cf. 1.6; cf. 1.9; cf. 1.10.1; cf. 1.15; cf. 1.16; cf. 3.1; cf. 3.2; cf. 3.9; cf. 3.9.1; cf. 3.9.5; cf. 6.3.4; cf. 6.3.5). It was established from theoretical literature survey that indeed the local structure contributed immensely in various areas. This includes their participation and involvement; local development; accountability and governance; and democratisation of local government as a sphere that is in the coal face of development and service delivery</p>	<p>This objective is indispensable in ensuring that for development and service delivery are happening through accountability, governance, and enhanced local development that promotes socio-economic development to be realised. It is in this context that the (individually and collectively) the institutions and individuals should be held accountable. This accountability ensures good governance which involves management of resources, necessary skills to ensure that management of resources is carried out in a manner which is consistent with the statute, prescribes, constitutional and legislative requirements. These ensure contribution by the local structures. Compliance is what is expected when dealing with public resources. Compliance contributes to good corporate governance which goes a long way with accountability as required by the statute</p>

<p>Objective 2: To assess the role of the local structures within the development spectrum in the Sekhukhune District Municipality</p>	<p>This objective was fully dealt with in a way that better responds to and articulates the importance of the local structures in assessing development. Its contribution could be traced from where the local structures identified some challenges that include constraints related to: resources, skills, and institutional capacity. This indicates that should the local structures be resourced, skilled and capacitated, there is high possibility of undertaking an assessment which seeks to contribute to local development. In addition, this objective was able to highlight what is needed to undertake an assessment on development. It was also established that spatial development was cited as a constraint to development (cf. 1.1; cf. 1.2; cf. 1.3; cf. 1.4.1; cf. 1.7; cf. 3.11; cf. 3.12.1; cf. 3.12.6; cf. 3.12.9; cf. 4.6; cf. 6.2; cf. 6.3.2; cf. 6.3.3; cf. 6.3.7; cf. 6.3.10; 6.4; cf. 7.2.1). An assessment of the role of the local structures in the Sekhukhune District Municipality was fundamental to this study</p>	<p>The objective recommends that for the local structures to be able to conduct an assessment that contribute to development they need collaboration, partnership, resources, skills and capacity. It is crucial to state that an assessment is a tool to enhance good governance and accountability that is crucial in support of the local structures. For the local structures to be able to undertake an assessment they need to be in a better position in terms of the skills, capacity, and resources (cf. 1.1; cf. 2.5; cf. 2.6; cf. 3.12.6; cf. 3.12.8; cf. 3.12.9; cf. 4.2; cf. 5.4.3; cf. 6.3.2; cf. 6.3.3; cf. 6.3.10; cf. 6.4; cf. 7.2.1). The land claims which were also highlighted as well as merger and disestablishment of local municipalities could be cited as the main obstacles that affect service delivery and development, therefore need to be addressed immediately through policy reform</p>
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<p>Objective 3: To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality</p>	<p>Participation and involvement of the local structures are perceived as the catalysts in enhancing service delivery, good governance, and accountability. This objective was central to gauge the importance of the local structures' role in assessing development and their contribution to the gaps that the local structures were confronted as well as to should learn. The participation and involvement of the local structures were examined so as to establish the challenges encountered by the local structures. Like the objective 1 and 2, this objective also identified similar constraints such as resources, skills, and capacity to conduct an assessment. The resources are crucial and for that matter they are needed are articulated in the body of this study (cf. 1.1; cf. 2.5; cf. 2.6; cf. 3.12.6; cf. 3.12.8; cf. 3.12.9; cf. 4.2; cf. 5.4.3; cf. 6.3.2; cf. 6.3.3; cf. 6.3.10; cf. 6.4; cf. 7.2.1). The local sphere of government is the custodian of local development so as to achieve a developmental state</p>	<p>It is recommended that the local structures should be better positioned to respond to (local) development which is a constitutional and legislative requirement. The participation and involvement of the local structures is consistent with the statutes, however they were not fully entrenched (cf. 1.9; cf. 2.3.1; cf. 3.12.8; cf. 3.12.9; cf. 4.3; cf. 6.4; cf. 7.2.1). It is important for the local structures to take the centre stage and for that matter contribute to local and infrastructure development and service delivery in order to achieve socio-economic development</p>
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<p>Objective 4: To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement</p>	<p>Accountability and good governance demonstrate institutional stability. Participation and involvement of the local structures in development might be construed to be the instrument to enhance service delivery on one hand but also to democratise the participation of all sectors of the population. This objective was intrinsic in exploring and contributing the important implications of the local structures' participation in the Sekhukhune District Municipality. In its quest to ensure that service delivery is enhanced, the need for the local structures to hold the institution accountable was within the ambit of the law to ensure that checks and balance are maintained (cf. 1.2; cf. 1.10; cf. 3.9.4; cf. 4.4; cf. 6.3.4). Good governance ensures clean corporate administration hence it has the potential to enhance service delivery and ultimately advance socio-economic development in the Sekhukhune District Municipality</p>	<p>In terms of the recommendation, this objective was explored to the fullest in order to establish its achievement of the aim of this study. It is recommended that governance be strengthened through leadership to inform accountability. Governance and accountability are intertwined which require commitment responsibilities at institutional level so as to ensure stability. Once stability is maintained, the likelihood of acceleration of service delivery to enhance development was inevitable. It is also recommended that the institution across all spheres should coordinate their service delivery model in order to maximise impact while resources are minimised and monitored (cf. 1.8; cf. 2.7). It is also recommended that governance and accountability should be enforced through prosecution by the delinquents and be punishable offence. It is important to review the policy so as to ensure that transgressors and delinquents are held accountable</p>
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<p>Objective 5: To investigate any relationship between the local structures and local development in the Sekhukhune District Municipality</p>	<p>This study has shown that there is a solidified relationship between the local structures and local development. LED strategic framework of municipalities seeks to consolidate this correlation. It should further be understood that the participation of the local structures in service delivery enhances the chances of enhancing local development. This objective was intrinsic in contributing to the realisation of the aim of this study. Local development cannot take place in isolation or outside the realities of the contribution of the local structures. For that matter it is the responsibility of these local structures to ensure that this relationship remains intact and maintained for the benefit of development. Contribution of LED in development cannot be over exaggerated</p>	<p>For local development to be realised, this study recommends that the local structures should be in the centre of development. Once the local structures are trapped in the periphery of development, the realisation and advancement of socio-economic development would remain a pipe-dream. This study acknowledges the contribution of local development in sustaining horizontal and vertical development which is needed in rural areas to reverse the injustices of the past. The legacy of under-development contributed to infrastructure backlogs that are associated with and attributed to the Bantustan administration (cf. 1.1; cf. 1.2; cf. 1.9; cf. 2.3; cf. 3.9.2; cf. 4.4; cf. 6.3.3; cf. 6.4; cf. 7.2.1). It is in this context that the national policies be reviewed so as to be rural development-oriented. The Sekhukhune District Municipality is an example of rural and under-development region in South Africa</p>
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Table 3.12: summary of the contribution of each research objectives in this research study

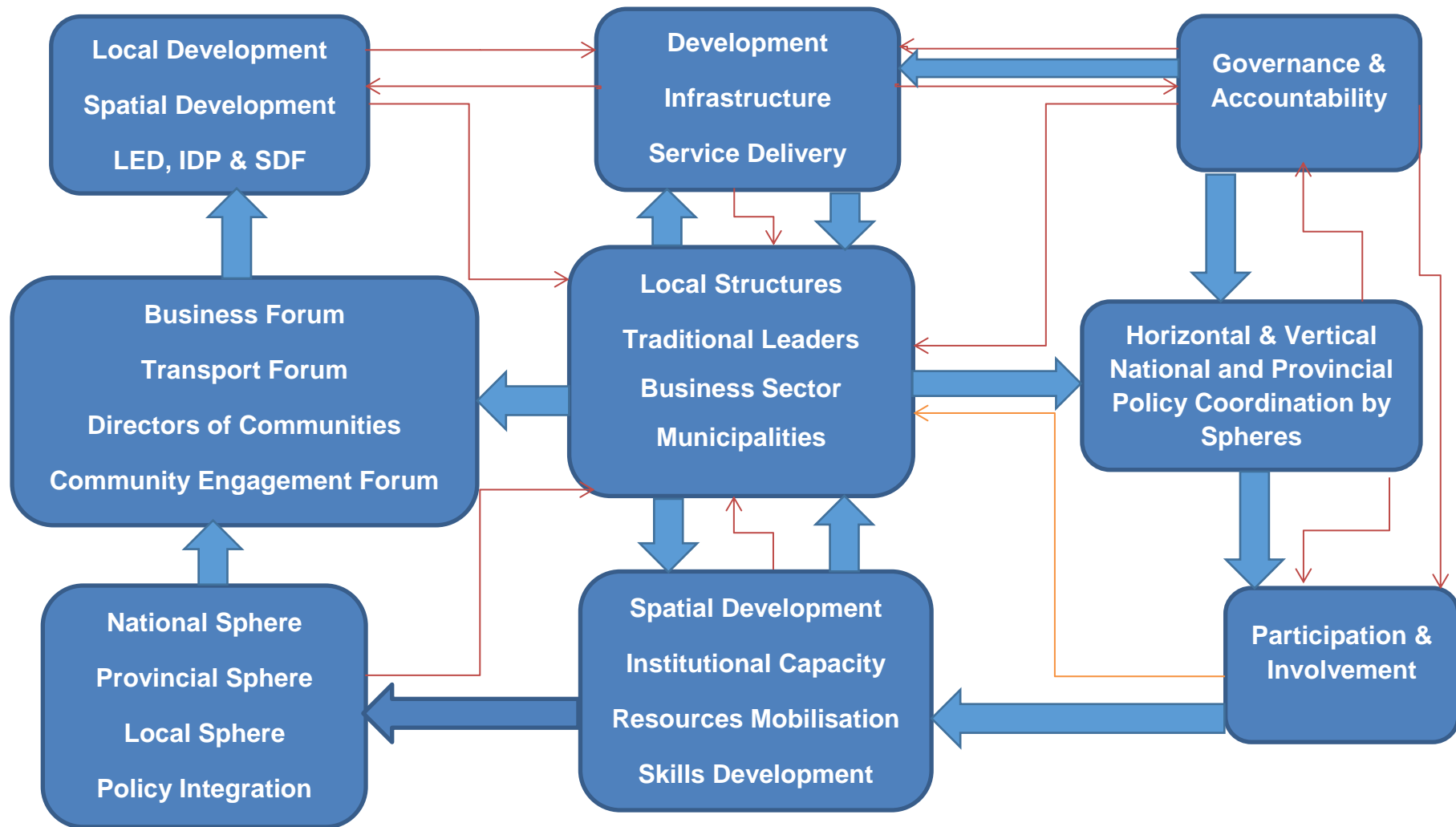


Figure 3.12: local structures' integrated approach to development and service delivery in the Sekhukhune District Municipality

3.13 Assessment of participation of local structures in development

Participation encapsulates capacity building as the active empowerment of local structures in order to fully understand the meaning and objective of public participation (SALGA, 2016: 14). This means that participants in a public participation process should understand the aim, objectives, and the methodologies of the process, procedures, and mechanisms. Obadire *et al.*, (2013) cited in Rana (2017) found that the CRDP is a national collective action to fight poverty, hunger, unemployment, and lack of development in rural areas (cf. 2.7).

The DRDLR (2009: 4) developed a CRDP Framework as a participatory process through which rural people learn over time, through their own experiences and initiatives, about how to adapt to their changing world. The participation of different stakeholders in an assessment is important in terms of ownership and sustainability of the process and the use of the findings for improvement (Hailey, James and Wrigley, 2005: 3). Given the level of illiteracy and lack of understanding among participants, participation remains an impediment for active involvement (cf. 1.4.1; cf. 2.6; cf. 2.7).

Possible solutions to the effective participation of all local structures in the implementation and monitoring of the programme can be proffered once the local structures are capacitated (Obadire *et al.*, 2013: 274). The level of participation should be made compulsory for the local structures as local government is the only sphere of government closest to the communities, particularly municipal councils and NGOs (HSRC, 2000: 5). Assessment processes are the outcome of evaluation research that is very much linked to the ongoing development process where planning is essential to agree with all local structures in terms of level of participation (Hailey *et al.*, 2005: 15). The methodology for assessing participation should be agreed upon by all local structures and should demonstrate the element of replicability when used over and over in different projects/programmes (Hailey *et al.*, 2005: 15).

3.13.1 Governance and accountability by the local structures

Chabal (2009: 4) stated that “in its most basic definition, which is the one commonly used by international organisations, good governance includes accountability, transparency, and formal institutional rule”. Badu and Parker (1994: 28-29) concur with the World Bank, (1989: 3) that there is too little effort to foster development and for that matter the exertion compromises, among others, accountability and good governance at local level. The assumption of accountability by all participants in a participatory process in which full responsibility, including a willingness and commitment by all means, and decision-making processes, is a cornerstone towards good governance (SALGA, 2016: 13).

The main focus is on three conditions on accountability and governance at local development that involve among others: effective devolution of powers to local government, synergy between local government and civil society, and cohesive local government structures (Galvin, 1999). Koma and Kuye (2014: 97) state that the objects of local government amongst others are: to provide democratic and accountable government for local communities so as to ensure that the provision of basic services to communities is provided and achieved in effective, efficient, and sustainable manner. The NDP (2011: 56) states that “the constitutional framework allows for more differentiation in the allocation of powers and functions, and this should be used to ensure a better fit between the capacity and responsibilities of provinces and municipalities”.

Decentralisation could also be expected to contribute to key elements of good governance, such as increasing people's opportunities for participation in economic, social, and political decisions; assisting in developing people's capacities; and enhancing government responsiveness, transparency, and accountability (UNDP, 1999: 2). Governance issues characterised by non-accountability; inability to apply legislation; failure to comply with legislation; adherence by municipalities to their own policies and by-laws; non-implementation of audit committee action plans; maladministration; councillor performance and quality of councillors; corruption and fraud; nepotism; political interference; and lack of control and internal accountability (Siddle and Koelble, 2016: 18). For that matter, the involvement of communities and

community organisations in the matters of local governance is touted as participatory democracy that encompasses accountability by the local structures (South African Constitution, 1996). The development of IDP represents a major policy shift in South Africa, particularly in local government, and holds the leaders of municipalities' accountable in development (Malefane, 2008: 3).

The municipalities are facing institutional reform requirements which require them to shoulder the additional responsibility of implementing a developmental planning and participatory agenda (Department of Planning, Monitoring and Evaluation, 1994-2014: 30). One of the most important defining roles of local government post 1994 was to integrate the rural and urban municipalities so as to reverse the distorted demarcation by the apartheid regime. The challenges facing municipalities in the area of governance include a lack of political leadership, high political interference, and patronage. This is accelerated by poor political and administrative oversight and weak compliance. According to the Department of Planning, Monitoring and Evaluation (1994-2014: 30), the following are the main impediments of the municipalities to fulfil their constitutional and legislative obligations:

- Inability to respond to complex policy demands and expectations;
- Huge variables in spatial location, skills base, and socio-economic legacies; and
- Service failures by municipalities due to uneven and unstable governance.

3.13.2 Interrelationship between the local structures and local development

In other areas, regional utilities could provide services on behalf of less and well-resourced municipalities, but this should be led by municipalities to avoid and undermining democratic accountability for service delivery (NDP, 2011: 56). There is a thin line between the local structures and developmental local government (local development) as they both co-exist and share the same space – development and service delivery in the Sekhukhune District Municipality. It is important to investigate a distinction between local structures and local development so as to clarify their correlation. Although local structures do not have fine-tuned policies and pieces of legislation that are directly regulating them, their focus is largely on development and

provision of essential services to the citizens in affordable way. Traditionally, development implies assisting governments in becoming responsible and legitimate actors, willing to assume ownership of their proper processes (Koma, 2012b).

In this regard, attention would be given to South African scenario during and post-apartheid whereby the emphasis is on the current trajectory of development, service provision and local democracy. If the intention of this study is to put the structures in the centre of development, then any development that excludes the local structures is immaterial and meaningless. Okali, Sumberg, and Farrington (1994) cited in Reeds (2008) distinguished between the research-driven and development-driven metaphor as the foundation of participation that focuses on outcomes that seek to build capacity and empowerment to the local structures to define and meet their own needs. Development is people-centred and people-driven as long as it involves the role players (local structures). It is in this context that putting the people in the centre of development has been touted decades ago and can be understood from different philosophical point of view. In understanding the local structures and local development, it is convincingly important to assess their convergence and divergence of these two constructs eminently. Local development depends on the local structures to happen.

Participation is a means whilst development is the end. In the centre of the two, lies the local structure that is charged with the responsibility to drive the means to achieve an end. Local structures can be easily understood within the backdrop of social relationships that have important implications to social support (House, Umberson and Landis, 1988: 301). A systematic way of measuring the relationship between local development and the local structures is to assess whether or not development can take place outside participation and involvement of recipients (local structures).

Grefe (1989, 1990, and 1993) explained that “local development is a wide ranging concept that can best be seen as a process through which a certain number of institutions and/or local people mobilise themselves in a given locality in order to create, reinforce, and stabilise activities using as best as possible the resources of the territory”. The local structures are key players and participants in development

and service delivery. This includes their role in supporting and assessing the extent to which development contributes towards the advancement of socio-economic needs of their citizens or as a tool to enhance their livelihood.

3.13.3 Assessment of all local structures in service delivery and development

The theories of service delivery protests are common in the South African political landscape and their impact on socio-economic advancement and should be felt by the poor and the lesser fortunes. The theories around the origins of service delivery protests and their socio-political impact on such communities are an on-going concern in South Africa (Twala, 2014: 159). An integrated approach should be grounded on the notion and principle decision to change the lives of the people. The Sekhukhune District Municipality is characterised by people living in rural areas facing a set of factors that pose major challenges to local development (HSRC, 2000: 2). This statement is accentuated by the fact that rural areas are often politically marginalised, leaving little opportunity for the development and unable to influence government policies and decisions. The capacity to assess development, service delivery, and governance in order to strengthen accountability remains a challenge. Due to lack of capacity to involve structures in development highlights the failure of the state to mobilise resources which is leading to the collapse and the major shortcomings on the side of the state (HSRC, 2000: 2).

The study is *sin qui none* and constituted by the local structures as the actors in the Sekhukhune District Municipality that are: traditional leaders, business, municipalities, and NGOs. Each sector consists of more than one structure that can be well versed in assessing service delivery development. This does not limit the local structures to four local structures only; however, given the reason leading to the manageability of this study, the four were identified for their role in (local) development. Although development is every sector's business it is intrinsic to argue that it is a collective responsibility of all structures. It is important to identify key areas that are leading to passive participation and involvement of local structures in which local development suffers. Among other constrains are: lack of resources, lack of capacity, high level of illiteracy, and lack of interest. This study has aim (cf. 1.5) and

objectives (cf. 1.6) to achieve as articulated above research questions (cf. 1.7). In addition, this study is divided into main research objective accompanied by set of corresponding objectives. The main or primary objective is:

- To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality.

The other concomitant objectives are:

- To assess the role of local structures within the development spectrum in the Sekhukhune District Municipality;
- To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality;
- To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement; and
- To investigate any relationship between local structures and local development in the Sekhukhune District Municipality.

3.13.4 An assessment of local municipalities as a structure

Shah and Shah (2006: 1) explained that “local government refers to specific institutions or entities created by national constitutions, state constitutions, ordinary legislation of a higher level of central government, provincial or state legislation, or by executive order to deliver a range of specified services to a relatively small geographically delineated area”. Concerns revolved principally around poor communications, poor relationship, and ineffectiveness of the local structures in the participation mechanisms (Siddle and Koelble, 2016: 18). The assessment would be informed by the appropriateness and the relevancy of data when assessment is undertaken (Hailey *et al.*, 2005: 3). It is partly for this reason that more emphasis is now being placed on developing appropriate monitoring systems.

Municipalities are strategically and better placed to champion development, however, they lack instruments to conduct an assessment. The assessment conducted by the DCOGTA in 2009 was the turning point in the history of local government post-apartheid South Africa as it had highlighted the gaps (DCOGTA,

2009). The assessment as conducted by the DCOGTA in 2009 highlighted capacity, skills, and resource constraints as the main factors bedridden municipalities. The assessment on development undertaken by the business sector (mines) in the Sekhukhune District Municipality revealed that land and infrastructure pose challenges.

On the basis of this background local municipalities were identified and classified to undertake an assessment in order to determine the capacity and resources. It is important that the process of local structures' involvement was necessary to understand and undertake assessment. The local municipalities' ability to respond to the challenges of development remains and depends mostly on its relationship with other spheres, including civil society among its stakeholders (Galvin, 1999: 92). The local government system needs adequate funding to address development problems (Galvin, 1999: 92). Within municipalities, various structures for governance and administration exist that were established to give effect to the constitutional obligation of ensuring that the provision of basic services to the citizens is rendered in an effective, efficient, and equitable manner.

Koma (2010: 113) indicates that local government is aptly defined as a sphere of government located within communities and well-placed to appropriately respond to local needs, interests, and expectations of communities across racial divide. Van der Waldt (2006) states that local government is at the coalface of public service delivery and is a key role-player in the development process in South Africa. The realisation of developmental local government in the advent of democracy is in the behest of municipalities that were given both constitutional and legislative mandate as the custodians, vanguards, and champions of socio-economic development.

Municipalities have structures working collaboratively and collectively. These structures are elected representatives (councillors), mayoral committees (executive committees), and administration (management and staff) (Khoza, 2001). Councillors and mayoral committees, as governance structures within municipal council, have obligations of ensuring that municipal by-laws, policies, budgets, and IDPs are approved and implemented. One of the critical factors confronting municipalities today is to ensure that the needs of the citizens are correctly identified and prioritised

whilst the administration structure drives service delivery in support of development in the best way possible to meeting these needs as articulated in the IDPs (Khoza, 2001: 17). Successful development should embrace a participatory paradigm in order to respond to articulated priorities and observed opportunities at the local level (HSRC, 2000: v).

It has become increasingly evident that development interventions with a strong sectoral emphasis are not sufficient to deal with the complexity of the developmental *problematique* (Escobar, 1995: 64-76) cited in (Gueli, Liebenberg and van Huyssteen, 2007: 102). Significantly, the local structures are structured to inform and participate in decision-making at local level pertaining to development (Gueli *et al.*, 2007: 102). Local government structures normally begin by defining the vision of a municipality (i.e. the desired end-state) (Gueli *et al.*, 2007: 102). According to Gueli *et al.*, (2007: 102) there are core principles that underpin the participatory processes.

Section 42 of the Municipal Structures Act (1998) dictates that “a municipality through appropriate mechanisms, processes, and procedures established...must involve local community in development, implementation and review of the municipality performance management systems...” As municipal structures within the context of this study, local municipalities should use IDPs as a platform to engage with various structures in the communities. The local structures participate in the IDPs to identify a list of priorities. Municipalities are unable to unpack guidelines, procedures, and processes that are necessary to define the processes of engagement with communities and provide them with feedback mechanisms on the progress towards the realisation of the IDP imperatives. An important approach is to synchronise participatory democracy, centred on a better coordination and commitment by structures involved in municipal processes in order to be able to undertake assessment (Bekink, 2006: 71) cited in (Koma and Kuye, 2014: 98).

Khoza (2001: 14) states that mechanisms have to be developed for proper consultation and assessment by the local structures to find out what are the needs and priorities of the communities. In order to ensure that municipality delivers on their electorates, a Service Delivery and Budget Implementation Plan (SDBIP) is required to foster quarterly deliverables. The SDBIP necessitates accountability and

transparency to facilitate assessment at local level. Conducting assessment shows an initiative by municipality to diagnosis the gaps that affect development and propose intervention mechanisms. Kanyane and Koma (2006: 3) cited in Koma (2012b: 108), state that “the ANC-led government argued that the successful implementation of the *Reconstruction and Development Programme* (RDP) was dependent on the ability of local structures to deliver basic services to their communities”.

The earliest philosophical theory or approach which is based on existentialism (cf. 3.9.2) emphasises the existence of the individual person as a free and responsible agent determining his own development. The consolidation and democratisation of local governance rests with the roles and responsibilities of the local structures to take an active role in the assessment in terms of provision of municipal infrastructure (DPLG 2007d: 6). Municipal Structures Act (2000) defines the legal nature of a municipality that includes the local community within the municipal area working in partnership with the municipality’s political and administrative structures.

3.13.5 Role of traditional leaders in assessing development

Traditional leadership is an entrenched attribute of governance in African countries (Tshehla, 2005). Among the local structures that contribute to development are the traditional leaders who were historically the providers of the local services in the rural areas during apartheid. It is against this background that this study seeks to investigate the role and contribution of local structures in development. Traditional leaders are recognised in terms of Chapter 12 of the South African Constitution (1996) as a formal structure that should participate in local development. The Municipal Structures Act (1998) in particular Chapter 4 Part 6, recognises traditional leaders as formal local structures responsible for local governance equally as councillors. The establishment of the National House of Traditional Leaders and Provincial Houses of Traditional Leaders was in response to the government’s intention to recognise traditional leaders in development. In light of this constitutional recognition of traditional leaders, the South African Constitution (1996) recognises the traditional authorities as key players in development (Bank and Southall, 1996: 409).

Chapter 12 Section 212 (1) of the South African Constitution (1996) and other national pieces of legislation recognise traditional leadership as the structure that may provide leadership as an institution at the local level so as to preside over the matters affecting local communities. The participation of local structures on development is a common practice in the traditional setting through kopano (local meetings). *Imbizos*, which are public meetings between politicians or government officials and citizens, take place regularly and constitute interaction with communities on issues of service delivery and development (Reitzes, 2009: 4).

The working relationship between the local government sector and the traditional leaders remains a bone of contention particularly on issues of land development whereby the municipal councillors find it difficult given the ambiguity in respect of the roles and functions of traditional leaders on matters of development (Bikam and Chakwizira, 2014: 144). A framework was created to provide clarity on the involvement of traditional leadership in South Africa on matters relating to roles and responsibilities with respect to the Municipal Structures Act (1998) (Bikam and Chakwizira, 2014: 146). It is in this context that traditional leaders are important local structures to lead development (Meer and Campbell, 2007: 9). The government's pillars of national transformation and sustainable development are grounded on the principles of people-centred development, poverty eradication, and social justice characterised by diversified pillars for local government reform (Rambachan, 2013).

A healthy democracy is entrenched, intensified, and strengthened by public participation and involvement of structures on matters that concern traditional leaders. Bikam and Chakwizira (2014: 146) stated that "the Municipal Structures Act, (1998) recognises the importance of traditional rulers but it does not precisely state what role they should play as far as land use planning and development projects are concerned". For the traditional leaders to effectively participate in the local development, they should equally benefit from training and capacity building provided to the councillors by the SALGA. The Municipal Systems Act (2000) places developmental local government in the centre of participatory democracy, and therefore, the needs for the local structures to participate should be explicitly articulated.

The reality is the case in the Sekhukhune District Municipality where the traditional leaders were reluctant to release their land for development. This situation created a strained relationship between the two (traditional leaders and councillors), on one hand, and delays development, on the other hand. Lack of role clarification left the traditional leadership stranded and on the periphery of planning and development at the local government level, irrespective of the fact that they are consulted by the municipalities (councillors) and constitutionally recognised (Bikam and Chakwizira, 2014: 146). The traditional leaders perceive consultation by elected councillors on development as undertaken for the sake of legislative compliance, particularly as their inputs are not considered (Bikam and Chakwizira, 2014: 146). The Sekhukhune District Municipality has more traditional leaders in Limpopo Province than any other district (region in Limpopo Province) (Sekhukhune District Municipality IDP 2011/12-2015/16).

The object of the Traditional Leadership Governance Framework Act 2003 (Act No. 41 of 2003) is to promote the role of traditional leadership within a democratic constitutional dispensation. The Traditional Leadership Governance Framework Act (2003) seeks to enhance unity and understanding among traditional communities and advise national government accordingly on issues that matter most in the terrain of traditional leaders. The establishment of the local houses of traditional leaders was in response to intensify and cement the long anticipated relationship between the municipalities and traditional leaders on development initiatives (South Africa Yearbook, 2009/10: 264).

The local structures in the Sekhukhune District Municipality are interested and affected by service delivery and lack of development. The government undertook a discussion in leading the structures on a critical question on the future of local government. The question was based on, “what is the state of local government in 2009 and what must be done to restore the confidence of our people in this sphere of government by 2011 and beyond?” (DCOGTA, 2009-2014: 3). This important question becomes relevant in the advent of the local government losing its grip in terms of service delivery and development. The legislative and constitutional mandate of local sphere of government is clarified in terms of the roles and

responsibilities. The year 2011 referred to here was the year of local government elections post democratic local government of 2000 (Municipal Systems Act, 2000).

The possible role and responsibility of traditional leaders depend on the outcome of the deliberations between government and the coalition of traditional leaders (SALGA, 2001: 16). The Traditional Leadership Governance Framework Act (2003) outlines the involvement of local structures (traditional leaders) as crucial as the Act recognises them. The National House of Traditional Leaders Act 1997 (Act No. 10 of 1997) provides for the establishment of the National House of Traditional Leaders whose function is to determine the powers, duties, and responsibilities of the House in support of government's efforts to foster and promote the relationship between the National House and the Provincial Houses (National House of Traditional Leaders Act, 1997). Both Houses of traditional leaders believe that the conflict between the traditional leaders and councillors is on-going and that a legislative amendment should be considered to enable councillors to consult traditional leaders on matters that affect their constituencies (Phago and Netswera, 2011: 1030).

3.13.6 Business sector's contribution in development and service delivery

Another structure that has the responsibility in supporting development at local level is the business sector. Business sector and government however, neglect rural development in South Africa, especially the former homelands (Sowetan 2015 March: 16). The sector has the skills, capacity, and resources to meet the Sekhukhune District Municipality half-way in terms of poverty alleviation projects and local development at the local level. This would also include skills transfer for future sustainability if the sector has to contribute to the development at the local space.

Through their corporate social investment as envisaged in the Mineral and Petroleum Resources Development Act (MPRDA), 2002 (Act No. 28 of 2002), the sector is required to develop a social and labour plan that serves as a framework for development. The social and labour plan should be developed in such a way that it is aligned with the IDPs of the local municipalities and the Sekhukhune District Municipality respectively. For the business sector to comply with this social and

labour plan for implementation of corporate social investment, the participation and involvement of the local structures is of utmost importance. The social and labour plan for mines in the Sekhukhune District Municipality is developed by the consultants who do not know the needs, aspirations and predicaments of communities in the Sekhukhune District Municipality (BCR Minerals Consultancy (Pty) Ltd, 2015: 10).

The social and labour plan involves the LED which is one of the key components of the local authority. The local structures are direct beneficiaries during the implementation of corporate social investment due to the nature of their participation as required by the MPRDA (2002) particularly those who reside around and affected by the mining operations. The South African history which was based on segregation and denial of fundamental human rights is responsible for brainwashing the local structures' failure to participate in development related programmes that seek to improve their material conditions (Group Areas Act, 1950 Act No. 41 of 1950; and Land Act, 1913 Act No. 26 of 1913) respectively.

The objective of the MPRDA (2002) is to promote the equitable access to and sustainable development of the nation's mineral and petroleum resources. The mining sector in South Africa is the backbone of the economy. South Africa leads the world in the mining sector in terms of its abundance of mineral resources, particularly platinum (South Africa Investor's Handbook, 2011/2012: 38). Mining is a crucial sector for local development in South Africa (Rogerson, 2011: 13373). Its advancement in technology puts South Africa on the global advantage in converting ground breaking process into a low-grade superfine iron and ore into high-quality iron units (South Africa Investor's Handbook 2011/12: 38).

It is against this backdrop that the Sekhukhune District Municipality is South Africa's world platinum producer. The Sekhukhune District Municipality cuts across the north-eastern part of the Eastern Limb of the Bushveld Complex, an immense geological structure that contains the largest reserves of platinum group metals in the world (Sekhukhune District Municipality IDP, 2012-2013: 136). Platinum group metals are a family of six metals – platinum, palladium, rhodium, iridium, osmium, and ruthenium, and the first three of these are the main metals used as catalysts

(Sekhukhune District Municipality IDP, 2012-2013: 136). Nickel, chrome, vanadium, titanium, iron, copper, gold, cobalt, granite and asbestos are some of the other deposits found in the Eastern Limb of the Bushveld Complex belt (Sekhukhune District Municipality IDP, 2012-2013: 136).

Historically, South Africa has been primarily dependent on mineral and energy production and export (Nel, 2002). Mining's contribution towards the growth of economy is the Sekhukhune District Municipality which is estimated at between 15-20%, depending on the source of the statistics (Goode, 2006). Within the Sekhukhune District Municipality, the business sector contributes mostly to the growth of Makhuduthamaga Local Municipality (22, 8% in 2000), Fetakgomo Local Municipality (32, 6% in 2000), and Greater Tubatse Municipality (36, 6 in 2000) (Goode, 2006).

The major mining activity in the Sekhukhune District Municipality occurs around the Sekhukhune Dilokong Platinum Corridor, which stretches largely across Tubatse and Fetakgomo. Makhuduthamaga Local Municipality, Elias Motsoaledi Local Municipality, and Ephraim Mogale Local Municipality are relatively low levels of mining activities (Sekhukhune District Municipality Final Draft IDP, 2010). It is estimated that mining grew at an annual rate of 5.4% from 1996 – 2001 (Goode, 2006), comparatively high growth rate which bodes well for the future. According to the Department of Minerals and Energy: *National response to South Africa's electricity shortage*, (2008), there were 17 operating platinum mines in the Sekhukhune District Municipality area in 2006 alone (Goode, 2006). Historically, the South African economies depend primarily on mineral and energy production and export for centuries (Centre for Development Support: Towards a post-mining economy in a small town, 2006).

The critical challenges facing the Sekhukhune District Municipality involve shortage of water resources, spatial development, and planning to enable the mining industry to flourish (Smith and da Lomba, 2008: 1). Of equal importance, is the understanding of the role played by infrastructure development and developmental policies that are crucial in facilitating the utilisation of infrastructure development for the benefit of society (Smith and da Lomba, 2008: 1). The Sekhukhune District Municipality is in

the southern part of the province and is one of the poorest and least developed of the Limpopo regions. Ironically, the Sekhukhune District Municipality is the world's host of platinum reserves. An assessment was undertaken by the mines in the Sekhukhune District Municipality in which the findings indicated that there is shortage of infrastructure, water resources, and space for development mainly for the expansion of the business opportunities. As the platinum mining industry expands in the Eastern Limb of the Bushveld Complex, it is increasingly evident that a major constraint to development post-assessment is a lack of appropriate infrastructure, water resources, and spatial development (Smith *et al.*, 2008: 367; Smith and da Lomba, 2008: 1).

The Sekhukhune District Municipality's Greater Tubatse Municipality in the Eastern Limb of the Bushveld Complex is the home of platinum. For comparison sake, the Sekhukhune District Municipality is largely rural and the Capricorn District Municipality is largely urban (economic heartland of Limpopo Province) which is located in the centre of the Limpopo Province (Stats SA: 2011). It is the capital city of the province (Limpopo) and the home to the University of Limpopo which is more advanced in terms of infrastructure development (Reitzes, 2009: 25). The Sekhukhune District Municipality is fully conscious of the huge developmental challenges given the need for the provision of basic service and infrastructure for development for the benefit of the business sector (Sekhukhune District Municipality IDP, 2012/13: 3).

Despite all global economic challenges, South Africa's mining sector plays a crucial role in the modern economy in the country (Department of Minerals and Energy: *National response to South Africa's electricity shortage*, 2008). Mining remains an important foreign exchange earner, with gold accounting for over one-third of exports. The country has world-scale primary processing facilities covering carbon steel, stainless steel, and aluminium, in addition to gold and platinum respectively (Goode, 2006). The mining sector has a significant role to play in the economic development in South Africa and assumed the role and status of a key driver for the national economy (Rogerson, 2011). The role of mining sector on local development is important as required by the MPRDA (2002).

Business (mining) sector has a role to play in mobilising local structures and stakeholders for LED through the implementation of poverty alleviation projects for local job creation. Section 1 (b) (vi) and (vii) of the MPRDA (2002) indicates that in transforming such industries it is important to assist municipalities in providing for and facilitating the socio-economic development for the directly benefiting the host communities. This is pivotal to ensure that the affected communities are by a large extent suppliers of labour to the operations and contribute to the socio-economic development of all historically disadvantaged South Africans from the activities of such operations (MPRDA, 2002). The opportunities exist for these plans to form the basis for a smooth transition to a post-mining economy in those local communities which are mining-dependent (Rogerson, 2011: 13373).

Social and labour plans remain central and the mainstay for local government. So far, less (studies) has been done in terms of investigating the impact of the mining sector in local government in South Africa (Rogerson, 2011: 13378). The same applies that less has been done to explore the impact of the mining sector in the communities they operate. The business sector has a role to equip, empower, and transfer skill to the local structures (communities) in the mining areas. The role of mining sector in local development is evident as legislation requires in terms of Section 100 (2) (a) of the MPRDA (2002: 84) to give effect to the Mining Charter which seeks to advance the objects of Broad-Based Black Economic Empowerment Act (BBBEEA), 2003 (Act 53 of 2003: 84) and the Preferential Procurement Policy Framework Act (PPPFA), 2000 (Act No. 5 of 2000).

According to Smith *et al.*, (2008: 369) the root causes of this uncomplimentary relationship between the mines and other local structures in particular include:

- A lack capacity at the municipal level to support integrated development;
- Poor integration of development efforts between government (municipalities) and the private sector (mines); and
- Uncoordinated effort by individual mines in terms of social responsibilities.

3.13.7 The role of civil society/NGOs structure in development

The role of the NGO sector in development and service delivery is crucial locally and internationally (Badu and Parker, 1994: 29). NGO sector is in touch with and exposed to the local realities. Service delivery and planning are crucial in municipality in guiding development (White Paper on Municipal Services Partnerships, 2000: 18). Many factors come to play when it comes to accountability and good governance. The reason why the local structures are unable to hold leaders to account is due to lack of knowledge in the Sekhukhune District Municipality. This lack of role clarification opens a space for manipulation for the local structures. The local structures should from time to time be taught and capacitated so as to better fulfil their obligations. In the past, NGOs have been increasingly advocated as a means through which the gap between citizens' needs and existing services can be bridged (Banks and Hulme, 2012: 3). The NGOs play a pivotal role in rural development as a supplement to the development efforts of Third World governments (Badu and Parker, 1994: 28).

The sectors of civil society are constituted by *inter alia* NGOs, traditional leaders, and businesses working together for a common vision, i.e. simply to achieve the intended objectives that are development and service delivery. The coordination for these sectors to participate in service delivery and development becomes the responsibility of local authority as the only sphere of government closest to the people (White Paper on Local Government, 1998). Good community organisations according to Steyn (1992: 45) are those which have high levels of participation while remaining close to the grassroots. The participation of the local structures is a critical area that needs attention to be addressed because of its fundamental importance to NGOs' approach to development (Hailey *et al.*, 2005: 6). Although nothing has been done by this sector in terms of assessing the state of development and service delivery in the Sekhukhune District Municipality, the reason postulated is resource constraints.

It is argued that the effectiveness of community organisations working together make their job easier (Cranko and Khan, 1999: 58). It is against this background that democratically elected local authorities should work with local structures to establish

maximum conditions of good governance to implement effective development projects (White Paper on RDP, 1994: 18). Many community groups have a strong development background as a result of their participation in various structures they belong to (Steyn, 1992: 45). Let alone at local level – development is deepening whilst local governance hitherto is in a state of disarray (Nyalunga, 2006). On the basis of being a sphere of government in its own right, local government is at coal face of development and service delivery. The local structures' participation in the affairs of the Sekhukhune District Municipality and its local municipalities is minimal as a result of lack of knowledge, understanding, and feedback.

There is a need to promote new forms of engagement between state, civil society, and the business sector in the form of partnership to advance development (Crako and Khan, 1999: 22). The local structures have coordinating and developmental roles in ensuring the success of local development. This local sphere of government has been given a developmental mandate to improve the socio-economic conditions in the local space for the benefit of local communities. Local government was established at the advent of democracy to close the widening gap between the rural and urban infrastructure. The delay in the realisation of infrastructure development is due to lack of understanding and role clarification among the local structures. The NGOs are better placed to pursue service provision than to limit themselves to advocacy and empowerment (Banks and Hulme, 2012: 3). There is certainly a wide variety of community organisations and structures that represent the interests of the poor rural communities to further their objectives (Steyn 1992: 45).

3.13.8 The role of partnership in support of municipal service delivery

The Sekhukhune District Municipality is expected to develop and enter into service level agreements with its local municipalities as required by the National Treasury Regulations Circular No.75 (2015/16). The National Treasury (2014) Regulations Circular No.75 (2015/16) requires the district municipalities to enter into service level agreements with the local municipalities before providing infrastructure or any service. The aim of the service level agreements is to strengthen support and

capacity of local municipalities in terms of the provision of bulk infrastructures, WDP, and the broader provision of services.

The Sekhukhune District Municipality is experiencing large service delivery gaps as the case of Limpopo Province like other provinces such as the Eastern Cape and KwaZulu-Natal provinces (cf. 2.6.1) which are dominantly rural provinces (Managa, 2012). Delivery mechanisms which municipalities can consider include, but are not limited to, building on existing capacities and partnerships. Among other issues to be taken into account that could help to bail out the municipalities, is to partner with the business sector. Section 78 of the Municipal Systems Act (2000), together with the White Paper on Municipal Services Partnerships (2000: 11), provide a platform for a municipality to enter into a service partnership (Public-Private Partnership) (PPP), the case-in-point is Mbombela Local Municipality in Nelspruit where a partnership between the municipality and Selulumanzi Sembcorp (service provider) was entered for the provision of water resource to the communities on behalf of the municipality.

The partnership model also prevails between City of Polokwane Municipality in Limpopo Province and Lepelle Northern Water (water utility) for the provision of water services on behalf of the City of Polokwane Municipality and other municipalities. Partnerships are not limited to public entities or private sector, but might further involve community-based organisations and NGOs. The DPLG is also responsible for capacitating provincial departments that have a bearing in local government service delivery and municipalities in building capacities (National Treasury, 2007: 19). This augmented by speedy delivery of free basic services, building sustainable human settlements and viable communities, improves all municipal services, builds infrastructure, and creation of job opportunities. The devolution of several new powers and functions to local government, without the concomitant fiscal resources and human capacity base compromises the ability of the municipalities to discharge their constitutional obligations (Nyalunga, 2006). More resources should be channelled to local government to enable the sphere to discharge its constitutional mandate.

The Limpopo Traditional Leadership and Institutions Act, 2005 (Act No 6 of 2005: 7) provides a platform that promotes partnership between the municipality and

traditional leaders so as to enhance development. A theoretical partnership on service delivery and development by the local structures in the Sekhukhune District Municipality forms the basis of this study. The importance and contribution of local structures in the Sekhukhune District Municipality is the cornerstone, underpinned by key strategies to tackle under-development. The role of local structures and their participation is underpinned by Chapter 10 of the South African Constitution (1996) in particular Section 195 (1) (e). In advancing the needs of the stakeholders, the DCOGTA has established a multi-stakeholder ministerial task team constituted by the national, provincial, and local structures working together in forging an everlasting and sustainable solution to the cause and impact of rural development (South Africa Yearbook, 2009/10: 269).

In ensuring that district development and planning are realistic and credible, the Sekhukhune District Municipality established engagement platforms with stakeholders called the IDP Managers' Forum, IDP Representative Forum, and District Development Planning Forum which comprise of wider local structures as stakeholders ranging from business, labour, civil society, traditional leaders, ward committees, councillors, and members of the public (Sekhukhune District Municipality, 2011/12-2015/16: 34). These structures are important in creating a partnership for development and service delivery. The legislation defines the legal nature of a municipality including the local communities within the municipal area that seeks to foster partnership with the municipality's political and administrative structures. Partnership for development and service delivery is a global philosophy underpinned by best practices.

3.13.9 Challenges facing all local structures

This section provides the summary of the challenges facing the local structures in the Sekhukhune District Municipality. These local structures are outlined as follows:

Traditional leaders: Despite the provision made in the South African Constitution (1996) in particular Sections 211 and 212, the traditional leaders do not fully enjoy their participation in the local affairs of the Sekhukhune District Municipality. What makes the matter even worse is unequal treatment of traditional leaders in South

Africa. The Sekhukhune District Municipality's Final IDP (2010: 121) identifies the main reason for inactive participation of traditional leaders as: lack of role clarification that undermines oversight responsibilities and ineffective feedback mechanisms which impede the functionality of engagement processes. The functionality and participation of the local structures are determined by the Sekhukhune District Municipality through the public participation and involvement approach. Despite the constitutional provision of traditional leadership in South Africa, traditional leaders have not been fully recognised since the advent of democracy in 1994 (Phago and Netswera, 2011).

In making sense of the role of traditional leadership in development in South Africa, discussions were undertaken with the traditional leaders of the Sekhukhune District Municipality so as to further understand their participation in the affairs of the local government (Phago and Netswera, 2011). A provision was made in the National House of Traditional Leaders Act (1997) which covers the prescripts as stated in the Traditional Leadership Governance Framework Act (2003: 2) that provides for the recognition of traditional communities, and the functions and roles by traditional leaders without defining their role in municipalities.

The issues raised by these traditional leaders are that the current democratic government has reduced their role to that of preserving cultural heritage and does not include them in socio-economic development hence these traditional leaders are regarded by some sections of society in the country as irrelevant (Phago and Netswera, 2011). Prior to the 1994 elections, the traditional leaders were recognised as the custodians of service delivery and development by the previous government (Phago and Netswera, 2011: 1030).

Business Sector: The challenges facing the traditional leaders are equal to the frustrations wrestling the business sector (Greater Tubatse Municipality, 2015/16: 27). As the challenges facing the traditional leaders are fully outlined above, the business sector raised infrastructure development, water resources, roads, electricity, and spatial planning and development. Infrastructure cannot be developed in isolation of political and government structures, processes, and systems (Smith *et al.*, 2008: 373). Lack of involvement of other structures resulted in a series of

protests. Mines are unable to expand as the land is a binding constraint for development.

The business sector advances the fact that whilst spatial development is an issue some of the lands the mines intend to use for expansion of their businesses are under (unresolved) claims (Greater Tubatse Municipality, 2015/16: 27). The sooner the claims are completely resolved the better for development in the Sekhukhune District Municipality. Another constraint is the issues revolving around the ownership of the land where the mines operate (Smith *et al.*, 2008). Some of the land properties belong to the traditional authorities where the mines are required to consult, lease and pay the royalties and confusion creates hostility among the local structures, municipalities and communities (van Donk *et al.*, 2008: 138).

Local municipalities: Local municipalities in the Sekhukhune District Municipality are in the centre of controversy as they are unable to fulfil their legislative and constitutional obligations due to resource constraints. Municipalities are required by law to provide services and champion development. Section 152 of the South African Constitution (1996) provides the objects of local government. Section 152 (1) (b) of the South African Constitution (1996: 84) enjoins that “municipalities must ensure that the provision of services to the communities must be carried out in equitable, efficient, effective, and sustainable manner”.

On the basis of this statutory obligation, Section 152 (1) (e) of the South African Constitution (1996: 84) further opines that local government should ensure that communities and community organisations are encouraged to get involved in the matters of governance of their municipalities. This purports another challenge which relates to capacity and skills required to innovatively change the lives of the marginalised sections of the population. The Back-to-Basics programme touted for municipalities so as to be able to build public confidence of local government sector however failed drastically (DCOGTA, 2016: 6).

Whilst it is important for municipalities to provide services to their communities, the institutional challenges stated above have a devastating impact in rural local municipalities in the Sekhukhune District Municipality. The other challenge revolves

around poor relationship between traditional leaders and local councillors which contribute to the mystifications. These challenges require a multi-stakeholder engagement as the communities cannot suspend their patience for services and development. Section 195 (1) (e) of the South African Constitution (1996) states that the “people’s needs must be responded to, and the public are encouraged to participate in policy-making”. This indicates that it is the responsibility of local municipalities to ensure that people are in the centre of development and decision-making.

NGO sector: The challenges facing NGOs sector in this study are not peculiar to the other local structures. The most common challenges frustrating the NGO sector is inappropriate funding. While levels of funding for NGO programmes in service delivery and advocacy work have increased drastically alongside the rising prevalence, dominance, and prominence of NGOs, concerns regarding their legitimacy have also increased (Banks and Hulme, 2012: 2). NGO sector depends mostly on donations to execute their functions and for that matter it is difficult to perform without resources. The sector is hailed as the best in holding government accountable on issues related to development, environment, services delivery, and poverty. In the context of this study, the focus is on development and service delivery.

It is against this backdrop that NGO sector is known by its advocacy as the voice of the voiceless globally. Edwards (2005) states that the developmental impact of NGOs is on their capacity to attract support, and their legitimacy as actor in development rests on their ability to demonstrate *inter alia* holding those responsible accountable for their actions. NGOs are high-profile actors in the field of international development both as providers of services to vulnerable individuals and communities, and as campaigning policy advocates. Banks and Hulme (2012: 2) note that NGOs have played an increasingly prominent role in the development sector. NGOs also fill the gaps left by the states across the developing world in meeting the needs of their poorest citizens (Banks and Hulme 2012: 2).

3.14 Guidelines, systems, processes, procedures and planning mechanisms

Local government should ensure that guidelines, systems, processes, procedures, and planning mechanisms developed for municipalities work more effectively so as to enhance development. Infrastructure provision during apartheid was skewed favouring certain section of the population (HSRC, 2000: 5). From time to time local municipalities are striving to develop the guidelines, systems, processes, procedures, and planning mechanisms to enhance service delivery. SALGA (2012: 3) states that while governance systems and structures to enhance oversight are in place and operational in municipalities, their quality and effectiveness are sometimes questionable. The development of Municipal Public Account Committees (MPAC) guidelines was an attempt to strengthen accountability, oversight, and governance so as to ensure that the provision of services continue relentless.

The local structures are strategically positioned to review the current approaches towards development and service delivery. The local structures in the context of this study have the responsibility to assess development and make inputs in an appropriate platform. This study's desire to examine the local structures i.e. traditional leaders, local municipalities, NGO sector, and the mining sector to support guidelines, systems, processes, procedures and planning mechanisms is what this study seeks to advance. One of the important guidelines provided to support local government was published in terms of Notice 347 of 2007 of the Municipal Systems Act (2000) (Koma, 2010: 116-117). The effectiveness of the guidelines however, remains questionable.

Despite the guidelines provided for in support of municipal capacity, the challenges are still rife in local municipalities which impact negatively on development and service delivery (Municipal Systems Act, 2000). These guidelines should be streamlined and systematised with other mechanisms in support of the management of resources in municipalities. The effective monitoring of municipal capacity has been clearly demonstrated as an intervention tool to assess the performance in fulfilling the constitutional obligations (Koma, 2010: 117). Section 139 of the South African Constitution (1996) provides the guidelines stating that if a municipality does

not discharge its constitutional obligation, an intervention by Member of Executive Council for local government is inevitable.

For municipalities to be effective, the processes and procedures should be in place to measure and assess the level of legislative compliance in terms of service provision and development in general. Scientific and rigorous research in support of development is necessary as an endeavour to explore the feasibility and effective implementation of differentiated systems to strengthen service delivery in which the role of different structures need not to be determined (Koma, 2010: 118). In deducing from the alterations in the literature, the most important guidelines that underpin local structures are, among others: accountability, community well-being and empowerment, decision-making, participation, communication, equity, effectiveness, and intergovernmental coordination.

In achieving the objects of local government as set out in Section 152 of the South African Constitution (1996), Khoza (2001: 14) states that mechanisms have to be developed for proper consultation between communities and community organisations (local structures) to find out what are the needs and priorities of the communities. Adequate representation of the local structures in development and other municipal programmes cannot be measured as the process is manoeuvred and inconsistent. Local authorities have legislative, policy, infrastructure frameworks, and guidelines to advance the provision of basic services to all.

The democratisation of local governance rests with the roles and responsibilities of the local structures to take an active role to support and assess the provision of municipal infrastructure (Rogerson, 2007: 6). The DPLG developed norms and standards related to municipal systems, procedures, and structures to enable the efficient and effective delivery of municipal services including infrastructure (Rogerson, 2007: 12). Siddle and Koelble (2016: 12) state that the South African Constitution (1996) and national legislation provide an array of mechanisms, processes, procedures, and guidelines designed to advance intergovernmental relations. It is in this context that the Sekhukhune District Municipality should:

- develop mechanisms for regulating their relationships with other levels of government, local structures, and government institutions;
- have rules, mechanisms, and systems to guide their processes and procedures for participation;
- develop mechanisms to hold elected representatives accountable so as to enhance good governance;
- identify the areas of accountability and responsive by the citizens; and
- support service delivery and development programmes by involving local structures.

3.15 Conclusion

The theoretical review on the assessment, contribution, and the role of the local structures in development were highlighted as thematic issues for consideration in Chapter 3. Chapter 3 focused on the theoretical analysis, evolutionary theory of structures, principle, and social structures that are crucial in this study. Attention was given to theoretical literature review where the contribution of local structures was focal point regarding the role of centralisation and decentralisation at local government level. As the basis of the study is on the assessment of the local structures in development, the overview was on the contribution of the local structures on governance and accountability so as to better conduct assessment. An indication was that the assessment was once conducted by government and the business sector in which the findings were stated. The discussion on Chapter 3 was centred on the contribution of the literature review towards the achievement of the aim and objectives of this study in the main responding to the research questions.

The fact that no assessment was undertaken by local municipalities heralded institutional capacity constraints, resource bottlenecks, and skills deficiency. The aim and objectives of this study were articulated in the body of Chapter 3. The provision

of guidelines, systems, processes, procedures, and planning mechanisms are necessary in necessitating the effectiveness of the local structures in (local) development and service delivery. The next chapter (Chapter 4) looks at research methods and methodologies in social science.

CHAPTER 4: RESEARCH METHODS AND METHODOLOGIES

4.1 Introduction

The focus of Chapter 4 is largely on social science research method which takes into account methodologies, paradigms, philosophical assumptions, sampling strategy, phenomenological observation, interview schedule, and design. Chapter 4 provides a detailed understanding of how paradigms are applied in qualitative research and how they contribute meaningfully to the world of research. Methodologies are crucial in social science research as they provide guidelines, tools, and techniques to address research problems as well as responding to research aims, objectives and research questions (cf. 1.4; cf. 1.4.1; cf. 1.5; cf. 1.6; cf. 1.7). The understanding of the world and its experiences is important in the social science context where qualitative descriptive and phenomenological observation in social science research take precedence. Bhattacharjee (2012: 4) enjoins that descriptive research is directed on careful observations in a qualitative research study. This study entrenches non-probability sampling because its common sampling procedure is unscientific and non-statistical methodologies within the qualitative domain. As a social science study, an anti-positivist approach remains crucial and relevant due to the pragmatic philosophical orthodox which believes in idiosyncratic and inductive reasoning (Bhattacharjee, 2012: 4). Chapter 4 concludes by highlighting the importance of ethical considerations as the cornerstone in social science research where the emphasis is given to values and principles that protect the rights of the participants (respondents).

4.2 Research approaches

This study is guided by an empirical research approach that underpins research paradigm, research method, research methodologies, phenomenological, design, observation, and probability sampling procedure for social science research as indispensable (cf. 1.4; cf. 1.10.1). There are qualitative and quantitative approaches that hold different beliefs notwithstanding the fact that they can be used interchangeably in social science realm. It is also important to note that scientifically,

it is permissible for a research in social science discipline to apply qualitative or quantitative, or both and it is known as hybrid approach (mixed methods). It is in the light of this narrative that this study embraces social science in which the main method is qualitative research. In addition, qualitative research employs descriptive analysis that involves among others phenomenological observation as a social science research approach for data collection.

Non-probabilistic sampling is the sampling procedure that supports the qualitative method and techniques for data collection. The nature of non-probability sampling that it takes non-statistical approach and for that matter is non-scientific approach in social science. As a social science research study, direct observation was profoundly preferred for data collection in which includes interviews schedule, interview, guide and transcripts. It is also important to state that other techniques included focus groups (supported through tape recorder) as well as direct observation of the phenomenon under investigation by the researcher. As a descriptive qualitative research in social science study, observable phenomenon which reflects the characteristics of a population and phenomenon being studied were important considerations.

A descriptive qualitative study for a phenomenon under investigation was catalytic as it provided contextual understanding of development by the local structures particularly in the contribution and assessment role of development in the Sekhukhune District Municipality. The direct observation of the local structures was deemed the important feature of idiosyncrasy in social science as it provides the context and the profiles of the sampled population. The most common feature of qualitative research is the application of non-probability sampling procedures that is non-numerical or non-statistical procedure which relies on descriptive and observation of the participants (respondents). Marshall (1996: 523) states that judgemental sampling is appropriate if the subjects are known to the researcher and may be stratified according to known public attitudes or beliefs (cf. 1.10.2).

This is a more intellectual strategy than the simple demographic stratification of epidemiological studies, though age, gender, and social class that were regarded as indispensable variables to consider (Marshall 1996: 523). It is in the light of

description of sampling that this study identified the judgemental sampling procedure. The procedure was guided by the nature and advantages whereby the researcher chose the sample method on the basis of the known population of the study (cf. 1.10.2). The reason why judgemental sampling procedure was chosen was on the basis of being qualitative not quantitative in nature in this study. The relevance of judgemental sampling is because variables that might influence an individual's contribution are based on the researcher's practical knowledge of the research area, the available literature, and evidence from the study itself (Marshall 1996: 523) (cf. 2).

In social science research, research design is paramount particularly where qualitative methodology is selected for the purpose of providing clarity in terms of approaches and techniques for data collection and data analysis. The underlying approaches need to be consistent with the design, method, techniques, and paradigms. Chapter 4 systematically provides the overall data collection based on the fieldwork conducted where the researcher was interacting with the respondents or participants. It is against this backdrop that the seamless processes and procedures logically outline the necessary steps undertaken by the researcher during the investigations (data collection). The researcher ensured that the population where the data was collected was identified and that instruments were scientifically prepared. In order to ensure that errors during the data collection were avoided, a pre-feasibility data collection was conducted. This approach was deemed necessary to clarify the research questions on this study.

In addition, the researcher has conducted a pre-feasibility and publicity approach as part of introducing himself to the respondents. This helps to level the playing ground since research processes are tedious and time consuming. Moreover, the researcher was in a better position to further develop a checklist in assisting the investigator during the planning processes. In order to ensure that the hurdles are dealt with upfront, the researcher felt that creating a rapport with the respondents was crucial to simplify the data collection.

The fact that the researcher knew the areas where data collection was performed also attributed to the smooth sailing. This knowledge (epistemological assumption)

was in the best interest of interaction between the research and the participants. The facilitation and coordination of the protocols in various institutions were some of the reasons why steps were taken to ensure that during the ideal data collection, the processes and procedures were clarified. Conversely, the approaches in social science are crucial in understanding qualitative methods and its properties. Most importantly, the approaches are vital in outlining the real life that the researcher is contending with.

4.2.1 Research paradigms

A paradigm is a shared world view that represents the beliefs and values in a discipline and that guides how problems are solved (Schwandt, 2001). The selection of research methodology depends on the paradigm that guides the research venture (Antwi and Hamza, 2015: 17). Research in social science is guided by the paradigms as tools to strengthen the research outputs. The epistemological context of the paradigm describes the distinct concept under investigation as a scientific discipline in which the key to it heralds the social science realm. A paradigm should be conceptualised as a worldview or a set of assumptions about how the scientific study has to be undertaken. Accordingly, Antwi and Hamza (2015: 15) cited in Kuhn (1977) state that paradigm as a research culture has common regard to the set of beliefs, values, and assumptions that a community of researchers naturally and scientifically conform to when conducting research.

A paradigm implies a pattern, structure, and framework or system of scientific and academic ideas, values, principles, and assumptions (Olsen, Lodwick, and Dunlop 1992: 132). The choice of a paradigm determines the study results between qualitative and quantitative methods. They both have an influence towards the procedures, techniques, and analysis. A qualitative paradigm assumes that the reality in social sciences is subjective as seen by participants in their study. It is in this context that qualitative paradigm adopts the research which is confined by the patterns and theories that can be elucidated to develop a profound understanding of a situation or phenomenon under investigation (Fard, 2012: 66). The philosophical assumption of qualitative research's views and beliefs adhere to the reality as

constructed by individual interacting with their social worlds (Bhattacharjee, 2012: 17).

4.2.2 Philosophical assumptions

Burrell and Morgan (1979) cited in Bhattacharjee (2012: 18), indicated that the way social science researchers' view and study of social phenomena are shaped by three fundamental sets of philosophical assumptions: epistemology, ontology, and axiology (cf. 1.12). These world views dominate the philosophical paradigm assumptions in terms of how the people view and make determination of the world they live and the beliefs they hold in social reality. Guba and Lincoln (1998: 44) remarkably enjoin that paradigms may be seen as a lay down of fundamental viewpoints about the natural world of realism and how it might be identified. Three philosophical assumptions as per Guba and Lincoln (1998: 44); Aliyu, Bello, Kasim and Martin (2014: 80) are those that reflect their role in social science which are indispensable for exploration so as to elucidate the disjuncture.

While Guba and Lincoln (1998: 44); Neuman (2000: 125); and Creswell (2003: 117) acknowledge ontology, epistemology, and methodology as the main assumptions, Aliyu *et al.*, (2014: 80) stated that Guba and Lincoln's exclusion of the other important assumption known as axiology, leaves a void in the field of social science research. The two scholars, Neuman (2000: 33); and Creswell (2003: 117) refer to the paradigm as "epistemology and ontology or even research methodology" as the only paradigm assumptions. According to Terre Blanche *et al.*, (2011: 49), the research process has three major dimensions: ontology, epistemology, and methodology in which Terre Blanche *et al.*, (2011: 51) support Guba and Lincoln (1998: 22). The omission of axiology by Guba and Lincoln (1998: 22) creates a void in which it is an intrinsic feature and building block in quality investigation in social science research (Aliyu *et al.*, 2014: 80).

These assumptions are interconnected and interrelated as they define the realistic world in a similar context. A brief clarity on these philosophical assumptions is fundamental in terms of contribution of each in this study, in social science in general as well as in qualitative method in particular. Rossman and Rallis (2003: 36) suggest

that qualitative methods highlighted “worldviews” and “shared understandings of reality” as synonyms for paradigms. This view was supported by Creswell (1998: 74) by stating that “qualitative researchers approach their studies with a certain paradigm or worldview, as a basic set of assumptions that guide their inquiries”.

4.2.2.1 Epistemological assumption

Epistemology is “an established fact, theory, discipline, or science of the technique process or foundation of knowledge, facts, or information” (Aliyu *et al.*, 2014: 19). It (epistemology) is directly connected to ontology more than any philosophical assumption or philosophical branch. This philosophical assumption investigates research design and its desire to come up with the knowledge depending on an understanding of the unknown (implicit) or known (explicit) (cf. 1.12). Epistemology is about the best way to study the world objectively (quantitatively) or subjectively (qualitatively) in a social reality (Bhattacharjee, 2012: 18).

The knowledge of participation and involvement of the local structures in development in the Sekhukhune District Municipality is the function of local government and is fundamental towards understanding the positive contribution and implications of these local structures. The examination contributes to the direct relationship between local development and the local structures. This attributes to the assessment role of the local structures in development in the Sekhukhune District Municipality. For that matter, the socio-economic and material conditions of the Sekhukhune District Municipality depend upon the local structures’ contribution and the role it plays in assessing service delivery strategically contributing towards development in entirety. This is simply because the local structures and local development are the side of the same coin.

It is in the light of this observation that the epistemological assumption placed the local structures in the epicentre of the knowledge, challenges, and dynamics of the Sekhukhune District Municipality. This study repositions the epistemology as the worldview that defines both the implicit and explicit knowledge that is generally required. It is in this context that the material conditions provide fertile ground to improve the lives of the citizens through infrastructure development, local

development, and service delivery. Therefore, as a catalyst branch of philosophy, epistemology deals mainly with knowledge and its justification in its orthodox. This branch is concerned with the extent to which theory of knowledge is justified through scientific pragmatism and truth, as long as it conforms to academic and empirical standard. Epistemological assumption accounts to scientific means of acquiring knowledge so as to make generalisations about something existing. The correct association among known epistemologies and ontologies is not at all times straightforward, however it is crucial to bear in mind that each epistemology needs a matching ontology (Livari, Hirschheimand and Klein, 1998: 231). Phenomenology and empiricism (pragmatism) are significant epistemologies in modern and existing research (Griffin, 2006: 19).

4.2.2.2 Methodological assumption

Methodology deals with the extent to which the inquirer goes about in finding out knowledge (cf. 1.4). Methodologies embrace the tools and techniques required in order to reach the knowledge as long as it is within the ambit of what the researcher seeks to achieve. Scientific methodologies are catalysts as they form and conform to the foundation for empirical research that reconnoitred the subject to be known to the knower. Nevertheless, the doctrine of Chua (1986) in Aliyu *et al.*, (2014: 86) differentiates methodology and epistemology where the latter refers to the main beliefs and principles of facts or knowledge whilst the former refers to different means of getting it done. Methodology is an important choice all researchers faced when designing their research: whether to use a quantitative or qualitative method or a mixture of both (hybrid) (Saunders and Tosey, 2013: 58). Researchers can choose to use a single data collection technique and corresponding analysis procedure, either a mono method, quantitative, or qualitative design. This study embraced and entrenched one method which is qualitative approach.

4.2.2.3 Ontological assumption

Ontology is an assumption about how the world is viewed e.g. does the world consist mostly of social order or constant change (Bhattacharjee, 2012: 19). This means that participatory reality is subjective rather than objective and it is created by the state of

mind in a given cosmopolitan society (Aliyu *et al.*, 2014: 81). Ontology is presumed as the branch of philosophy which deals with the nature of reality and truth. Because of its nature and reality, ontology can be justified as closer to epistemological assumption (cf. 5.2.2.1). The nature of the reality and truth in this study rests with the local structures and their participation and involvement in local development as seen by the people on the ground. This study identified four philosophical assumptions which are essential in which the epistemological and ontological assumptions are interconnected and interrelated in this study as they share the common features.

The ontological discourse heralds how the participants understand the nature and the truth of service delivery and the extent to which they relate to local development in the Sekhukhune District Municipality. The justification can only be scientifically proven by an empirical study conducted on a phenomenon similar to the subject under investigation by the researcher. The important factors for consideration rest with the nature of what is known as opposed to the nature of reality and the truth. For social science researchers to understand and distinguish between the prevailing truth and reality, the ontological branch of philosophy is better placed to respond to such inquiries. Ontology deals with the nature of knowable and the nature of reality that encompasses the truth about development in the Sekhukhune District Municipality.

As it deals with the nature of the relationship between the knower and the known, epistemology is “the nature of human knowledge and understanding that can possibly be acquired through different types of inquiry and alternative methods of investigation” (Hirschheim, Klein and Lyytinen 1995: 20). Methodology deals with how the researcher goes about practically finding out whatever he believes can be known in social science. The things that the researcher wants to be known are incapacity of the institutions to conduct an assessment on service delivery and development in the Sekhukhune District Municipality.

The ontological reality is that it should be understood within the context of its philosophical orthodox which is concerned with articulating the nature and structure of the world (Wand and Weber 1993: 220). It specifies the form and nature of reality and what can be known about it within the Sekhukhune District Municipality. As it is

based on the origin of the knowledge and deals with the nature of the relationship between the knower and the known, epistemology according to Hirschheim *et al.*, (1995: 20); Soni, Krongvist and Huner (2011: 8), seeks to illustrate the variety of personal stance every researcher has to take to answer research questions.

The assumptions are crucial in social science research as they accentuate the theoretical and pragmatic patterns in a study. The role of the local structures in the Sekhukhune District Municipality in terms of development is diluted by constraints that are compromising the achievement of developmental agenda of the local government. The mines have the responsibility to improve socio-economic conditions as required by the MPRDA (2002). For them to do so they need to work with the local structures so as to realise the objectives of the Act (MPRDA, 2002).

4.2.2.4 Axiological assumption

Axiological assumption is the last to be discussed in these assumptions and it is the one omitted by other theorists (cf. 5.2.2). The axiological inquiry asks one of the essential questions that is: what is intrinsically valuable and precious in individual life as well as what kind of information and knowledge is fundamentally and inherently valuable and important in the scientific world (Aliyu *et al.*, 2014: 80)? Axiology is more concerned about the values and ethics which inform and form the basis for social science. In social science research, the issues of ethics and values are crucial and fundamental in qualitative research as they instil a culture of respect to the participants or respondents.

As the branch of science that deals with ethical values, axiological assumption is central to the people of the Sekhukhune District Municipality and is guided by the values and principles in whatever they do and believe in and what they deemed it right for them. This means that it is always justifiable that moral principles are critical for decision-making. Lack of intervention from the structures to improve the state of development has proven to be hindered by either resource or capacity constraints institutionally. This study maintains that ethical principles should prevail and guide the people in the Sekhukhune District Municipality to pursue their assessment role if the *status quo* has to change. Scientifically, it is worth noting for the contribution

which is interlaced with the reality (ontology) to guide the moral values and discipline (axiology) in pursue of the explicit knowledge (epistemology).

In a dynamic culture and society like in the case of the Sekhukhune District Municipality, an understanding of ethical values is more entrenched. Axiology ties with the methodology in social science and qualitative research. Pragmatic knowledge comes with hierarchy of culture which it is intrinsically valuable. Bloor (2007) in Aliyu *et al.*, (2014: 87) argues that the linear line between positivism and non-positivism is reflected more obviously with regard to truth or reality (axiology) that realistic truth or fact of theories could be suitable for diverse ontologies. While it was stated earlier that epistemology is closely related to ontology (cf. 4.2.2.1; cf. 5.2.2.3), it is important to further highlight that methodological assumption shares the world view with axiological assumptions.

4.2.3 Research strategy

Research strategy is defined as a systematic plan in terms of how to go about answering a research questions and problem statement, and how to address research aim and objectives (cf. 1.4.1; cf. 1.5; cf. 1.6; and cf. 1.7) (Saunders and Tosey, 2013: 59). Among others, Saunders and Tosey, (2013: 59) argue that a research strategy may provide guidelines regarding the type of research strategy to be adopted for a particular study as per the research design as well as the methodology. It is against this backdrop that this study embraces a descriptive research in support of qualitative method that is entrenched in this social science study. What is more important is that a well-designed strategy should be better placed to contribute and influence the state of development in the Sekhukhune District Municipality.

The functionality of the research strategy as attributed to research design and phenomenological observation elucidates data collection using instruments such as interview schedules, focus groups, recording, and transcripts (cf. 4.2). The research strategy is guided by the sampling size of the population. Conversely, research strategy answers the question or addressing the problem which necessitates data being collected for a study whereby phenomenological design and interviews are

important. There is a correlation and interconnection between research strategy and research design as the design guides the strategy.

4.2.4 Anti-positivist (naturalistic) versus positivist paradigm

For this study to achieve its objective, it is important to systematise and synchronise the paradigm that is consistent with social science. As a qualitative research, this study assumes an anti-positivist paradigm. Positivist research paradigm is associated with quantitative method which is numerical or statistical and it draws its inference deductively whilst anti-positivist is a qualitative and non-statistical in which inference is drawn inductively. This understanding within positivist is rooted strongly in natural sciences in which Schwandt (2001: 199) states that positivism typically applies the scientific method to the study of human action. Positivism today is viewed as being objectivist – advocating to the existence and meaning of their independence within our conscious minds (Crotty, 1998).

On the basis of this distinction, it is important to state that this is a social science study which upholds and embraces the anti-positivist paradigm. Anti-positivist is advocating a qualitative research approach where phenomenological observation is guaranteed. Anti-positivist paradigm is purely subjective supporting the existence of people as the only ones to propagate their *modus operandi* and believing that they themselves understand how they want to live and contribute meaningfully to their lives (Schwandt, 2001: 199). Anti-positivist paradigm relies on descriptive and observation of the phenomenon under investigation in the Sekhukhune District Municipality. These paradigm assumptions help the social scientists or theorists to define their own way of living and how they are making living in the natural settings (Bhattacharjee, 2012: 35).

Given the fact that little was done in this area, the researcher wanted to explore the underlying factors so as to support the existing literature and to elucidate the assumptions held by the paradigms. This gap prompted the researcher to investigate the assessment role of the local structures in development so as to uncover the concealed areas and their contribution in development. Development is crucial in which service delivery is the pre-condition to justify the assumptions held by the

paradigms. This is rightfully so as to enhance communities of research on policy and inform decisions in the field of development. The investment of mining sector in the Sekhukhune District Municipality is new and therefore needs to be explored in terms of its contribution to development in support of local development.

The local structures have the responsibility to assess development. This move would be in line with the aspiration of anti-positivist. Consideration should be given to the local structures when conducting assessment. For that matter, it is equally important to align the anti-positivist with qualitative methods of social science. Once partnership and collaboration are consolidated and cemented among the local structures, the likelihood of the achieving assessment the aim and objectives are inevitable. The local structures are entrusted with the responsibility to undertake development to the highest level so as to improve the material and socio-economic development in the Sekhukhune District Municipality.

There is disjuncture between NGOs, municipalities, traditional authorities, and business sector. This adversely affects policy formulation and policy reform by the local structures. There is a dire need to address the changes in the Sekhukhune District Municipality so as to accelerate infrastructure development and service delivery as required by the White Paper on Local Government (1998). As a government policy, the White Paper on Local Government (1998) enjoins that the speedy delivery of services is urgently needed to redress the legacy of apartheid as well as the injustices of the past.

Succinctly, this study should establish any relationship between the local structures and local development, and their implications in service delivery. If this could be followed, the level of accountability and governance becomes crucial for the achievement of people-centred and people-driven development. Putting people in the centre of development is important as it enhances involvement of the local structures at local level, particularly in the area of development.

4.3 Research design

Bhattacharjee (2012: 35) refers to a research design as a comprehensive plan for data collection in an empirical research project. It is in this light that research design guides and supports the researcher to better support the choice of social science research method and techniques (methodologies). It also assists the researcher to apply appropriate method, methodology, and the paradigm assumption. This is one of the most important sub-headings in the research as it outlines the planning of any scientific research from the first to the last step. The research design guides the research paradigm, research method, and the methodologies in social science.

4.3.1 Phenomenological design

Phenomenology, which is a social science concept, focuses mainly on the subject under investigation in this respect it refers to the local structures whose journey is to ensure that service delivery, and local development in the Sekhukhune District Municipality. Phenomenological approach was chosen to investigate the issues of interest that are in the centre of citizen's participation in development which involve the local structures in this study. As a social science study that embraces the qualitative research approach, the researcher took interest in the direct observation, phenomenological interviews, anti-positivist, inductive, and descriptive as embedded in this study. Consistence and alignment between phenomenology, anti-positivist, and qualitative method as they are attached to descriptive and direct observation during data collection cannot be ignored. This is a qualitative research study which conforms to the design of the interview schedules for data collection.

Phenomenological research begins with the acknowledgement of the gaps in understanding and clarifying the benefit of research (Hancock, 1998: 4). The reason why phenomenology research was considered as important in social science research is because human beings are capable to make sense of the world they are living in (Saunders *et al.*, 2009: 116). Phenomenological design necessitates the awareness, increases perception, and gathers an understanding. The research design for this study is phenomenological observation, profoundly qualitative, and provides the subjectivity on the observed phenomenon during data collection and

analysis. Phenomenology is understood as a research philosophy that sees social phenomena as a socially constructed given the understanding that the world that forms the basis for shared assumptions about reality is indisputable (Saunders *et al.*, 2009: 597). As a qualitative study, phenomenological studies are commonly concerned inductively on theory building. In the light of this expression, phenomenological studies are humanistic, subjective, and anti-positivist and therefore pursue the qualitative method.

The main phenomenon to be understood in this study is development that involves the local structures as the participants. This study is centred on participation and involvement of the local structures and their contribution to development so as to enhance accountability and good governance. The design in this study was aimed at addressing the research problem (cf. 1.4.1). It is in this context that the design of interview schedule was focusing on responding to the research questions (cf. 1.7; cf. 5.4.3). For the researcher to make sense of the phenomenon under investigation, it was essential to master the local language as some of the participants could only speak one language in the Sekhukhune District Municipality (Saunders and Tosey, 2013: 59). This study justifies the relationship between research design and the phenomenological design.

The choice of sampling by the researcher was informed as well as guided by the social nature of this study. This is qualitative study where non-probability sampling is chosen as non-statistical sampling procedure to guide the design of the interview schedules. The sampling is crucial in the selection of a sample where data was collected and informants easily identified. In terms of clarity regarding the population and unit of analysis (cf. 1.9), sampling provides answers and guides the phenomenological approach to be followed. Data collection in this study was based on direct observation and phenomenological descriptive.

4.4 Methodologies

The methodologies in social science studies reflect the systematic, theoretical analysis of the methods applied in descriptive qualitative research (Kelly, 2011). The methodology refers to a set of guidelines or principles that can be tailored and

applied to a specific situation (Charvat, 2003: 2). The methodological approach to qualitative research allows the researcher to independently and impartially test pre-existing theories and prior findings to the subject under investigation (Bhattacharjee, 2012: 5). Methodologies include the population, sampling, data collection, and data analysis. A detailed explanation of these techniques was clarified in (cf. 4.4.1; cf. 4.4.16). “Both methodology and research design seek to understand, describe, and interpret human behaviour and the meaning individuals make of in their experience” (Carpenter, 2013: 117).

Methodologies are the fundamental tools the researcher use in fulfilling the scientific data collection. The well-orchestrated research design is likely to collect the correct data. Each technique was used to collect and support the existing techniques. The researcher was using interview schedules for data collection and at the same time took notes (transcripts) whilst the researcher conducted a direct observation. Data was also collected using focus groups which were drawn from the population of the local structures within the Sekhukhune District Municipality. The focus groups are crucial as they reflect their collective views as the groups on issues affecting them (development and service delivery). Harrell and Bradley (2009: 6) argue that focus groups are dynamic group discussions used to collect information.

The population, sampling, sample, data collection, and data analysis are better explained below (cf. 4.4.1; cf. 4.4.2; cf. cf. 4.4.3). The methodology defines the calibrated set of techniques for data collection that involve direct observation, focus groups, and interview schedules. The methodological tools that the researcher used were instrumental in ensuring that data collection continued unabated. Applied methodologies used in this study justified the consistency that is followed when the qualitative research method was considered. Curtis, Gesler, Smith and Washburn (2000: 1001) found that “although the literature includes some useful discussions of qualitative sampling strategies, the question of sampling often seems to receive less attention in methodological discussion than questions of how data is collected or is analysed”.

Traditionally, understanding the research methodologies in social science is intrinsic as the stepping stone towards mastering the application of qualitative research

methods. della Port and Keating (2008: 316) believe that social science knowledge is a collective enterprise therefore it was built using various techniques, methodologies, and methods. Methodologies are the processes of data collection, interviews, data analysis, reflective sessions, and product of value added by the researcher were intrinsic. Methodologies are concerned with data collection as long as it follows the correct processes in scientifically standardised procedures (della Port and Keating 2008: 316).

4.4.1 Population (local structures)

In the context of this study, the population refers to the local structures in the Sekhukhune District Municipality where data was collected. The population of this study was sampled from the local structures identified in Chapter 1 (cf. 1.10.1) constituted by the NGOs, business, traditional leaders, and municipalities. The researcher identified these local structures as the key players and drivers of local development in the Sekhukhune District Municipality. In drawing the population of the sampled local structures, consideration was given to these local structures. It is therefore, a determination was to sample the four local structures that are in the forefront of development. These local structures depend on development and service delivery to make their end means hence they are investigated.

In addition, during the selection of a population, the researcher was aware that important consideration should be given to the boundaries of the area under investigation (Sekhukhune District Municipality) so as to ensure that the correct data was collected and quality results were produced. It was done precisely to ensure that quality data was not compromised. The population determines how representative the sample of interest should be constituted (Bird, 2009: 1314). The population in addition, should reflect the characteristics of demographics such as age, socio-economic status, education, gender, and marital status among the respondents.

A representative sample is one where every member of a population has an equal chance or opportunity of being selected (Oppenheim, 1992). The selected and management of these sectors and their seniority are important whilst the names of the institutions are stated below. In as far as the municipalities are concerned, there

is one municipality which is the Sekhukhune District Municipality which is established as the district (Category C) and the rest are locals (Category B). The five local municipalities in the Sekhukhune District Municipality belong to Category B, and they differ in terms of their classification (South African Constitution, 1996); (Municipal Structures Act, 1998). For example, there is level B1, B2, and B3 classification of local municipalities (DCOGTA 2009: 22). These levels are informed by the fact that there are municipalities that are rural (Fetakgomo Local Municipality and Makhuduthamaga Local Municipality) respectively without towns, peri-urban municipalities such as the Greater Tubatse Municipality, Ephraim Mogale Local Municipality, as well as Elias Motswaledi Local Municipality that are characterised by small to big towns.

Other municipalities have secondary cities such as City of Polokwane Municipality which is closer to Category A municipality (metropolitan) such as City of Tshwane Metropolitan, City of Ekurhuleni Metropolitan and City of Joburg Metropolitan in Gauteng Province to mention but few metropolitans in South Africa. Within the ranks of local municipalities, the senior of them all is the Sekhukhune District Municipality thereafter comes the Greater Tubatse Municipality, followed by Makhuduthamaga, Local Municipality, followed by Elias Motswaledi Municipality, afterward comes Ephraim Mogale Municipality, and finally Fetakgomo Local Municipality. In the context of seniority, the determination was informed by the following factors: annual budget, revenue collection, capacity, staff compliment, and total population (DCOGTA 2009: 22). The table below illustrates the local structures as emerged from diverse sections of the population. There is a determination used to upgrade a municipality as stated above by applying such to the relevant provincial authority.

Population (local structures)		
(30 respondents from business sector) [There are 10 mines]	(45 respondents from district and local municipalities) [There are 6 municipalities]	(30 respondents from the NGO sector) [There are 6 NGOs]
a. Twickenham Platinum Mine b. Samancor Chrome Mine c. Marula Platinum Mine d. Modikwa Platinum Mine e. Chromex Chrome Mine f. Bokone Platinum Mine g. Two Rivers Mine h. Mototolo Platinum Mine i. Thorncliff Platinum Mine j. Dwarsrivier Chrome Mine	1. Sekhukhune District Municipality 2. Greater Tubatse Municipality 3. Fetakgomo Local Municipality 4. Ephraim Mogale Local Municipality 5. Elias Motswaledi Local Municipality 6. Makhuduthamaga Local Municipality	a. Biowatch b. Mvula Trust c. Tsogang d. Phadima Agricultural Association e. Sekhukhune Combined Mining Affected Communities f. National African Federated Chamber of Commerce and Industry
Traditional Councils in total are 40		Local Forums= 15
[There are 40 respondents from the traditional councils]		[15 respondents from local forums]
1. Marota Tjatane 2. Maila 'A Mapitsane 3. Marota Makgane 4. Koni Maloma 5. Tau Tswaledi 6. Kone Legare 7. Mogashoa Manamane 8. Tswako Lekentle 9. Marota Mathibeng 10. Tau Makgane 11. Marota Marulaneng 12. Bahlakwane Ba Malekane 13. Bahlakwana Ba Maphopha 14. Bahlakwana Ba Rantho 15. Babina Noko-Ba-Mampuru 16. Magadimane Ntweng 17. Roka Mashishi 18. Phasha Makgalanoto 19. Roka Mashabela 20. Nareng-Thokwane	21. Bapedi-Ba-Dinkwanyane 22. Kwena-Mafolo 23. Pulane Maroga 24. Tswako-Mohlala 25. Bapedi-Ba-Ramaube 26. Marota-Bogwasha 27. Phasha Maanotwane 28. Tau-Kgaphola 29. Masha Makopole 30. Tau Nchabeleng 31. Baroka-Ba-Nkwana 32. Matlala-Lehwelere 33. Bakwena-Ba-Matsepe 34. Bakgaga-Ba-Kopa 35. Masemola Council 36. Kwena Madihlaba 37. Phokwane Council 38. Kwena Mashabela 39. Matlala Dichoeung 40. Matlala-Ramoshebo	a. Lebalelo Water Users Association b. Steelpoort Valley Producers Forum c. Community Engagement Forum d. Fetakgomo Transport Forum e. Tubatse Transport Forum f. Directors of Communities g. Local Business Forum
The total number of the sampled size is 160 participants/respondents		

Table 4.4.1 (a): Sampled population of the traditional leaders, NGOs, mines and municipalities

The tables below should be read with the main Table 4.4.1 (a) so that it makes sense. The table above covers the population of all the local structures that were identified for this study. Out of the entire population a sample was drawn in order to ensure that this study remains relevant and able to be contained within the parameters of the unit of analysis. This helps the researcher to manage and eliminate the variables that could potentially compromise the quality of the entire research particularly on collected data. It is against this backdrop that clarity is given in each table to further explain the importance of each table and how it was drawn and how it relates to other tables below as highlighted in the body of this study. In addition, the tables further provide additional information regarding each's relevancy to the main table and also provide the total population of 160 participants as identified. Although not all the respondents were interviewed due to the corresponding reasons provided in the body of this study (cf. 6), however it was equally important to categorically state that out of 160 respondents only 159 respondents were reached and interviewed. This respondent which was not interviewed was the traditional council within the Sekhukhune District Municipality.

Table 4.4.1 (a) is regarded as the main table of the local structures that were sampled for data collection. It also seeks to unpack how the sample was drawn from the population of the respondents from the mining sector. In addition, it aimed at giving the total number of the respondents and the percentages they constitute in the entire population drawn from the (mining) sector. The population of the mining sector was derived from the total number of mines operating in the Sekhukhune District Municipality. In the same population, the local forums were drawn so as to give the side of the story in terms of their relationship with the mining sector. The interview of the local structures was of beneficiary to this study as it was triangulating the information of responses of other local structures.

It is in this context that the mines in the Sekhukhune District Municipality are concentrated along the Sekhukhune Dilokong Platinum Corridor between the City of Polokwane in the north to the town of Burgersfort in the south-east of the Limpopo Province on the R37 Road (cf. 2.3.2) (Smith *et al.*, 2008: 368). Some of the mines are along the R555 between Steelpoort and Burgersfort across the Mpumalanga Province through the Nkangala District Municipality to the Province of Gauteng

through the Ekurhuleni Metropolitan Municipality were also included (cf. 1.2; cf. 2.3.2) (Smith *et al.*, 2008: 368). It is in this context that the number of the participants are clearly stated wherein the population of 30 respondents were included as the focus groups of 10 participants using interview schedule were selected. The selection of the focus groups was informed by the mixture of the participants in terms of age variation.

Names of the mines sampled	Location in terms of local municipality	No. of respondents in each mine	Percentage for each mine
Twickenham Platinum Mine	Greater Tubatse Municipality	3	10%
Samancor Chrome Mine	Greater Tubatse Municipality	3	10%
Marula Platinum Mine	Greater Tubatse Municipality	3	10%
Modikwa Platinum Mine	Greater Tubatse Municipality	3	10%
Chromex Chrome Mine	Greater Tubatse Municipality	3	10%
Bokone Platinum Mine	Fetakgomo Local Municipality	3	10%
Two Rivers Mine	Greater Tubatse Municipality	3	10%
Mototolo Platinum Mine	Greater Tubatse Municipality	3	10%
Thornclyff Platinum Mine	Greater Tubatse Municipality	3	10%
Dwarsrivier Chrome Mine	Greater Tubatse Municipality	3	10%
Sampled mines	No of affected local municipalities = 2	No. of respondents = 30	Total % = 100%

Table 4.4.1 (a-1): Sampled population of the mining sector, location, the number and percentages of the respondents

In the context of the municipalities as the local structures in the Sekhukhune District Municipality, a total of 45 participants were sampled out of the population of employees in this sector. It was in the best interest of the researcher to sample the population rather than to interview every employee. The reason for sampling was to ensure that this study became manageable and resources are parsimoniously managed as well as the timelines. The table below reflects what has been stated in the above table 4.4.1 (a). The number of the employees who were interviewed for this study was illustrated below. There is five local municipalities and one district municipality which were involved in this study. The table below illustrates the number of employees in each municipality and how they were selected from each municipality. In addition, the choice was based on and informed by the section the

respondents were attached to in a municipality that includes infrastructure, treasury (finance), LED, planning, IDP and community services.

Names of the local municipalities in the Sekhukhune region	No. of respondents in each municipality	the total percentage as per the respondents
Sekhukhune District Municipality	9	20%
Greater Tubatse Municipality	8	18%
Fetakgomo Local Municipality	6	12%
Ephraim Mogale Local Municipality	7	16%
Elias Motswaledi Local Municipality	7	16%
Makhuduthamaga Local Municipality	8	18%
Sampled municipalities	No. of respondents= 45	Total %= 100%

Table 4.4.1 (a-2): Number of sampled respondents emanating from the population of the local and district municipalities including the focus groups

The local structure in this regard is the NGO sector which was sampled for their participation in this study. The NGO sector is an important sector in this study as the voice of the voiceless and the watchdog in the areas of service delivery, planning, LED, local development and (infrastructure) development. As the sector is good in terms of advocacy and research, it was felt that it should be included in the sampled population. For local development to happen it needs the local structures to actively participate and involve by taking the centre stage to raise their challenges in terms of their experience. Service delivery and development are people-centred and people-driven. NGO sector has been identified and chosen as a local structure and was crucial as part of focus groups established to better get an understanding of development and service delivery in the Sekhukhune District Municipality.

The participants/respondents were highlighted below and in terms of representation in their population. All these participants were interviewed using interview schedule. It is in this context that the participants/respondents were indicated on table 4.4.1 (a-3). In terms of the respondents, the researcher chose 30 participants for this study. The reason why this number was selected was to ensure that the population of the local structures is balanced and equity is maintained without prejudice to any sector in this study.

Names of the NGO sector in the Sekhukhune region	No. of respondents in each NGO	Percentage for each NGO
Biowatch	3	10%
Mvula Trust	6	20%
Tsogang	3	10%
Phadima Agricultural Association	5	17%
Sekhukhune Combined Mining Affected Communities	6	20%
National African Federated Chamber of Commerce and Industry	7	23%
Sampled NGO sector	No. of respondents= 30	Total %= 100%

Table 4.4.1 (a-3): Sampled population of the NGO sector as the respondents in the Sekhukhune District Municipality

The traditional leaders as the local structure were sampled and interviewed for this study. It should be noted that during apartheid era the traditional leaders were charged with the responsibility of governance, service delivery and (local) development. Hence they were identified as the key respondents in this study. This exercise of provision of services continued even during the Homeland (Bantustan) administration of the former Lebowa and Kwa-Ndebele. Their contribution immensely remained in the statutory books as the indispensable structure that is constitutionally (cf. 3.13.5) recognised in terms of Section 212 of the South African Constitution (1996). Conversely, the traditional leadership is one of the oldest systems of governance known in terms of conservation of indigenous knowledge and culture.

For the purpose of this study, the traditional leaders were selected from the population of 75 traditional leaders in the Sekhukhune District Municipality. Out of 75 traditional leaders, 40 of them were selected for interviews. It is unfortunate that for this study, the traditional leaders were not included as the focus groups. The reason is that it was difficult for bringing them into groups as it was against the protocol. As the custodians of development in the rural areas which was long neglected by the apartheid government, their opinions in this study were crucial. This table below

clarifies the main table 4.4.1 (a) as stated above that needed to be synchronised and systematised so that clarity for easy of reference is established. Out of 40 traditional leaders, 13 of them were women and the remaining 27 were men. This population included the regents who were acting on behalf of their minor or deceased (magoši) chiefs. The reason why the ration within the population of the traditional leaders was lopsided was due to few women who are traditional leaders.

Names of the traditional councils within the Sekhukhune District Municipality		No. of respondents in each traditional authority	Percentage for each traditional authority
Marota Tjatane	Bapedi-Ba-Dinkwanyane	2x1	2.5
Maila 'A Mapitsane	Kwena-Mafolo	2x1	2.5
Marota Makgane	Pulane Maroga	2x1	2.5
Koni Maloma	Tswako-Mohlala	2x1	2.5
Tau Tswaledi	Bapedi-Ba-Ramaube	2x1	2.5
Kone Legare	Marota-Bogwasha	2x1	2.5
Mogashoa Manamane	Phasha Maanotwane	2x1	2.5
Tswako Lekentle	Tau-Kgaphola	2x1	2.5
Marota Mathibeng	Masha Makopole	2x1	2.5
Tau Makgane	Tau Nchabeleng	2x1	2.5
Marota Marulaneng	Baroka-Ba-Nkwana	2x1	2.5
Bahlakwane Ba Malekane	Matlala-Lehwelere	2x1	2.5
Bahlakwana Ba Maphopha	Bakwena-Ba-Matsepe	2x1	2.5
Bahlakwana Ba Rantho	Bakgaga-Ba-Kopa	2x1	2.5
Babina Noko-Ba-Mampuru	Masemola Council	2x1	2.5
Magadimane Ntweng	Kwena Madihlaba	2x1	2.5
Roka Mashishi	Phokwane Council	2x1	2.5
Phasha Makgalanoto	Kwena Mashabela	2x1	2.5
Roka Mashabela	Matlala Dichoeung	2x1	2.5
Nareng-Thokwane	Matlala-Ramoshebo	2x1	2.5
Sampled traditional councils: respondents= 40		One per traditional authority	Total %= 100%

Table 4.4.1 (a-4): Sampled population of the traditional leaders in the Sekhukhune District Municipality as the respondents

This local structure commonly known as local forums was established by the business sector as the representatives of the traditional leaders, communities, and business sector. As the most crucial and controversial local structure, the local forums are at centre and coal-face of all the above structures. They are better placed to interface with communities, traditional leaders, local municipalities, NGO sector and even go beyond to meet with other structures that are involved in development and governance. For example, they are able to interact with the provincial and national departments on matters that affect their wellbeing and development as a result of the business sector (mines). It is the structure that established in terms of the constitution developed and customised by individual business sector. Each mine has its own structure that is seen as an interface between traditional leaders on development or implementation of corporate social investment in the mining areas. It is the most controversial and aggressive as there are not logically accountable to any authority.

This structure represents the interests of their communities and their respective traditional authorities. The local forums as the local structure constituted by 15 respondents representing different forums were considered for this study. The forums are crucial in ensuring that the mines implement their corporate social investment that is in line with the municipalities' IDPs. This indeed forges an integrated approach to development. The reality is, the business sector in the Sekhukhune District Municipality is operating in the land that belongs to traditional authorities which create hostility between the traditional leaders and local municipalities on the one hand and communities represented by the local forums on the other hand.

It should be noted that the local structures differ in terms of their interests as they represent their communities wherein the needs of these communities differ from time-to-time. In addition, the structures of the local forums are men dominated in which women are not fully represented in these local forums. The local forums are the centre and source of mobilisation and disruption of the normal operations of the mines in the Sekhukhune District Municipality.

Local structures representing their constituencies in the mining forums	No. of respondents as per the structure	Percentage for each mine
Steelpoort Valley Producers Forum	3	20%
Lebalelo Water Users Association	3	20
Community Engagement Forum	2	13%
Fetakgomo Transport Forum	2	13%
Tubatse Transport Forum	2	13%
Directors of Communities	2	13%
Local Business Forum	1	7%
Sampled NGO sector	No. of respondents= 15	Total %= 100%

Table 4.4.1 (a-5): Sampled population of the local forums established by the mining sector to represent their communities and traditional leaders within the Sekhukhune District Municipality

The demographic representation of races as part of heterogeneity of the sampled population was reflected in the table below. The usage of legendary on the table below also demonstrated how each race was captured in the body of Chapter 4 for consideration. The B; C; I; and W were used to refer to the races as stated in the table below however, the O was not used which would be referring to 'others'. The caption as enunciated further attested the fair representation of the race within the population in the Sekhukhune District Municipality. These races which were illustrated in the table 4.4.1 (b) below highlight the races existing in the Sekhukhune District Municipality. The use of legendary was to bring a distinction in terms of races which formed part of the sampled population and were legible for an interview during data collection. Therefore, this paragraph explains the existence and rationale behind the two tables below:

B:	C:	I:	W:
Black	Coloureds	Indians	Whites
<p>In this table, the legendary B; C; I and W used to indicate the races that exist in the Sekhukhune District Municipality. These races include the Blacks, Coloureds, Indians, and Whites found in the Sekhukhune District Municipality. During fieldwork or data collection, these races were contacted for interviews as it was sampled from the population of the respondents/respondents in the Sekhukhune District Municipality. In addition, the race in this study reflects heterogeneity which this study seeks to achieve in order to reflect equity and representativity in terms of race, and gender</p>			

Table 4.4.1 (b): Legends as used (cf. paragraph above)

The table 4.4.1 (c) below provides the summary of the above mentioned tables [4.4.1 (a) and 4.4.1 (b)] that highlight the population of the local structures as sampled for data collection. Among others, the table below further illustrates the important areas that this research seeks to explain among others: the heterogeneity issues; the race; gender; disabilities; the total number of the participants; as well as the demographics within the Sekhukhune District Municipality. Conversely, this table explains, clarifies and simplifies inter alia the population and the sample that are crucial to the sub-heading: population of the local structures. As this study heralded the four local structures that were investigated through fieldwork for data collection, being to better address to the research objectives albeit responding to the research question respectively. In the main, the important implications the population of the local structures have had in this study was to ensure that there is a consistence between the numbers of participants – equal to what has been reported. This means that the sampled size and the population in terms of the local structures are on par as indicated above.

Names of the institutions and number of respondents	Disabilities	Gender as per the respondents		Demographic representation of the respondents in terms of the race				
		Male	Female	Youth	Race			
					B	I	C	W
<i>Sectors sampled for this study</i>	<i>Sampled disabilities</i>							
5 local municipalities and 1 district municipality (45)	5	20	15	5	31	3	4	7
NGO sector (30)	2	20	8	-	30	-	-	-
Traditional leaders (40)	-	27	13	-	40	-	-	-
Business (mines) sector 30	-	23	7		12	3	6	9
Forums (15)	3	14	1	10	15	-	-	-

Table 4.4.1 (c): Sectors, demographic and gender parities in this study

4.4.2 Sampling

The researcher created a balance in the respondents for sampling to understand which sampling assumes the qualitative research method (Adejimi, Oyediran and Ogunsanmi, 2010: 50). In this regard, the sampling method chosen for this study is judgemental sampling. Sampling is imperative in selecting “a portion, piece, or segment that is representative of a whole”...for data collection during fieldwork (Onwuegbuzie and Collins, 2007: 281). For the purpose of this study, the researcher considered a non-probability sampling technique. Non-probability sampling technique is unscientific sampling that is based on the convenience to the researcher (Bird, 2009: 1322). It is in this context that non-probability sampling was chosen as it is a qualitative social science method. In addition, non-probability is a more of a non-statistical method used in social science research than probability sampling which is commonly used in quantitative research which is scientific and statistical (numerical).

It is constituted by many sampling techniques and the researcher chose a judgemental (purposive) technique because it was the most common and convenient technique (Marshall, 1996: 523). The non-probability sampling technique makes primary selection of units of analysis more feasible and accessible (Abrahantes, Molenberghs, Burzykowski, Shkrdye, Abada and Renard, 2003: 541). Marshall

(1996: 523) indicates that “judgemental sampling is also known as purposeful sampling which is regarded as the most common sampling technique”. It takes the form of maximum variation approach in which the researcher identifies varying characteristics of the targeted population and then selects a sample of subjects that matches the identified characteristics (Oppong, 2013: 203). In judgemental sampling, the researcher has a clear picture about the instances that are likely to provide the most valuable data required for the study.

As a sampling technique, judgemental sampling involves developing a framework of variables that might influence an individual's contribution based on the researcher's practical knowledge of the research area and the available literature. Backed by the extensive literature reviewed, (cf. Chapter 3) and the knowledge of the historical background of the Sekhukhune District Municipality (area) (cf. Chapter 2), was appropriate for the sampling technique for this study. This sampling involves the development of a framework of variables that might influence a participant's contribution on the researcher's practical knowledge of the research area. In addition, the researcher has the knowledge of the local municipalities, NGOs, traditional authorities, and business within the vicinity of the Sekhukhune District Municipality. Both the knowledge and understanding of the locality put the researcher on the advantage position.

This is further attested by the fact that judgemental sampling was chosen on the basis of the selection of participants based on a known common characteristic whilst population demographics are unknown. This statement is crucial in assisting the researcher in reducing prejudice in research and it is considered as the classical sampling techniques for social science research. Sampling method, especially in the context of qualitative research, widely uses the judgemental technique. Judgemental sampling reflects some knowledge of the topic to the participants whose opinion is important to the study because of what is already known about them (Harrell and Bradley, 2009: 32). What was known (epistemology) to the researcher was based on the opinion and knowledge of the sample.

Judgemental sampling procedure is also the most common sampling strategy in which groups of participants are pre-selected based on criteria relevant to the

questions. Since it helps to inform the quality of inferences made by the researcher, judgemental sampling emanates from the underlying findings that are an important tool in the research process (Onwuegbuzie and Collins, 2007: 281). In judgemental sampling, the researcher finds out from selected individuals that were relevant to be included in the investigation. Basically, this sampling method allows the researcher to select the participants who demonstrate knowledge and understanding of the subject under investigation (Oppong 2013: 203). A well-designed sampling procedure may be justified and be more credible than a less demanding sampling method such as convenience sampling (Oppong 2013: 203), cited in (Marshall 1996: 523).

Sampling is a very perplex area in a qualitative study and it is described as an overlapping type in particular when applied in the case of purposive sampling (Coyne, 1997: 623). Sampling strategy is crucial in research as it guides the researcher to collect the correct data. Once incorrect sampling is chosen and employed, the likelihood of resulting in poor research outcomes is inevitable. Thus, it is difficult to convince others to accept the findings of research based on poor foundation. In a nutshell, the reason why the researcher deemed judgemental sampling as appropriate was because it involves selection of participants based on an important characteristic under this study.

This includes for example, caretakers of children, farmers, traditional healers with the assistance of local leaders and other local persons. The same population and sample were used in order to maintain consistence on the subject under investigation. An appropriate sample for a qualitative study is the one that adequately answers the research question (Marshall, 1996: 523). The sample of the study was based on the local structures as identified by the researcher (NGOs, business, traditional leaders, and municipalities). According to Marshall (1996: 523), sample necessitates the principal strategy for the grounded theoretical approach used in qualitative investigations dictating interpretation. Out of the population of the local structures, the researcher chose the sample of participants based on the proportionality of the sampling procedure. The management and practitioners of different departments and traditional leaders were sampled based on their portfolios and responsibilities. In the case of traditional leaders, the portfolios were not used as

they are in charge of various aspects of development. The interviews were therefore earmarked for these sectors as the main local structures.

In sampling, the contextualisation in selecting adequate sample for a given research problem is paramount. Sample is a representative “taste” of a group (Bernstein, 2003: 17). The sample should be “representative in the sense that each sampled unit would be representing the characteristics of a known number of units in the population” (Lohr, 1999: 3). The sample in this study was drawn from the population of the local structures in the Sekhukhune District Municipality. It was not possible for this study to cover the entire population hence the local structures were drawn from different institutions. This probabilistic approach resonates with the fact that not all local structures could be drawn as this is not a survey study. In fact, not all the local structures would stand a better chance of being chosen and interviewed for this study, hence they were sampled.

It is important to state that 160 respondents were sampled for this study in order to cover the population of the local structures which it was reasonable and fair representation of the population for the study of this magnitude. The sample was drawn as follows: district and local municipalities 45 respondents for this sector (local government sector); from the traditional leaders: 40 respondents; 15 respondents from the local forums; 30 respondents from NGO sector, and 30 respondents from business sector. Accordingly, the database of traditional leaders as per the Sekhukhune District Municipality states that the Sekhukhune region has 75 officially recognised traditional leaders as contemplated in terms of the Limpopo Traditional Leadership and Institutions Act (2005) drawn from all five local municipalities. There were 54 men and 21 females who constituted the population of the traditional leaders as the local structures. Bhattacharjee (2012: 22), states that while selecting a sample, reasonable care should be taken to avoid a biased sample that may generate biased observations.

Business sector: 30 respondents	Municipalities: 45 respondents	NGO sector: 30 respondents	Mining forums: 15 respondents	Traditional councils: 40 respondents
(Sampled 10 business sector or mines) in the Sekhukhune District Municipality	(Drawn from 1 district and 5 local municipalities) in the Sekhukhune District Municipality	(Drawn from only 6 NGOs) in the Sekhukhune region	(Drawn from all 7) existing local forums) in the Sekhukhune District Municipality	(Sampled 40 out of the population of 75 traditional leaders) in the Sekhukhune District Municipality

Table 4.4.2: Quantified local structures

4.4.3 Data collection (fieldwork)

Data collection, which is often referred to as fieldwork, is a common method for gathering information drawn from the respondents in a particular delineated area of study. As a process of collecting data from the respondents, the achievement of this study's aim and objectives are centred on fieldwork where the researcher interacted with the respondents in order to collect data that was later subjected for analysis. In this study, data collection started in earnest in August 2014 in the vicinity of the Sekhukhune District Municipality.

The researcher interacted with the management and leadership of the institutions so as to create a platform for strengthening the relationship with these institutions where data was to be collected such as district, local municipalities, traditional authorities, business, local forums, and NGO sectors. A network was also established to deepen and consolidate the relationship with the local forums within the mining sector. In principle, the Greater Tubatse Municipality, Makhuduthamaga Local Municipality, Magadimane Ntweng Traditional Council and Twickenham Platinum Mine played an essential role as informant but also linking the researcher with other institutions for the sake of supporting this project for data collection. These institutions were crucial as the starting point and entry points for data collection.

Interestingly, attention was drawn to the stakeholders that are working directly with (local and infrastructure) development and service delivery as their strategic partners in municipalities. These departments were crucial in this study as they are linked to the traditional leaders, mines, and NGO sector when performing their businesses. In fact, these departments are central to this study as they are interlaced to the municipal IDPs, LED, SDFs, corporate social responsibility (investment) and community development among others. These municipalities also have their own forums such as mining, business, tourism, and manufacturing. Traditional leadership sector was not included on the table below as it does not operate with clearly defined departments. Consideration was given to the government sector which formally operates directly with the local structures and responsible service delivery departments that are constitutionally and legally recognised in terms of statutes. In case of traditional leaders, they operate through traditional councils as advisory bodies on matters of service delivery and development.

Other than municipalities, the mining sector also operates with fully fledged departments and it was as a result considered. The most common stakeholders that are operating directly and consistence with local development and service delivery as in the case of municipalities are: Community Development; Community Engagement; Socio-Economic Development; Social Performance; and Sustainable Development including the offices of the Mine Managers. These different departments from time-to-time are strategically placed to support local development in terms of the Mining Charter and other related policies and pieces of legislation such as the MPRDA (2002); BBBEEA (2003); and PPPFA (2000) as well as their social and labour plans.

This happened through collaboration and partnership between the business sector, local forums, and other local structures as they co-exist. The local forums are instrumental in their execution but also as the conduit between municipalities, business (mines), traditional councils, communities, and the NGO sector (civil society), in the Sekhukhune District Municipality (cf. Table 5.4.2) above on sampled local structures constituted by the traditional leaders, NGOs, business and municipalities.

It was through the relationship established with the local structures that simplicity to link the researcher with all institutions for data collection was a smooth sailing. The homogeneity of the respondents was taken care of as much as the gender and youth so as to cover all sections of the population. This is an institutional study where the respondents were found in their respective institutions except the local structures as they are located within the jurisdiction of the local mines in the Sekhukhune District Municipality. This in principle indicates the demographic factor that suggests that no institution should be disadvantaged on the basis of its locality in any local municipality in the Sekhukhune District Municipality. This prompted the researcher to strike the balance in terms of homogeneity, youth, gender and people with disabilities.

Data was collected on these local structures in which local forums were involved to solicit their level of understanding of development and service delivery matters. The researcher was helped by two research assistants particularly for transcribing (transcript) and recording. The important defining moment during data collection was direct observation (phenomenological observation) of the respondents. It was crucial moment as the behaviour, arrogance and aggression of respondents were displayed on the questions related to development and service delivery in the Sekhukhune District Municipality. This indicates that the issues of development and service delivery are bread and butter for them (respondents/participants). The table below highlights the departments (units) that were chosen and having bearing in development and service delivery in the Sekhukhune District Municipality which links to tables above (cf. 4.4.1 (a); cf. 4.4.1 (b); cf. 4.4.1 (c); cf. 4.4.2).

Municipalities: Departments	Business Sector: Departments	Forums: No Clarity on Departments	NGO Sector: Units/Sections
Economic Development	Community Development	Lebalelo Water Users Association	Advocacy and Awareness
Strategic Planning	Community Engagement	Steelpoort Valley Producers Forum	Research and Policy
Community Development	Socio-Economic Development	Community Engagement Forum	Public Mobilisation and Engagement
Infrastructure/Technical Services	Sustainable Development	Directors of the Community	Community development
Finance/Treasury	Social Performance & Development	Tubatse/Fetakgomo Transport Forums	Reporters on projects
Public Participation	General managers (Mine Managers)	Mining Development Forum	Community Liaison Units
Integrated Planning (IDP)	Sustainability and Protection Services	Local Business Forums	Data Capturers

Table 4.4.3: Departments conducted for interviews

4.4.4 Data collection techniques

The researcher used the accreditation letter from UNISA to prove that this is an academic research study and therefore the data collection was strictly needed for academic purposes only. The letter further indicated moral ethics to be considered during data collection interviews. An accreditation letter is an important tool as it clarifies uncertainties whilst it binds the researcher to respect, uphold, and adhere to the principles, policies, and university ethics. The following techniques were used for data collection: interview schedules, focus groups, recorder, observation, interview guides, checklists, and notes taking (transcripts) during the interviews. The learning experience during data collection was how the respondents were reacting to the interview questions whilst the researcher and the two assistants are observing their perceptions (phenomenological observation).

Williams *et al.*, 2005: 288 argue that qualitative data uncovered a rich description of respondents' perceptions and emotional experiences during phenomenological interviews. "Further qualitative analyses are indicated, such as themes of emotional recovery compared across cultural groups" (Williams *et al.*, 2005: 288). Data collection in social science research is the most important exercise as the researcher

moves closer to responding so as to observe the perception of the respondents and how the issues under investigation were touching them. The research is crucial as it seeks to understand the problem, clarify the research aims, and answer the research questions in a scientific study.

The researcher used various techniques for data collection. In gathering data, the researcher firstly undertook a feasibility or pre-data collection exercise which was conducted so as to test the reliability and validity of the instruments. The researcher used observation, focus groups, recording device, interview schedules, and transcripts (taking notes) in ensuring the quality of data collection was not compromised. Richey and Klein (2005: 24) state that in order to ensure that the researcher collects the right data to the right respondents it is important to understand which data is needed. Borrego, Newswander, McNair, McGinnis and Paretto (2009: 57) enjoin that qualitative research is characterised by the collection and analysis of textual and conversational data. Using interview schedules were more beneficial as the respondents were able to elaborate on the issues asked.

During data collection, the researcher learnt different behaviours, perceptions, propositions, and reactions by the respondents, particularly on issues related to development. Data gathering methods applicable for qualitative research included key informant interviews, direct interaction with participants, and phenomenological interviews that necessitated the researcher to better understand the participants' interaction with development holistically. This placed the researcher in a position to remain sensitive to the people's emotions (emotional intelligence) where certain questions were asked and how they systematically affected the poor and marginalised sections of the population. Olsen (2004: 7) states that the collection of correct data is determined by the accuracy and relevancy of the techniques. The interaction between the researcher and the respondents was a learning experience, particularly on issues that touch the respondents or are at the centre of their heart.

This study, like other scientific studies depends, on data collection to be able to answer all research questions (cf. 1.7). Data collection was an essential component for qualitative research as it focused on much needed data for analysis (Bickman and Rog, 2009: x). Qualitative data included transcribed interviews, field notes, and

observations (Williams, Rittman, Boylstein, Faircloth and Haijing, 2005: 280). The impromptu data collection is likely to produce incorrect data and for that matter the probability of the researcher achieving the research aim and objectives and clarifying the problem statement is minimal. Data collection is the most intrinsic step in achieving the research aim and objectives.

The researcher travelled across the length and breadth of the Sekhukhune District Municipality in meeting the respondents and setting the appointments for meetings. It is important to state that in research, every step is important for noting and observation, if a quality report is to be produced. This phenomenological interviews and observations had important implications in a research study.

Data collection was the process of gathering information in response to the research questions that were asked (cf. 1.7). These research questions were crucial to achieve the study aims and objectives by extension responding to the problem statement. It is in this context that the researcher felt that these were the cornerstone and fundamental questions to ensure that if this study was to achieve its objectives, the questions below were to be addressed. The nature of this study was to answer the following research questions as stated below:

- What is the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality?
- What is the role of the local structures in assessing development in the Sekhukhune District Municipality?
- What is the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality?
- How can governance, accountability, and service delivery be improved to be able to respond to development in the Sekhukhune District Municipality?
- Is there any relationship between the local structures and local development in the Sekhukhune District Municipality?

Sampling Procedure	Purpose of Research	Data Collection Method	Study Methodology
Judgemental/ Purposive	To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality	Phenomenological observation; interview schedules; transcripts; recorder; interview guides	Qualitative, epistemology, ontology, axiology humanistic, subjective, deductive, non-positivism, descriptive, observation, non-probability sampling
	To further explore and understand if the local structures are better placed to contribute to local development through participation and involvement as a way democratising local democracy in the Sekhukhune District Municipality		
	To understand the assessment role of the local structures by ensuring that good corporate governance and accountability are crucial in service delivery and development in the Sekhukhune District Municipality	Phenomenological observation; interview schedules; transcripts; recorder; interview guides	Qualitative, epistemology, ontology, axiology humanistic, subjective, deductive, non-positivism, descriptive, observation, non-probability sampling
	To establish how the level of participation and involvement of the local structures in development and their implications to service delivery in the Sekhukhune District Municipality		
	To reflect on how governance, accountability, and service delivery can enhance the participation and involvement of the local structures in the Sekhukhune District Municipality	Phenomenological observation; interview schedules; transcripts; recorder; interview guides	Qualitative, epistemology, ontology, axiology humanistic, subjective, deductive, non-positivism, descriptive, observation, non-probability sampling
	To understand whether there is any existing relationship between the local structures and local development in the Sekhukhune District Municipality		

	To review the state of development and how it can be better enhanced to advance socio-economic development in the Sekhukhune District Municipality	Phenomenological observation; interview schedules; transcripts;	Qualitative, epistemology, ontology, axiology, humanistic, subjective,
	To assess whether LED promotes local development through participation and involvement of the local structures in the Sekhukhune District Municipality	recorder; interview guides	deductive, non-positivism, descriptive, observation, non-probability sampling

Table 4.4.4 (a): The research procedures in qualitative study that data collection and analysis should be able to respond to the objectives

Research Questions	Research Aim	Research Objectives	Qualitative Research Methods	Quantitative
What is the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality?	To assess the role of local structures in development in the Sekhukhune District Municipality	To determine the level of contribution by the local structures in development and service delivery in the Sekhukhune District Municipality	Phenomenological observation, focus groups, Interview schedules; direct observation	To explore in details role and the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality through interview schedules, interview guide, phenomenological observation, focus groups, direct observation
What is the role of local structures in assessing development in the Sekhukhune District Municipality?		To assess the role of local structures within the development spectrum in the Sekhukhune District Municipality	Phenomenological observation, focus groups, Interview schedules; direct observation	To solicit data that enables the local structures to undertake an assessment in development in the Sekhukhune District Municipality
What is the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality?		To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality	Phenomenological observation, focus groups, Interview schedules; direct observation	To reconnoitre data so as to understand the participation and involvement of the local structures

How can governance, accountability, and service delivery be improved to be able to respond to development in the Sekhukhune District Municipality?		To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement	Phenomenological observation, focus groups, Interview schedules; direct observation	To further explore how governance and accountability can be enhanced so as to respond to development in the Sekhukhune District Municipality
Is there any relationship between local structures and local development in the Sekhukhune District Municipality?		To investigate any relationship between local structures and local development in the Sekhukhune District Municipality	Phenomenological observation, focus groups, Interview schedules; direct observation	To establish any correlational relationship between the local structures and local development in the Sekhukhune District Municipality

Table 4.4.4 (b): The research questions in qualitative research methods for social science

4.4.5 Literature analysis

Samnani, Vaska, Ahmed and Turin (2017: 639) state that literature analysis refers to an assessment of what is already known about a policy or practice by using systematic review methods to search and critically appraise existing research. This study is based on literature analysis rather than content analysis. The purpose of literature analysis is to persuade the readers that the researcher's analysis and interpretation of the work are valid, reasonable, and logical (McGee, 2011: 1).

Literature analysis helps the researcher to closely examine the elements or structure of the research and interpret it through the scientific lens of the field. Unlike content analysis, which is focusing on a research method for studying documents and communication artefacts, literature analysis focuses on the scholarly documented research reviewed on a particular subject of interest. It is in this context that literature analysis focused on the state of local development in the Sekhukhune District Municipality and how the local structures contribute for the betterment of the local communities. There are countless challenges which bedridden the Sekhukhune District Municipality that need immediate attention so as to improve the materiality and socio-economic conditions without overstating them (challenges).

Literature analysis resembles an argument which the researcher makes a claim based on empirical evidence from the text, reasoning, and analysis. Literature analysis contributes to the application of a particular theoretical lens to a text, comparing and contrasting two different theories intense study of one particular theory (Samnani *et al.*, 2017: 639). The reason why the researcher preferred a literature analysis was because the main focus is on a critical, analytical account, and reflection of the existing research on a similar topic. Literature analysis is crucial in terms of quantifying the overall quality direction of effect of literature. Samnani *et al.*, (2017: 639) state that analysis of literature may be chronological, conceptual, and thematic in nature. Like the literature review, literature analysis plays an important role in the development of knowledge (Schryen, Wagner and Benlian, 2015: 1). The development of knowledge (epistemology) should reflect and articulate the development implications in the Sekhukhune District Municipality.

Analysis of literature defines a broad spectrum of potential contributions which finds expression in the literature review (Schryen *et al.*, 2015: 1) cited in (Blumberg, Cooper and Schindler, 2005); (Cooper, 1998); (Fink, 2014); (Hart, 1998); and (Webster and Watson, 2002). Although literature analysis is closely related to literature reviews, they are commonly acknowledged as they play a central role in the development of scientific knowledge (Boell and Cecez-Kecmanovic, 2014); Jennex, 2015); (King and He, 2005); and (Webster and Watson, 2002), no epistemological model of literature – consistent with the understanding of epistemology as theory of knowledge (Martinich and Stroll, 2014); (Moser, 2002) - has been suggested or discarded.

4.4.6 Interview schedule and phenomenological observation

The most defining moment in research was the design of interview schedule. It was always the case that in designing a winning interview schedule, the researcher should consider the research aim, objectives, and problem statement whilst literature review plays an intrinsic role in supporting the design. In reality, the design of the interview schedule was always guided by the method and methodology which underpinned the social science research study. It is in this context that parsimonious use of words in research is crucial to avoid replication when paraphrasing the questions.

Population also plays an intrinsic role as the researcher's knowledge of the participants in a population simplified data collection. Yan, Lee, Liu and Hu (2016: 150) state that interview schedule design enables researchers to study populations that could not be studied. In designing the interview schedule, the researcher has an obligation to ensure that the quality standard is fundamental to the achievement of the research aim and objectives. Interview schedule design was guided by nature of the study and the method and methodology for data collections. Basic interview schedule design requirements need to be met regardless of which strategy is adopted during the design (Harkness, van de Vijver and Johnson, 2003). It is important to review literature and research on the kinds of questions that can be asked (Bradburn, Sudman and Wansink, 2004); (Converse and Presser, 1986);

(Dillman, Smyth and Christian, 2009); (Fowler, 1995); (Groves, Floyd and Fowler, 2009); and (Payne, 1980).

It is true that if consideration was not given to the design, some questions may overlap for example, factual judgment questions about behaviour or socio-demographic details of the study. According to Yan *et al.*, (2016: 152) knowledge questions in research assess the respondent's familiarity, awareness, or understanding of phenomenological relationship with the subject under investigation, and for that matter it was possible for respondents to provide facts, information, and description. Granda, Wolf and Hadorn (2010); (Hoffmeyer-Zlotnik and Wolf (2003); and the International Organization for Standardization (2012) cited in Yan *et al.*, (2016), argue that the nature of this study is underpinned by questions that are more about respondents' opinions, attitudes, beliefs, values, judgments, emotions, and perceptions. This statement resonates well with the understanding and the feeling of the participants when responding to the issues of service delivery and development in the Sekhukhune District Municipality.

An interview schedule was designed so as to better respond to the research questions that need to be answered in relation to the assessment role of the local structures in development in the Sekhukhune District Municipality. In the design of interview schedule, important areas considered include the distinction between subjectivity rather than objectivity of the phenomenological interviews (Krosnick and Presser, 2009). Social science qualitative research embraces subjectivity as the departure point. The structure of the phenomenological interview was important in ensuring that it distinguishes itself from quantitative research (subjectivity). The researcher ensured that double-barrel questions were avoided as they were likely to bring about confusion and ambiguity. During the design the researcher was frequently asking himself a number of questions in terms of the value each question would add in this study. In addition, an interview transcript was used for capturing of collected data.

If the question does not add value, the researcher immediately discards it as irrelevant. Given the nature of the study, the researcher considered the interview schedules so as to solicit the views of the respondents. The interview schedules

allow the respondents to answer a question in their own words where participants have an opportunity to express their views, perception, and feelings on the subject under investigation. Braun and Mohler (2003); Harkness *et al.*, (2010) cited in Yan *et al.*, (2016), recommend that interview schedules should be designed in such a way that it shapes the respondents' social reality, their perceptions, and responses in a variety of ways.

4.4.7 Administration of the interview schedules during data collection

Boeck, Makadia, Johnson, Cadogan, Salim and Cushing (2009: 5) state that volunteering is different to placement as volunteering is commonly referred to as a way of supporting people to develop and lead their own research group based on voluntary practices. In understanding the demand attached to this study, the researcher administered the interview schedules, interview guides and interview recorder with the assistance of two local assistants. They were instrumental in taking notes (transcribing) and recording during interviews. It was difficult for the researcher to collect data without assistance as each response by the respondent was so important that the researcher could not afford to lose. Although they volunteered to assist the researcher, the researcher took upon himself to provide food, transport, and allowance. In addition, it was an inspiration for them to understand how data collection happens in social science research for postgraduate studies. The importance of volunteering in data collection was that it promoted active participation.

4.4.7.1 Interviews conducted for focus groups

This study seeks to cover four sectors on data collection which includes the respondents that neither emerges from business, NGOs, municipalities, nor traditional authorities. This study brought the local forums in addition to the above four local structures. In this study, the local structures represent the major sectors, as this study could not take everyone on board for interviews. In the case of the traditional authorities, this study included their respective communities, council and headmen as their constituencies. Focus groups were selected on the basis of their knowledge of the subject under investigation and based on the gender and age

heterogeneity (variation). There was direct involvement of the NGO sector in the focus groups and active participation and involvement as the case with of other sectors (local structures) such as the business sector (mines), traditional authorities, and municipalities. The focus groups in this study were constituted by participants from various local structures within the Sekhukhune District Municipality as they were better placed to interact to respond to the questions regarding the issues of development and service delivery in the Sekhukhune District Municipality. These focus groups contributed immensely in clarifying certain issues such as the relationship between the local structures and local development, accountability and governance as well as participation and involvement of the local structures in service delivery, local development, infrastructure development, and partnerships and collaboration with other sectors.

All the local structures' respondents were legible to be selected randomly for interviews on matters of development and service delivery. The focus groups contributed in responding to group discussions such as the Lebalelo Water Users Association, community engagement forums, Fetakgomo and Greater Tubatse Local Transport Forums, directors of communities, and Steelpoort Valley Producers Forum as the names differ from one mine to the other were such interview schedules were conducted for data collection. Smith *et al.*, (2008: 371) stated that "the mining industry in the area is represented through the Steelpoort Valley Producers' Forum, which represents more than ten mining companies".

In diversifying collected data, attention was given to the focus groups that were on the coal face of the realities across the local structures such as the Steelpoort Valley Producers Forum. It was appropriate to diversify the structures in order to strengthen the quality of the data. The Steelpoort Valley Producers Forum had thus proved to be an effective mechanism for engagement with the alignment of stakeholders to allow infrastructure development (Smith *et al.*, 2008: 371). Smith and da Lomba (2008: 9) indicated that in responding to and supporting development initiatives the "local Transport Forums for Fetakgomo and Greater Tubatse Municipalities were established".

The interviews with the focus groups were the most successful ones as the respondents demonstrated their level of enthusiasm and willingness to divulge their role and contribution to development, particularly on infrastructure, service delivery, accountability, while others were interested in local development. It was in the best interest of the local forums that the business sector had to play leading role in capacitating them so that they are fully, better, and effectively participating on matters that seek to enhance and change their lives for better.

4.4.7.2 Data collection with the business sector

The next sector considered was the business (mining) sector. In the mining sector (Twickenham Platinum Mine), the researcher met with the community engagement manager and the mine manager to discuss the logistics for data collection. The request by the researcher was acceded to and the pre-feasibility interview was briefly conducted. The usage of recording and other instruments were allowed for data collection. Unlike the traditional leaders who are the most sensitive structure, the business sector does not want to be exposed to their wrongdoings to the surrounding communities where they operate. Their sensitivity in terms of interviews heralded on their suppression of the poor and marginalised sections of the communities. The researcher had to find a way to access the management of the mines to be interviewed for the benefit of policy reform as well as for the betterment of development through collaboration and partnership.

According to Bless and Higson-Smith (1995: 99), “the importance of constructing an appropriate and accurate instrument for measuring and collecting data is an absolute necessity”. The most frequently used method for data collection in social science is by directly asking respondents to express their views on a particular subject under investigation (Bless and Higson-Smith, 1995: 105). This is a diverse study which deals with diversified local structures and their institutions. The instruments for data collection were also diversified, particularly the interview schedules so as to collect data that was useful. This means that the design of the interview schedules was watertight to ensure that they are in line with the research aim, questions, and objectives, so as to be able to respond to the research problem. This study was destined to achieve the above so as to meet the required academic standard.

4.4.7.3 Data collection with traditional authorities

Although it was difficult to establish a relationship with traditional councils so as to prepare and discuss the logistics however, recommendations from other traditional councils were useful. In one traditional council, things did not go well as there were some royal challenges as it was the case with the Marota Tjatane Traditional Council (cf. table 4.4.1 (b)) due to royal issues that need to be sorted out before permission was granted to the researcher. The reason why the traditional council could not grant permission to the researcher was that their challenge includes legal battles. In a nutshell, the logistics for fieldwork went smoothly in general despite a few hiccups which occurred or happened sporadically. The traditional councils were identified in terms of the Sekhukhune District Municipality's database, where the geographical spread of local municipalities was considered and indeed catered for in terms of equal representation. In addition, the gender amongst the traditional authorities was factored in, so as to maintain equity, diversity, and heterogeneity.

Protocol was the first thing to be observed and the acknowledgement of how it should be applied was important among the Bapedi Nation. When interviewing the traditional leaders, it was crucial to state upfront which royal house the researcher was related to or the family clan. To this end, it was simple to categorically state that the researcher was born in the Royal Bapedi Kingdom as the Great Grand Son of King Sekhukhune I of the Bapedi Nation (the Marota as commonly known and used for praises). The usage of royal praise was equally important to strengthen protocol as it was immoral to use or call traditional leader by name or surname. A gift as a token of appreciation was valued within the cultural practice as it commands a gesture of respect and appreciation.

The gift could be in cash or in kind such as a bought artefact. Honouring an appointment was even more important rather than to run late as it might jeopardise the atmosphere of trust between the interviewer and the interviewee. In addition, it might symbolise an element of disrespect to the traditional leader. Some of the royal praises common for the Bapedi were crucial such: *Hlabirwa wa Bauba*, *Phaahla' a Bauba* or *Batubatse Ba Magadimane Ntweng* or *Bahlako Ba Maroteng*, *Babina Noko Marota-Bogwasha* among others (cf. table 4.4.1. (a)). Procedurally, it was

unacceptable to disagree with the traditional leaders during the interviews. Although the recording in some instances was not permissible, it was important to declare the device upfront to avoid being reprimanded and inconvenience.

Some traditional leaders were not happy with the recording during interviews. Not all traditional leaders had problem with the device as other traditional leaders agreed to be recorded. During the interviews the traditional leaders were accompanied by selected members of their councils or royal families as the safety of their leaders was key priority. During the interview the atmosphere was created to ensure that the traditional leaders were in a relaxed mood when interviewed.

The researcher found it difficult to interview the traditional leaders in focus groups like in the case of other local structures. Their interviews were not clustered as the case with other local structures such local municipalities. Even if the researcher would request to be squeezed in their hectic Provincial Council Sitting, it would not serve the purpose as not all traditional leaders serving in that forum were representing the Sekhukhune District Municipality. It was totally not permissible as the Provincial Council is constituted by elected traditional leaders representing their 5 regions across the Limpopo Province. The regions of Limpopo Province are constituted by the Sekhukhune, Mopani, Vhembe, Waterberg and Capricorn.

It was tedious to mention individual traditional council and therefore the researcher felt that it would be better to state as follows as per table (cf. 4.4.1 (a): 1-15 the Makhuduthamaga Local Municipality's traditional councils; 16-26 the Greater Tubatse Municipality's traditional councils; 27-31 Fetakgomo Local Municipality's traditional councils; 32-38 Elias Motswaledi Local Municipality's traditional councils; and 39-40 Ephraim Mogale Local Municipality's traditional councils. The interviews were conducted with the traditional councils as per categories and classification of local municipalities in the Sekhukhune District Municipality for that matter.

4.4.7.4 Data collection with municipalities

The municipalities in the Sekhukhune District Municipality were contacted via their executive offices for data collection. The municipalities fully supported the interview

process and further requested that the copy of the thesis be given to them so as to use it to inform their planning methodologies, advice on their strategies for betterment of local development, service delivery, and infrastructure upgrading in the Sekhukhune District Municipality. Municipalities are facing insurmountable challenges of discharging their legislative and constitutional obligations. Interviewing municipalities was a smooth sailing for the researcher. The management was prepared and every participant was free to divulge what was known about the local municipality and its respective departments they serve.

This study sought to respond to the challenges confronted the local sphere of government, if not all of them. An interaction with managers in the municipalities was construed as the most important learning curve as their *modus operandi* differs from the business sector in terms of their bureaucratic red tapes when spending for development and service provision. Municipalities are constitutionally required to deliver services in an equitable, efficient, and sustainable manner. In as far as the logistics and the interviews were concerned, the arrangement were as follows: the Greater Tubatse Municipality was the first to be conducted, followed by Fetakgomo Local Municipality, Makhuduthamaga Local Municipality, Elias Motswaledi Local Municipality, and finally Ephraim Mogale Local Municipality.

4.4.7.5 Data collection with NGO sector

The Makhuduthamaga Local Municipality played a crucial role in providing a list of functional NGOs in their database which was a similar approach with the Sekhukhune District Municipality had done in terms of database for traditional authorities in their area of jurisdiction. The nitty-gritties for data collection were discussed at hand before fieldwork started with the required participants. Observation entails the systematic noting and recording of events, behaviours, and artefacts (objects) in the social setting chosen for the study (Marshall, 2006: 98). Rita and Klein (2005: 23) stated that "developmental research seeks to create knowledge grounded in data and systematically derived from practice and such data is a pragmatic type of research that offers a way to test the theory that has been only hypothesised and traditionally unchallenged". All tendencies of disruption in nature should be managed or avoided as they constitute intimidation to other respondents

to freely express their views in a manner that does not prejudice others (Davies, Nutley and Walter 2005: 2).

The NGO sector was instrumental in assisting and shaping the study as the local structure which was conducted for data collection. There are few NGO sectors in the Sekhukhune District Municipality. This sector is known by its advocacy as well as being the voice of the voiceless. The sector was conducted for interviews in which the appointment was well received. Most NGOs in the Sekhukhune District Municipality are centred in the Makhuduthamaga Local Municipality and the Greater Tubatse Municipality respectively. Like the municipalities and the business sector, the NGO sector agreed to the usage of the recording device apart from other techniques such as interview schedules, observation, and notes taking (transcripts). The atmosphere of flexibility and relaxation ensued during data collection sessions. Although they are scattered however, instances of extensive travelling from one NGO to the other was worth the effort for this study. The Sekhukhune Combined Mining Affected Communities was the first NGO in the Sekhukhune District Municipality which was conducted and followed by the others for the interviews by the researcher.

4.4.7.6 Interviews schedules with all local structures

The interview of the local structure had set of questions which were closely related to one another on the basis of the nature of this research study. The interview schedules contained a set of questions related to the local structures' participation and involvement in development, governance, partnerships, collaboration, accountability, and local development.

The traditional councils' interviews started with earnest on Wednesday 12 August 2014. The Greater Tubatse Municipality's traditional councils were interviewed from the 12th of August 2014 until the 29th of August 2014. The Greater Tubatse Municipality was followed by the Fetakgomo Local Municipality which were conducted on the 1st of September 2014 to the 5th of September 2014. The other remaining days of September 2014 were earmarked for the interviews for the business (mines) sector and mining forums. Makhuduthamaga Local Municipality

and NGO sector were allocated October 2014 and November respectively, while the whole December 2014 was allocated for Elias Motswaledi and Ephraim Mogale local municipalities' interviews. The interviews for the traditional councils in Makhuduthamaga, Elias Motswaledi and, Ephraim Mogale local municipalities were held between January and March 2015. The table below attests to the logistical planning to ensure that each sector is allocated a slot while the checklist was fully managed and monitored in order to ensure that each institution is covered (cf. 4.4.7.6 (a)). The dates for interviews were highlighted on the table below.

Municipalities: Dates of interviews	Forums: Dates of interviews	Traditional Councils: Dates of interviews	Business Sector: Dates of interviews	NGO Sector: Dates of interviews
Greater Tubatse and Fetakgomo Local Municipalities: 1 – 5 September 2014	Forums: 6 -30 September 2014	Fetakgomo Traditional Council: 12 – 25 August 2014 and Greater Tubatse Traditional Councils: 12 - 29 September 2014	Business (mines) Sector: March – June 2015	NGO Sector: October – November 2014
Makhuduthamaga : November 2014		Traditional Councils: Makhuduthamaga, Elias Motswaledi and Ephraim Mogale: January – March 2015		
Elias Motswaledi and Ephraim Mogale: December 2014				

Table 4.4.7.6 (a): Interview schedules for the local structures (respondents)

According to Bless and Higson-Smith (1995: 110), interview schedules can encourage participants to describe their own experiences. This finding was further deepened by Bless and Higson-Smith (1995: 113) when they stated that "... it is often useful to allow participants to share their thoughts with each other". It was in the best interest of the researcher to reduce biasness on the quality of data but also to ensure that the study maintained its qualitative research standard to avoid using or applying mixed method approach. The researcher in addition, ensured that ambiguous or double-barrel questions were avoided. The sample was drawn among

the traditional leaders, municipalities, NGO sector, focus groups, and the business (mines) sector. The departure point was focused on the demographics of the respondents.

During data collection, the majority of the respondents were of middle age (30-40 years) and older (40-50 years). Their ages are corresponding with their ages of working as managers. Many respondents were between 30-50 years given the fact that various sections of management were composed of experienced practitioners who have been in the sectors for many years. In as far as the traditional leaders were concerned, this study established that there were few middle age traditional leaders whom some were regents acting on behalf of their deceased husbands as the rightful heirs. This happens when male traditional leader dies while the wife is still at middle age and the son is a minor. The royal council may decide to allow the appointment of the young women as a regent while the elder son (heir) is still growing or at school or tertiary. In this context, the majority of the traditional leaders in terms of their age as per the demographics were from 50+ years while only few were between 40-50 years of age. This did not mean that it was a principle but it was construed as a cultural practice guided by customary law. The table below illustrates the age categories of the respondents as discussed above:

Respondents	Age categories	Institutions
Traditional leaders	40 to 50/ 50 to 70	Traditional Councils
Focus group	30 to 50	Mines and Traditional Councils
Business sector	30 to 50 and above	Mines
NGO sector	30 to 60	NGO sector
Local municipality	40 to 50 and above	District and local municipality

Table 4.4.7.6 (b) Age groups of the respondents

People with disabilities were also recorded among the respondents along the gender difference as the main factors in this study. This study considered sections of the

population (gender and people with disability) as crucial unit of analysis in this study hence they were included. This was mainly to ensure that any development that happened should take into account the needs of people living with disabilities. The level of education remained a factor that this study also investigated. The researcher asked the questions as stated (cf. 1.7) in order to gain an understanding in terms of their role, involvement, contribution, and support to development and service delivery, which are crucial and fundamental for the researcher to understand and ascertain their assessment role of these local structure.

The traditional leaders' role in assessing and contributing to development and service delivery in the Sekhukhune District Municipality and other related questions were part of data collection. Clarity in terms of their responses was articulated which dealt with the findings and interpretations where the responses would be graphically illustrated. It was established that majority of the local structures do not know which instruments had to be used or needed in conducting development and service delivery assessment. It was however clear that there was good governance from the traditional leaders in which reference was made based on the apartheid era where powers sharing with local government (municipalities) did not exist.

4.4.8 Phenomenological interviews

Phenomenological interviews were used where the researcher undertook descriptive qualitative interviews. The phenomenological interviews required the researcher to directly observe the participants while recording and taking notes (transcribe) on the answers provided by the respondents during the interview schedules. The researcher used the phenomenological interviews as a qualitative scientific method for data collection that allowed the researcher to consider the phenomenon being studied in a given study area. Guerrero-Castaneda, Menezes and Ojeda-Vargas (2017) indicated that phenomenology moves between the descriptions of the phenomenon to the understanding of it. Phenomenological interviews were important in contextualisation of the consciousness of the participants as it related to their experiences they had lived in creating meaning to their lives. The interview guides were developed based on the research questions as per the local structures (cf. table 5.4.1).

4.4.9 Data coding and interview transcript

Smith and Davies (2010: 155) argue that coding does not constitute the totality of data analysis, but it is a method to organise the data so that underlying messages portrayed by the data may become clearer to the researcher. Coding without attaching labels is incomplete as it is a prerequisite to the researcher to group and compare similar or related characters of the respondents' information. A data code is a descriptive construct designed by the researcher to capture the primary content or essence of the data. Charmaz (2006: 46) describes coding as the pivotal link between data collection and explaining the meaning of the data. Coding is an interpretive activity in research and therefore it is possible that even two researchers might attribute two different codes to the same data. In ensuring that this study achieves its objective, raw data was linked to the research question through categorisation and consolidation of data (Charmaz, 2006: 46).

Blair (2015: 14) states that "in an attempt to find meaning within qualitative data, researchers commonly start by coding their data". The coding process for the field notes and transcripts ascribed to three steps described by Thiétart (2007: 139); and Neuman (2011: 510-514). Thiétart (2007: 139); and Neuman (2011: 510-514) identified three coding, namely: open coding, axial coding, and selective coding. The researcher used open coding because it is qualitative and user-friendly to examine transcripts data. It is stated that data coding is crucial for reflexive alignment during data collection so as to meet the study's objectives (Blair, 2015: 14). The context in which the research is done, the nature of the research, the personality, and interest of the researcher determines and influences the codes the researcher attributes to the data. During the coding process, the researcher wanted to ensure that errors are eliminated particularly in cases where some codes may appear repeatedly. In the event that these patterns happen the likelihood may have resulted with similar trends in terms of coding that may give rise to categories.

The identification of patterns in data coding is not something new but commonly practicable as part of integrating patterns that seek to answer the research question in qualitative research. Coding is the linking of data to an idea in a cyclic process. By incorporating more cycles into the coding process, richer meanings, categories,

themes, and concepts can be generated from the data (Saldaña, 2013: 5). The researcher used pre-coding by circling, highlighting, or underlining significant words or sentences. The researcher started the coding process whilst he was collecting the data bearing in mind that the codes may change during later cycles.

The researcher used transcripts and a recorder in making notes of patterns on the data. Interview transcript was part and parcel of data coding as it was generally known that coding was the process of translating raw data into meaningful categories for the purpose of data analysis. During coding of qualitative data, the researcher identified recurring new themes and ideas.

According to Miles and Huberman (1994: 56), “data codes are tags or labels that are assigned to units to give meaning in a descriptive way or inferential information compiled during a study”. The only way the researcher can start recognising the patterns during the use of transcripts and data coding, was to read through the transcripts several times, keeping the research questions in mind. The two (transcripts and data coding) were crucial in contributing to the development of thematic areas but also in identifying patterns in the data. In a nutshell, Blair (2015: 14) states that when coding qualitative data, the researchers should be methodologically thoughtful so as to ensure that there was consistency between paradigm and research techniques.

4.4.10 Research quality

In accordance with a quality assurance framework for design, a team is needed that provides the spread of knowledge, diverse skills, and cultural backgrounds for which successful comparative design requires (Lyberg and Stukel, 2010). Scientific standard that has to be achieved in a scientific study depends on the quality, validity, reliability, and credibility of the yardstick to measure the extent to which such standard was met. The quality of this research is attributed to the design, sampling procedures, literature review, methods, and methodologies that were used during the conceptualisation of this study. Boaz and Ashby (2003); Lohr (2004); and Shavelson and Towne (2002) indicate that the principles of quality research designs are key and commonly found in the literature survey and methodology.

This study was instrumental in maintaining consistence in terms of methodology and methods so as to ensure that the research quality was not compromised. This study has important implications in terms of policy reform in development, which should address the challenges affecting development at local level. The objectives of the NDP and other policies for local sphere of government signify the important role of local government together with other role players in assessing development in municipalities. Municipalities are at the coal face of ensuring that the constitutional and legislative mandate to lead development and service delivery were realised despite all limited resources. Research quality is grounded on application of empirical steps needed when pursuing academic writing of scientific research. This study fairly addressed the research quality issues that encapsulate *inter alia* the methodology, method, sampling procedures, paradigm assumption, and the research design that included phenomenological interviews.

4.4.11 Confidentiality, assurance and credibility

Research ethics lay the foundation for confidentiality. These are the fundamental principles that are enshrined in every research exercise. UNISA is hardnosed on these principles as the rights of the respondents should be protected while it was illegal to divulge their responses to anyone. Once such principles were adhered to, the assurance should also be guaranteed. This provided the basis for the credibility of research in social science. Petrova, Dewig and Camilleri (2014: 1) state that the credibility of the research is bestowed to every research process and predisposed the participants to greater trust and to a certain extent disclosed their experiences and allowed them to speak more freely which enhanced the quality of the research study.

Confidentiality is articulated in research as it embraces oaths, guidelines, and codes (van Bogaert and Ogunbanjo, 2009). In this study the issues of confidentiality, assurance, and credibility are mutually exclusive in qualitative research. According to Alles, Kogan and Vasarhelyi (2004: 183), the degree to which assurance adds value to research between the researcher and respondents is directly related to the credibility of research. It is in this context that this study embraced confidentiality and assurance as the credibility of this research study should be upheld.

Confidentiality was embedded in this study where the quality was assured if the results were to be credible (cf. 1.13). The credibility of research rests with the research design and the quality of data collected and analysed. This was supported by quality standard that was entrenched in Chapter 1 of this study that went a long way in research ethics and research confidentiality. Given the instruments used for data collection as well as the analysis in this study, thus credibility was assured while confidentiality was justified through the guidelines as provided for by UNISA.

4.4.12 Validity of research

Heale and Twycross (2015: 66) state that validity defines the extent to which a concept is accurately measured in a study. The same sentiments were echoed by Bhattacharjee (2012: 58) when stating that validity refers to the extent to which a measurement adequately represents the underlying construct that it is supposed to measure. It is further noted that a number of techniques can be used to ensure that validity of results is maintained and triangulation is identified as a strategy for increasing the reliability or rigor of a study (Golafshani, 2003); and (Humble, 2009: 37). In research, the phenomenon under investigation needed to be measured in order to establish which type of validity was crucial for the subject. In this study, the assessment role and contribution of the local structures in development in the Sekhukhune District Municipality was fundamental to assess the validity in this study.

According to Brink (1993: 35), cited in Le Compe and Goetz (1982: 32) validity in research is concerned with the accuracy and truthfulness of scientific findings in a study. Scientific study indicates that any validity is invalid if the reliability cannot be achieved (Bless and Higson-Smith, 1995). For this study to validate the data and the findings, a consistence was needed to achieve the reliability of the instruments in terms of responses received from the participants. There was a causal relationship and correlation between validity and reliability of the findings, and/or results in scientific studies.

Given the fact that the study investigated the local structures in development, it was worth noting that a theoretical validity was the relevant criterion. As the last criteria, it measured theoretical validity which involved comparing the models or instruments

for data collection with acceptable theories and models applicable in qualitative social science research. This was crucial when assessing for example, assumptions, development, interview schedules, and structures (Kvale, 1989: 74). Validity is epitomised by the question: does the instrument measure what it supposed to measure?

The researcher has triangulated the different interview schedules including focus groups' views against the interview schedules for the traditional leaders, municipalities, NGOs, and business sector. It is in this context that validity seeks to respond to the notion which clarifies the gap in this study. In this study, validity was conceptualised in such a way that the phrasing of the interview schedules emphasised the true reflection on the research aims, objectives, and review of the literature. The validity in this study relied on the designed interview schedule as the instrument to validate collected data whilst the reliability confirms the validity.

The researcher in this study used different techniques to collect data on different structures. This means that the credibility of the instruments should be validated and tested. Among other instruments includes the application of interview schedules for data collection, focus groups, as well as direct observation. In addition, the researcher triangulated the usage of these tools in order to test the reliability and validity in this study. Validity can be assessed using theoretical or empirical approaches, and should ideally be measured using both approaches (Bhattacharjee 2012: 58). The researcher considered the importance of the instruments for the study and subjected them to triangulation. Triangulation in social science is used where more than one instrument is applied in a research, particularly in the qualitative method for the sake of credibility of the study. All the instruments in this study were subjected to validity and reliability in order to authenticate the missing values that could compromise the credibility.

It is in this context that the application of ethical principles was displayed when the researcher interviewed the traditional leaders where protocol was the first ethical principle. This academic compliance with the university regulation on ethical consideration was further displayed during the meetings with traditional councils, elected municipal leadership (councillors) in municipalities, as well as all other

leaders interviewed in different capacities. First and foremost, the researcher has an obligation to respect the rights, needs, values, and desires of the participants. The issues of ethical protocol were mainly considered alongside the fundamental principles and informed consent of the questions (Nind, 2008: 5). The ethical issues are important in this study as the subject under investigation affects many sections of the society, thus care had to be taken when interviewing vulnerable participant groups (Iacono and Murry, 2003: 29).

Social science is concomitant with phenomenological description of all sections of the society in order to provide answers and formulate a policy that seeks to address their predicaments. Therefore, this paragraph should be read within the context of moral values and principles that guide a qualitative research study. The researcher should remain sensitive to the needs, plight, and predicament of these vulnerable sections of the society during data collection. Central to ethics, the protocol is crucial for the study as it locates the research within the context of an informed consent (Nind, 2008: 6).

UNISA provides clear guidelines in terms of ethical policy on research. The consent letter was crucial to eliminate doubt amongst the participants/respondents. Due to ethical considerations, participants need to be assured through the consent certificate that there would be no harm to them as they participate and they have the right to anonymity, the right to refuse to answer certain questions, and the right to refuse to be interviewed or participate in this study (Oppenheim, 1992); and (Bird, 2009: 1313). The political climate and nature of this research study requires ethical protocol to be considered. Research does not dictate to the respondents to participate in the process for data collection. It is important for participants to reflect on the issues as they have important implications in terms of influencing decision and policies that change their lives.

The researcher should respect the rights of the participants at all times (Cohen, Manion and Morrison 2004). Ethical considerations are crucial and the researcher is required to exercise high moral discipline that encapsulates honesty and integrity (Burns and Grove, 2003: 191); (De Vos, 2001: 24); and (Polit and Hungler, 1999: 90). A written permission by the UNISA for the researcher to interview the local

structures of various institutions was indicative to compliance and consistent with moral and ethical issues.

4.4.13 Reliability of research

Bhattacharjee (2012: 58) states that reliability is the degree to which the measure of a construct is consistent or dependable. In the case of this study, it is important to state that if another researcher uses the same instruments to collect data and using similar techniques and software programme for the same study, the likelihood of the researcher to arrive on the same findings and results is possible or guaranteed. This simply means that the reliability depends mostly on consistent use of instruments for the same purpose in order to produce the same results. For example, if the same interview schedules could be administered by the different researcher on the same phenomenon, same participants/respondents, and same unit of analysis as well as within the Sekhukhune District Municipality then there is a likelihood of producing the same results and arriving at the same findings and mainly the same conclusion that is reliable.

This study maintains reliability, as the consistence and commonality of the answers provided by the respondents during data collection to yield reliable results during analysis. This is true because during the pre-feasibility of data collection, a sample of a population was chosen in order to administer the interview schedules. The responses provided during the field work were almost the same as those received during the rehearsal process. These similarities prompted the researcher to accept and conclude that internal consistence is maintained while reliability of the research is achieved. Therefore, it is important to rigorously determine how this study addresses the issue of reliability in a research (Heale and Twycross, 2015: 67).

4.4.14 Descriptive data and computer program analysis

The scholars state that data analysis is the process of translating raw data into a meaningful representation of a phenomenon. In qualitative research, the researcher has the responsibility of ensuring that out of collected data a meaning is derived which makes sense of what the researcher seeks to achieve. The views, opinions,

and behaviours of the participants are sources of information that needs to be transformed. Collected data without analysis is meaningless as long as it does not translate into meaningful thoughts. This means that data collection and analysis are intertwined and are inseparable. It is during data analysis that additional information such as emerging of new thematic areas occur.

The researcher considered and deployed Atlas TI as a software programme for data analysis in order for it to help the researcher to uncover and systematically analyse complex phenomena hidden during data collection. The program provides capacity and techniques that allow the researcher to locate, code, and annotate findings in primary data material. This exercise not only capacitates the researcher to further weigh and evaluate the important implications of this programme, but also places him in a better position to envisage complex relations between them and the variables in the study during analysis. Qualitative research is simple for preparing questions however their analysis is more complicated and difficult.

Atlas TI is a computer program used mostly in qualitative research or qualitative data analysis. Petrova *et al.*, (2014: 2) enjoin that with qualitative data analysis (QDA) software package, a researcher can repeatedly and electronically use it to allow flexibility in how the coded data should be viewed and analysed. In addition, it provides analytical and visualisation tools designed to open new interpretative views on the material.

Zikmund (2003: 44) states that descriptive analysis is the transformation of raw data into a form that makes the readers to easily understand and interpret, rearranging, ordering, and manipulating data to generate descriptive information. The descriptive analysis of the phenomena under investigation is indispensable as it provides clarity and understanding in terms of which data should be correlated with the intended finding. Baskerville and Pentland (1994: 503) suggest that descriptive analysis applies to qualitative data analysis that is typically allowing the researcher to concise meaningfully ways of summarising the data (such as descriptive analysis) or projecting their implications onto a future population of cases (findings and recommendations).

Descriptive study provides the context and understanding of how the participants are feeling during data collection. During data collection, the researcher was able to read their emotions and behaviour relating to development and service delivery. Lack of development due to institutional incapacity was a stressful ordeal that left respondents disenchanted on the peril of development. The descriptive nature of the phenomenon under investigation suggests its important implications to the realisation of socio-economic development.

It is important to state that Atlas TI permits the researcher to organise data systematically in a detailed and efficient manner. Bazeley (2010: 453) proffers that it is important to further note that Atlas TI manages research data effectively by arranging codes alphabetically, presenting strength of codes, and depicting data graphically. Technology plays an important role in modern research for scientific data analysis in social science research in both qualitative and quantitative. It is in this context that the researcher used computer programme for data coding during data analysis (cf. 5.4.8).

This programme (Atlas TI) was also useful in developing themes that could be used for themes' analysis in a study. The benefits of application or use of Atlas TI is that the programme has the potential to generate graphs during data analysis. Although it should be noted that the use of this programme does not guarantee error-free data analysis, however it is virtually proven scientifically that it has the potential to detect such errors as they emerge. Every aspect of the scientific programme has the drawbacks in data management analysis as well as analysis of themes generated by the Atlas TI. It is intrinsic to state that a close scrutiny during data analysis is paramount for data manipulation. If the researcher deems it necessary that codes and data manipulation during data analysis is academically acceptable, the Atlas TI is the preferred and recommended empirical programme that is dynamic as it facilitates complex sets of data with the emergency of new themes.

Atlas TI is recommended inherently as software that supports qualitative social science research where the basis of the research design relies on the descriptive and phenomenological analysis as it allows formerly manual procedures to be accomplished more quickly and seamlessly. Indispensably, it cannot be overstated

that the use of Atlas TI necessitates the systematic and procedural exploration of complexities necessary to produce a thematic analysis of the quality required in the academic context.

The application of Atlas TI Version 6 heralds the most significance milestone in interpretation during analysis, particularly when the researcher used interview schedules for data collection. Kelle (2004: 483) concludes that the Atlas TI programme appears to be the exception on the rule and software programmes, because it offers the user the opportunity to make possible connections between the different codes of the qualitative database. Creswell (2008: 249) found that “equally important is the quick recall of data like an idea obtained from the networks created, which makes this program more than useful and valuable”.

4.5 Methodological conclusion

In order to bring about congruence and synergy in phenomenology, methodology and descriptive observation, the researcher seamlessly systematise their relationships. This is based on the research methodological findings that the researcher brought about in a table below that better explain the systematic relationship between the methodology (Chapter 4) and analysed data (Chapter 6) in terms of correlation. It is in this context that the synchronisation between the two is vital for better understanding of co-existence between the two (methodology and data analysis as well as interpretation) that further relate to literature review and literature findings for seamless approach in this chapter. For this study to justify the methodological consistence, it was important for the researcher to ensure that many factors are taken care of that include but not limited to: philosophical paradigms, phenomenology, hermeneutics and critical theory among others.

Methodology alone cannot justify the findings that this study seeks to advance, however it involves a number of social science constructs. According to Anney (2014: 272), in (Avramidis and Smith, 1999; Blaikie, 2010; Bryman, 2008; Guba and Lincoln, 1994) qualitative research approaches are diverse, consisting of a variety of philosophical paradigms, such phenomenology, semiotic, ethnographic, ethnomethodology, feminism, constructivism, social realism, contemporary

hermeneutics and critical theory, symbolic interactionism and others in support of the methodological approach. The justification of the relationship between the methodological findings and interpretation of the findings is better explained and articulated in terms of statistical analysis that has important implications in this study. This also authenticates how the methodology is crucial in qualitative research in social science among others.

Comments on the methodological implications on the literature findings	
Phenomenological design	The important implication of phenomenological design is its focus on consistence alignment between phenomenology, anti-positivist, and qualitative method as they relate to descriptive and direct observation of the phenomenon under investigation. In this regard, the participants are indispensable to ensure that the study remains on track. Given the nature of this study as a qualitative research method, attention was given to interview schedules and interview guides.
Phenomenological observation	In social science research which embraces qualitative methodologies, the researcher observes the participants as they respond to the questions in terms of perception, feelings, emotions, and attitude towards the state of infrastructure development and service delivery. The participants viewed the reality (development and service) as perpetuated by lack of commitment towards lack of improvement to socio-economic and material conditions in the Sekhukhune District Municipality.
Methodological findings	The relationship between the method, methodologies and phenomenon under investigation attributed to the synchronisation of approaches and paradigm shift in this study that seek to advance service delivery and development in the Sekhukhune District Municipality. This study highlighted the methodological consistence in the field of development.
Descriptive observation	Descriptive observation is closely related to phenomenological observation as they contribute to data collection. This study area is crucial as it reflects on the feelings and perceptions of the respondents as expressed in this study. The researcher uses interview schedules and interview guides.
Data correlation	The application of Atlas TI as a computer program was in response to the need for scientific approach for data synchronisation. An analysis was crucial in conducting scientific study in order to ascertain the authenticity, validity and reliability of data analysis. Atlas TI for social science reflected a balanced correlation and interpretations.

This chapter was verified and certified by the Data Analyst/ Statistician as a way of authenticating the statistical analysis and findings in order to bring about the reliability, validity and credibility of the research as recommended. According to Anney (2014: 273) the qualitative methodology was used to justify the trustworthiness criteria of validity and reliability to ensure the credibility of the research instruments and the authenticity of their findings.

Table 4.5: Comments on the methodological and statistical findings

4.6 Conclusion

Chapter 5 provided the context, methods, and methodological design that guide data collection in qualitative research. Chapter 5 provided the scientific data collection that seeks to respond to the research aim and objectives. Data collection in Chapter 5 was guided by the local structures as identified in this study where their assessment role and contribution were investigated. The empirical approaches and paradigms were also contextualised in order to maintain consistency. In qualitative research, phenomenological description and direct observation of respondents are crucial and it is important for this study to ascertain whether in the process the perception and behaviour of the respondents reflected the current realities in the Sekhukhune District Municipality. It is data collection that should be subjected to analysis in order to examine the important implications of the study to achieve its aim and objectives.

The responses received from the participants were valid to inform data analysis while the techniques used for data collection were strengthened to enable the researcher to gather the right information that responds to the questions in this study. Chapter 5 reflects the qualitative approach, phenomenological design, interviews, observation, and the sampling procedures scientifically scrutinised in order to collect the correct data for this study. This study has important implications as it is geared towards contributing to policy reform and policy formulation. The application of various approaches demonstrates a broader understanding of a systematic and logical conclusion. The next chapter (Chapter 6) discusses the findings and interpretation of this study towards the achievement of the research objectives.

CHAPTER 5: LITERATURE FINDINGS

5.1 Introduction

Literature findings have important implications in this study in terms of addressing the research aim and objectives. Literature findings focus on how the literature review addressed the research questions, aims, objectives, and the problem statement. It is against this background that the literature findings contribute to the study's response to the research questions that seek to achieve the research aims, research objectives, and problem statement as articulated in Chapter 1 (cf. 1.5; cf. 1.6; cf. 1.7). As a qualitative research study, literature findings clarify ambiguity on the phenomenon within a given constructs embedded in qualitative social science research. Five objectives were identified for this study and they are adequately aligned with the research questions. The objectives (as articulated in Chapter 1) are highlighted across the body of this study. It is against this backdrop that Chapter 5 is organised as follows:

5.2 Objective 1: To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality

The most highlight of this study is to determine (ascertain) the extent to which the local structures' contribution to local (infrastructure) development and service delivery change the socio-economic and material condition of the citizens of the Sekhukhune District Municipality. A region rich of mineral resources like the Sekhukhune District Municipality should better developed as compared to the sister regions of the Limpopo Province and across the country (South Africa). Sustainable value realisation from a mineral resource cannot be achieved without the effective integration of infrastructure provision into long-term planning and execution (Smith, *et al.*, 2008: 367). The local structures in deed contributed to (local) development in the Sekhukhune District Municipality. These local structures were contributing to local development, infrastructure, socio-economic, capacity, policy, SDF, LED, IDP, among others so as to ensure that the Sekhukhune District Municipality becomes the

better place to work and live in. The business sector has contributed largely towards the growth of economy in the Sekhukhune District Municipality of Limpopo Province and that of South Africa.

As a multi-faceted and multi-dimensional approach, development is underpinned by commitment, capacity, and resources. Contribution by these local structures in development and service delivery cannot be understood outside the context of capacity, resources and skills. The contribution of the local structures (sectors) was highlighted in the areas that this study seeks to advance including among others development (cf. 3.1; cf. 3.9.5; cf. 3.12; cf. 3.12.8; cf. 3.14). It is in the light of this background that the collaboration of the local structures as touted across the body of this study highlights the level of commitment by the sectors to contribute immensely towards the realisation of the objective (objective: 1). The identified institutions in this study indicated the areas of convergence in terms of their contribution. The step taken and commitment by the local structures' contribution to development was their intention to forge collaboration and partnerships. According to them (local structures) their intention aimed at supporting the achievement of socio-economic development at local level.

It is in the light of this definition, that the collaboration by all institutions is within the objectives of this study as well as government's understanding of creating interactive structures (collective responsibility) with traditional leadership having to play a greater role in addressing the legacy of apartheid together with local government by promoting development in rural communities by reflecting and measuring the contribution and the role of structures (Knoetze, 2009: 162). It was within these objectives that government understands that the issue of development is an interactive among the local structures collectively to play a greater role in addressing the legacy of apartheid together with local government by promoting development in rural communities. In response to developmental needs, the government undertook to place the institution of traditional leadership at the centre of development (Knoetze, 2009: 2).

Contribution of each local structure was covered in the body of this study. For example, the traditional leaders as the custodian of land, in some instances release

land for the benefit of development. The object of the Development Facilitation Act (1995) is to provide for nationally uniform procedures for the sub-division and development of land in urban and rural areas so as to promote the speedy provision and development of land for residential, small-scale farming or other needs and uses (DFA, 1995). In as far as the NGO sector is concerned, this local structure plays an important role among others advocacy, awareness as well policy matters in terms of advising the government (cf. 1.4.1).

The business sector is crucial in terms of contributing to infrastructure development around their operations. This local structure was instrumental in changing the lives of the people in the Sekhukhune District Municipality. The provision of pipe infrastructure at Maandagshoek, Olifants River, Winnaarshoek, and other related infrastructure within the Sekhukhune District Municipality was an indication of the sector's commitment to advancement of socio-economic development. In as far as the municipalities are concerned, as the government at local level this local structure has the constitutional and legislative mandate of improving the material conditions of poor and marginalised sections of the population. For that matter, it is its mandate to contribute to development by creating an enabling and regulatory environment for the investors and safety of the citizens (cf.1.1; cf.1.6; cf. 1.7; cf. 1.8; cf. 1.9; cf. 1.10.1; cf. 1.10.2; cf. 1.11; cf. 1.12; cf. 1.13; cf. 1.15; cf. 1.16; cf. 1.17; cf. 2.3; cf. 2.4; cf. 2.5; cf. 2.7; cf. 3.7; cf. 3.2; cf. 3.8; cf. 3.9; cf. 3.9.1; cf. 3.9.2; cf. 3.9.5; cf. 3.12; cf. 3.12.2; cf. 3.12.3; cf. 3.12.5; cf. 3.12.6; cf. 3.12.8; cf. 3.12.9; cf. 3.14).

“According to the 2006–2011 IDP report, the fact that the local municipality straddles two provinces complicates access to resources, it adds that being a newly established body means that all structures and systems are not fully in place and, hence, management and project implementation may lag for some time” (Smith *et al.*, 2008: 372); (Smith and Da Lomba, 2008: 12). Literature findings are in line with and support the findings in this study which established that for the local structures to effectively and efficiently assess development they need resources, capacity, and skills. These resources were identified as the main constraints to development. As a result of unavailability of these resources, capacity, and skills were cited as constraints for assessment to be conducted by some of the local structures. Lack of capacity by the local structures to conduct an assessment was construed as a gap

that needs to be considered as an obstacle towards the realisation of challenges and impediments hampering.

53 Objective 2: To assess the role of the local structures within development spectrum in the Sekhukhune District Municipality

The local structures find expression in Chapter 3 (cf. 3.11) where Siddle and Koelble (2017: 17) outline their importance in terms of constitutional, legislative, regulatory, and policy framework in local government. Local government is highly regulated sphere of government closest to the people. White Paper on Local Government (1998) states that developmental local government is a local government which centres on working with local communities to find sustainable ways to meeting their needs and improve the quality of their lives. The Municipal Finance Management Act (2003); Municipal Structures Act (1998); Municipal Demarcation Act (1998); Municipal Systems Act (2000); Inter-governmental Relations Act, 2005 (Act No. 13 of 2005); and the South African Constitution (1996) are regulatory pieces of legislation that seek to ensure that municipalities work better in discharging their legislative obligations.

These pieces of legislation are supported by national, provincial, and local instruments such as NSDP, NDP, PGDS, IDPs, LED strategies, and SDFs so as to better respond to development and service delivery challenges at the local level (cf. 3.9.2). According to the DPLG (2006: 10), LED is an outcome of actions and interventions resulting from local governance and the constant improvement and integration of IDPs, PGDs and the NSDP that utilise resources and opportunities from a range of sources. The NSPD is a national framework that works closely with the PGDS, IDPs and SDFs to address the spatial development challenge facing the local government. The context is that the realisation of the national and provincial framework should be aligned with the municipal IDPs. The effectiveness of these tools seeks to enhance horizontal (local) and vertical (national) development and service delivery while provincial sphere plays a coordinating role. The PGDS is a strategy at provincial level that coordinates and supports spatial development at the municipal level so as to achieve the objectives of the IDPs, SDFs and LDOs.

In responding to these objectives above, it is crucial to locate the literature findings within the context of their interrelatedness in this study based on development and service delivery. Development is championed at all spheres of government horizontally and vertically through the NDP, PGDS, and IDPs that articulate the importance of service delivery to accelerate development. These key instruments were developed in order to respond and accelerate development at local level where it is much needed particularly at rural areas. For development to happen in municipalities, it needs service delivery as a precondition. Objective 2 of this study is articulated and repositioned itself to assess the role of the local structures within the development spectrum in the Sekhukhune District Municipality.

Literature findings are in line with and support the findings in this study which established that for the local structures to effectively and efficiently assess development they need resources, capacity, and skills. These resources were identified as the main constraints to development. As a result of unavailability of these resources, capacity, and skills were cited as constraints for assessment to be conducted by some if not all the local structures. Lack of capacity by the local structures to conduct an assessment was construed as a gap that needs to be considered as an obstacle towards the realisation of challenges and impediments hampering development. This suggests that if all local structures are in a better position to undertake an assessment that contribute to development and service delivery, and then may be the picture might be looking differently. According to Saunders *et al.*, (2009: 83), the researcher maps and assesses the relevant intellectual territory (literature) so as to specify a research question which develops and further strengthens the topic.

On the capacity of the local structures to undertake an assessment, the literature findings are consistent with what this study seeks to achieve. The findings support the response held by the Ephraim Mogale Local Municipality which cited the resources and capacity as the impediments for the local structures to conduct an assessment. This view was supported by the Greater Tubatse Municipality, because of its resourcefulness, appointed the service provider to undertake an assessment on its behalf. The findings highlighted development and service delivery constraints to advance socio-economic upliftment in the Greater Tubatse Municipality post-

assessment. The literature findings are also in line with what have been stated as the challenges facing development as a result of inadequate provision of services. It should be understood that the challenges heralded the institutional capacity as major constrain. In addition, the business sector acknowledges development challenges facing the Sekhukhune District Municipality.

An assessment undertaken by the business sector in terms of development gaps was indeed similar to the gaps as identified by other local structures. The role played by the business sector in ensuring that development in the form of infrastructure roll-out was essential could not be overstated. It is conversely stated that although the provision of infrastructure by the business sector was urgently needed due to the fact that their operations were also affected, such infrastructure development should benefit all the residence in the Sekhukhune District Municipality. There is huge investment on infrastructure by the business sector in the Sekhukhune District Municipality which ranges from dam, substation, water pipes, bridges, and tarred roads leading to various mines. The advantage part of the infrastructure such as tarred road is that it is of beneficiary to the communities because the communities too are able to use it as well. This huge infrastructure investment however does not translate to a better life for the people of the Sekhukhune District Municipality.

It is clear that the business sector provided infrastructure which supports development but does not translate to the socio-economic advancement for the benefit of the people in totality. This contradiction could better be explained as uncoordinated development and service provision among the local structures in which social and labour plans, corporate social investments, and IDPs that need to be synchronised to realise the impact failed. In addition, this unsystematic approach to development indicates lack of planning. Uncoordinated provision of infrastructure for development resulted in a gap which undermines service delivery as well as advancement of socio-economic and material conditions in the Sekhukhune District Municipality. It is important therefore to state that for development to happen, IDPs should be considered as the centre of coordination at local government level (municipalities).

The literature findings also exposed the level of illiteracy where the finding in this study highlighted the level of education as posing challenge for the local structures to conduct an assessment and contribute to development in the Sekhukhune District Municipality. The challenges relate to the extent to which the level of education is associated with the skills needed to conduct an assessment. It is further noted that the responses by the local structures indicated that both the business sector and local municipalities are better placed to undertake an assessment. This statement is informed by resources endowed in these institutions and their previous experience as indicated earlier.

The municipalities have the support of the other spheres such as the national and provincial to conduct an assessment. Through the Division of Revenue Act, 2016 (Act No. 3 of 2016) and Equitable Share, the municipalities could use these funding to undertake an assessment that contribute to development. These spheres (national and provincial) also support and coordinate development and service delivery in municipalities as required by Sections 153 (b) and 154 (1) of the South African Constitution (1996). The developed national policies, strategies, and frameworks concomitant with local government, ensure that they horizontally and vertically coordinated nationally and provincially in support of municipalities.

The literature findings are informed and guided by the objective 2 in this study and justifies the inadequate contribution of the local structures in development. It is in this context that an assessment of some local structures was neither undertaken as it was expected of them, nor played a supporting role in development. The justification for this study fully achieved the above-mentioned objective particularly on all local structures to support each other so as to ensure that the national goal of the DCOGTA is achieved. The assessment undertaken by the DCOGTA in 2009 post general elections indicated that the Greater Tubatse Municipality in 2006 post local government elections and the business sector in 2008 were cited as the institutions that ensured that development and service delivery are needed to impact positively to the lives of the people. The fact that not all local structures were able to conduct an assessment such as the NGO sector and traditional authorities by extension, some local municipalities due to capacity, resources, and skills constraints was

fundamental and attributed to under-development in the Sekhukhune District Municipality.

It could be said that this objective was achieved as a result of the capacity, resource, and skills impediments confronted by some local structures. It was important to establish the constraints facing the local structures to undertake an assessment. As the platinum mining industry expands in the Eastern Limb of the Bushveld Complex in the Sekhukhune District Municipality, it is increasingly evident that a major constraint to development post-assessment is as a lack of appropriate infrastructure, water resources, spatial development and infrastructure (Smith *et al.*, 2008: 367); and (Smith and Da Lomba 2008: 1). It is important to understand that the view held by the business sector regarding the post-assessment relates to the extent to which development and service delivery in the Sekhukhune District Municipality's pre-assessment impacted negatively on their business sector's investment and under-development in totality.

In addition, the literature findings indicated that due to development constraints, the local structures were unable to respond to skills, resources, (institutional and governance) capacity as well as infrastructure challenges. These literature findings by the local structures were consistent with the views by Smith *et al.*, (2008: 367); Smith and Da Lomba (2008: 1); and Schouwstra and Kinloch (2000) who researched and wrote extensively on the state of development in the Eastern Limb of the Bushveld Complex in the Sekhukhune District Municipality. "The Eastern Limb of the Bushveld Complex is truly a world class deposits and unlikely to be duplicated by any new discovery" (Schouwstra and Kinloch, 2000: 39).

Smith *et al.*, (2008); Smith and Da Lomba (2008) state that this approach typically manifests itself in a prioritised programme covering: provision of free basic services, access to municipal services in previously disadvantaged areas, water services (provision and maintenance), solid waste removal, electricity provisioning, transport, roads and storm water management. The literature findings are consistent and in line with the views of other scholars such as Spicker (1988: 89); Rae (1981: 55); Ferge (1979: 55); Townsend (1976: 6); Martin and Lee (2015: 714); Marume (2016: 20); Crothers (1996: 21); Connor (2009: 9); and Le Grand (1982) who indicated the

importance of coordinated local (social) structures in development. It is in this context that Spicker (1988) and Hayek (1944: 80) stated that the concept of development has attracted more attention in recent years than any other question in political and social theory.

In Chapter 3, theoretical analysis of social structures was studied and located within the context of the local structures (cf. 3.2). This analysis provides the relationship between social structures and class structures. Barata *et al.*, (2013: 3) take forward by bringing a distinction between social structures and the local structures that have the basis for their existence and their implications in development. The evolutionary theories of structures were centred on human development. In this study the literature findings support the theoretical analysis of social structures and contribution of theory building in the field of development. The literature findings further contributed to the structures by giving concomitant accountability that are putting development in the centre of collective responsibility of legitimate structures.

This state of affairs also contributes to delay in the provision of services and ultimately undermines development prospects. According to Schouwstra and Kinloch (2000: 34), the Eastern Limb of Bushveld Complex consists of eastern, western and northern limbs however, the focus is given to the eastern limb where development is urgently needed (Sekhukhune District Municipality). Literature findings help to identify the gaps that the objectives of this study should achieve. The literature survey identified the evolutionary theory of structural and functional analysis (cf. 3.3) and locates them within the context of the local structures so as to better understand the importance of an assessment for development.

The fathers of the evolutionary theory William James, John Dewey, George Herbert Mead, and Arthur F. Bentley as expressed by Mertens and Wilson (2012); Wellman (2006: 155), highlighted that it is crucial to understand structural and functional analysis within the context of mystified systems (cf. 3.3). In this literature finding chapter, the structural and functional analysis justified the contribution of class structures, social institutions, and social groups in the socio-economic stratification (Wellman, 2006: 155). Since the dawn of democracy in 1994, the South African government engaged in the processes of reviewing service delivery and

development instruments. Dercon (2008: 2) interrogates development in terms of how theories and evidence inform rural development in both growth and poverty reduction in developing countries. Studies suggest that integrated development by the local structures contribute immensely where development should be taken to the next level (Reed, 2010). These findings contribute to the extent to which the local structures have a role to play in supporting, contributing, and coordinating development.

5.4 Objective 3: To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality

The examination of the literature findings in terms of the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality was also investigated through in this chapter (Chapter 5). This objective (Objective: 3) has a bearing in how participation and involvement of the local structures contribute to development. It was stated that participation and involvement of the structures remain the pillar of democratisation that strengthens local governance. This statement is supported when the municipalities mentioned IDPs, mayoral imbizos, and mayoral road shows as they way to enhance governance by deepening participation and involvement.

The local structures are better placed to respond to the ever changing environment that demands their role to be people-centred and people-driven in development, and service delivery oriented (Bryson, 2004: 22). The aim of public participation and involvement was informed by people-centred and people-driven development. This narrative finds expression in Galvin (1999: 93) where the meaning and context of people-centred and people-driven are clearly articulated (cf. 1.2; cf. 1.8; cf.1.17; cf. 2.6; cf. 3.9.2; cf. 3.12.2; cf. 3.12.5; cf. 3.12.9; cf. 1.13). It is in this context that participation and involvement of the local structures were stated as the means to inform the citizens about development programmes and their implications in their municipal affairs. Inadequate participation and involvement of the local structures is underscored in this study as a means to undermine development and service

delivery efforts in the Sekhukhune District Municipality post-apartheid government in 1994.

Mass participation is crucial towards democratisation at local level where development is crucial and critical. This is the point in case of the Sekhukhune District Municipality where development is crucial to change the lives of the ordinary people. Obadire *et al.*, (2013: 274) (cf. 3.12) indicated that participation is a possible solution for the local structures to be involved as long as they are capacitated, resourced, and skilled. As a cornerstone to democracy, the involvement of the local structures in the programmes provided by the institutions is indispensable for development. The participation and involvement of the local structures in development are entrenched in terms of Sections 152 (1) (e) and 195 (1) (e) of the South African Constitution (1996).

Gavin (1999: 88) asked two questions related to development and the role of local government in this regard. The questions are: what impact does the present local government system and its structures have on development in South Africa? Which factors can be used to predict the future impact of local government on development? These questions are answered in this objective as participation and involvement promote local development. The questions asked by Galvin (1999: 88) are fundamental to this study as the answers were provided by the respondents within the body of this study. The participation and involvement of the local structures proved to be effective in terms of promoting governance and accountability.

It is through this process that collaboration for development and partnerships are centrally informed. The participation and involvement facilitate the interaction of the public and the institution for the benefit of development and service delivery. For local structures to be able to participate in development, capacity, skills, and resources are needed so as to understand their meaning and contribution to development. This conception conversely seeks to justify the contribution made in relation to participation and involvement in modern democracy in developing nations.

This notion is central and gravitated to this objective. This study focuses on an assessment role of the local structures in development in the Sekhukhune District

Municipality. The literature findings espouse that participation and involvement of the structures in development entrenches the relationship between the local development and the local structures. This study highlights the participation and involvement as key to enhancing local development in terms of policy reform that should strengthen the capacity and resources for the local structures. This statement indicates how these objectives are interrelated to one another. The interrelatedness between the local structures and local development is strengthened by the understanding that local development cannot take place in isolation or outside the local structures. It is in this context that this relationship be studied within the auspices of the highlighted impediments (Smith and Da Lomba, 2008). It is stated that a conducive environment for the local structures to participate in development, is an iterative teaching and learning processes among themselves (Water Research Commission, 2007/8: 178); (Stewart, 2002: 577-578); and (Reeds, 2008: 5).

Involvement of the local structures is a legislative and constitutional requirement entrenched in Sections 153 and 195 of the South African Constitution (1996) and Municipal Systems Act (2000) in terms of Chapter 4 and 5 respectively. The causal relationship between the local structures and local development in response to participation and involvement depend on resources, skills, and capacity as fundamental enablers. The development shifts led to an upheaval in the cast list – partly through the rise of new actors and also through recognition of the importance of hitherto-ignored players (Green, 2015: 5). The dawn of democracy in 1994 highlighted the importance as mechanism to recognise and capacitate the local people in decision-making at local level. Municipal Structures Act (1998) established different local structures, and the Municipal Systems Act (2000) facilitates the participation and involvement of the local structures.

Conversely, the South African policies are clear and reposition development at the centre of participatory democracy. In the quest to actualise the imperatives of the IDPs at local level, resource constraints took the centre stage and frustrated development efforts. Therefore, the notion of democratisation of public participation and involvement was blurring. It should be further clarified that this literature finding indicates that local structures alone, without concomitant resources, would not be able to respond to development objectives or undertake assessment role. The state

needs to improve its systems so as to bring harmonisation between district and local municipalities where there is duplication over the allocation of responsibilities and resources (NDP, 2011: 56). As development unfolds, socio-economic development also improves for the benefit and betterment of the people's lives. In the centre of this discussion, the cornerstone to achieve this objective is grounded on participation and involvement of the local structures.

Olivier *et al.*, (2010: 112) stated that "as a result, these organs of the state are constitutionally obliged to co-operate with one another with their entities within the three spheres of government in rural for the benefit of development". In the light of the expression by Olivier *et al.*, (2010: 112); and Obadire *et al.*, (2013), state that the harmonisation and synchronisation of resources for maximisation of development and service delivery are the answers for mass democratisation at local level. The views by different practitioners suggest that the local structures are crucial for development as the municipalities ensure that participation and involvement happen under limited resources. Although the level of arrogance by the local structures was displayed as constrains as highlighted, it does not overpower other views held by the local structures.

The findings by the business sector supported the contribution of the local structures' participation and involvement and further indicated that commitment, skills, and resources are crucial as the local government is a technical area that is highly regulated (Smith *et al.*, 2008: 368). This literature finding has adequately revealed the importance of participation and involvement in development for local government's success. These objectives were interrelated in such a way that the participation and involvement affect Objectives 4 on governance, accountability, and service delivery and Objective 5 on the relationship between the local structures and local development. The Objective 1 which deals with contribution of the local structures in development was answered and has important implications to the other objectives.

5.5 Objective 4: To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement

Putting the local structures in the centre of their own development was by all means justified as a way of promoting good governance and accountability. As per literature finding, this study accounts immensely on governance, accountability, collaboration, and partnerships. The literature findings should be understood within the context of strategic policy interventions that seek to maintain *status quo* and stability in development. This study suggests the important areas that need consideration for future studies. In addition, a relationship exists between governance, accountability and service delivery in the context of advancement of development. Given the historical legacy of the Bantustan administration during apartheid era, the Sekhukhune District Municipality was also the victim of lopsided and exclusionary policies of separate development. Service delivery during the previous regime was earmarked for a particular section of the society. In the new dispensation, an integrated approach to development finds expression in the IDP, as envisaged in Chapter 5 of the Municipal Systems Act (2000).

According to Municipal Systems Act (2000), municipality should develop the culture of municipal governance that complements formal representative government with a system of participatory governance. Section 17 (1) (a) and (b) of the Municipal Systems Act (2000) provides for the participation by the local structures in the affairs of the municipality that should be led by political structures. The same expression was expected to be inclusive of all other local structures such as the traditional leaders. The Municipal Systems Act (2000) should first provide *inter alia* the mechanisms, processes, and procedures for participation in municipal governance for the sake of accountability. The participation and other appropriate mechanisms, processes, and procedures should be strengthened by the municipalities through political structures (councillors) supported by administration (cf. 3.12.4). It is important for the Municipal Structures Act (1998) to provide the same mechanisms, systems, processes, and procedures that guide the participation of marginalised sections of the population.

Section 16 (1) (b) (i) of the Municipal Systems Act (2000) states that municipalities are obliged to contribute to building the capacity of local structures (communities) to enable them to participate in the affairs (governance) of their municipality. This is an important statement that seeks to enlighten the local structures to be capacitated and to be able to respond to the developmental needs of the poor and marginalised sections of the society. This could happen by strengthening mass participation and involvement in their developmental affairs. This statement does not articulate how resources would be mobilised to ensure that the objectives of Section 16 of the Municipal Systems Act (2000) are achieved. The Municipal Systems Act (2000) does not explain what type of capacity is needed as the circumstances facing the local structures differs depending on the regional and sub-regional needs.

The developmental state has a decisive and unapologetic role to play in shaping the economic destiny of our country (DPLG 2006: 10). The service delivery finding was related to the SDBIP (cf. 3.12.4) in which the municipalities are obliged to use it as a barometer or yardstick to measure their performance on a quarterly basis. This would further assist the local structures to better undertake an assessment which contribute to governance and accountability. This shows the justification and the extent to which these literature findings have recorded the level of dissatisfaction among the local structures. Inability of the local structures to assess the state of development and service delivery could be said 'it answers this objective'. The answer to this statement is completely partially yes it does respond to this objective.

Smith *et al.*, (2008: 368) stated that "essentially the majority of the people are unemployed, unskilled, or semi-skilled and living in poverty. This poses significant socio-economic challenges in the sustainable provision of services and development of infrastructure". In the case of the Sekhukhune District Municipality, in terms of the literature findings, the required capacity includes resources and skills as highlighted by Smith *et al.*, (2008); Smith and Da Lomba (2008). These two were directly involved in understanding the infrastructure development and service delivery in the Sekhukhune District Municipality paying attention to the Eastern Limb of the Bushveld Complex. This statement was made in the context where literature findings articulate the institutional capacity constrains for an assessment undertaken by some

local structures (cf. 3.9.3). The understanding of local priorities is fundamental for participation and holding the local structures accountable by the local structures.

It is important to understand service delivery and development programmes within the context of the White Paper on RDP (1994); White Paper on Local Government (1998); and White Paper on Municipal Services Partnerships (2000). These policies are crucial in defining which development parameters are needed, that fit well for the Sekhukhune District Municipality. The Municipal Systems Act (2000) fails to articulate how the enactment of the IDPs for municipalities as a development, planning, and service delivery instrument should be monitored for compliance and evaluated for impact. Any national policy that cannot be measured in terms of its impact on the people is as good as nothing. The same applies for any national policy which fails to respond to the national challenges could be said – to be null and void.

The structures co-exist to support each other either in development, partnerships, collaboration, accountability, service delivery, or governance. As the former Bantustan of the Lebowa administration now Limpopo Province, the level and quality of infrastructure development by apartheid regime remains questionable. It is important that governance and accountability should be strengthened to accelerate service delivery at local level. As long as the local structures are struggling to contextualise their role in holding their institutions that are charged with service delivery accountable, the likelihood of development to happen is uncertain and questionable. Municipalities are charged with responsibility to deepen participatory democracy so as to ensure that the level of accountability is measured. It is in this context that governance is crucial to development which goes a long way to advance socio-economic development. It was obvious that governance and accountability are crucial for the achievement of the objective of this study. The public should hold the institutions accountable *inter alia* during IDP processes and council sittings.

Chapter 3 investigated partnership as the model through which regular engagement is essential for the benefit of the local structures as well as to enhance development at local level (cf. 3.12.8). Where resources are involved, there is a need for accountability and good governance for the benefit of development. Koma and Kuye (2014: 97) state that the objects of local government amongst others are: to provide

democratic and accountable government for local communities so as to ensure that the provision of basic services to communities is carried out efficiently, effectively, and sustainably. It is in this context that development in the Sekhukhune District Municipality is crucial to redress the legacy of apartheid as broadly as possible as accentuated in the literature review in order to promote inclusive economy and social inclusion in society. Service delivery, governance, and accountability are crucial for development as the level of governance ensures proper management of resources whilst accountability sustains development.

This analysis is in line with the evolution of the South African policies that aimed at putting development and service delivery in the centre of infrastructure roll-out which contributed to sustainable development (cf. 2.6) (HSRC, 2005: 12). The Infrastructure Act, 2014 (Act No. 23 of 2014) as assented to by the President of the Republic of South Africa (RSA) into law and operationalised on the 10th of July 2014, is an Act which seeks to respond and achieve infrastructure development objectives by facilitating and coordinating public infrastructure development; to ensure that infrastructure development is given priority; to promote the development goals of the state through infrastructure development; and to improve the management of infrastructure during all its life-cycle.

The Infrastructure Development Act (2014) establishes the coordination structures of the PICC to ensure that all three spheres of government work together and are part of this Commission (PICC). To achieve this, public participation and involvement are crucial for governance. It was stated that governance and accountability are interlaced within the context of the literature findings. This constellation at local level should be done under the auspices of public participation and involvement in order to hold the local structures accountable. The local structures should also acclimatise themselves in terms of how local government operates.

This statement is consistent with the fact that local government is highly technical field and also highly regulated (cf. 3.11). The current evolution of governance nationally seeks to respond to development and accountability trajectory as informed by NDP (2011). Thus, it also seeks to respond to development at local level that is needed for the attainment of high level of accountability where institutional

leadership should be displayed. Governance and accountability heralded the importance of checks and balances in democratic processes (SALGA, 2012: 3). The need for institutions to be answerable to what they do is tantamount to accountability where governance does not interfere with the administrative structures. In local government there is a problem of separation of administrative and governance structures which creates a serious confusion.

The establishment of MPAC in the Sekhukhune District Municipality was in direct response to governance and accountability issues (cf. 3.13). Section 59 of the Municipal Systems Act (2000) which is consistent with Section 79 of the Municipal Structures Act, (1998) requires the municipal council to establish an oversight committee or oversight mechanism charged with the responsibility to hold executive (mayoral committee) accountable on issues of governance. These statutes (Municipal Systems Act, 2000); and (Municipal Structures Act, 1998) try to enhance the level of accountability which is lacking at local government level where good governance is compromised. This literature finding is in response to the instruments developed at local government level to strengthen and deepen high level of accountability for the benefit of service delivery and development.

If the implementation of MPAC can be enforced, then the challenges identified could be addressed. MPAC is the most important committee at municipalities which is charged with the provision of oversight powers unless it is politically diluted. It is in this context that political squabbles at local government compromise service delivery. Poor leadership at municipal level was cited as the main factor leading to the failure of the municipalities to provide service hence there is leadership crises at local level. The municipalities are living examples that fail the people of the Sekhukhune District Municipality when it comes to the provision of efficient, effective, equitable, and sustainable services.

The literature findings established that communities are always at rampage as a result of poor service delivery. In this study, service delivery was studied as part of governance and accountability as well as part of development respectively. The main objective in this section is to explore how governance and accountability could be enhanced through service delivery in the Sekhukhune District Municipality. The

justification is that the likelihood of governance and accountability to be enhanced through service delivery is very minimal. This view is informed by the statement that says there are countless protests that are development and service delivery related in the Sekhukhune District Municipality.

This study established that the local challenges confronted the local structures in development are due to lack of leadership and governance. The reform of municipal governance places local government in the centre of integrated development programmes to achieve synergistic rural development as envisaged (HSRC, 2000: vi). South African government policies such as the Integrated Sustainable Rural Development Programme as well as Urban Renewal Programmes were structurally driven and government funded to respond and inform policy shift from an apartheid way of approaching a development “master plan” to an integrated approach to development “IDPs” which is participatory in nature (cf. 2.8) (HSRC, 2000: vi).

5.6 Objective 5: To investigate any relationship between local structures and local development in the Sekhukhune District Municipality

In the context of this countenance, the literature finding in this objective (Objective: 5) reveals that there is indeed existing relationship between local development and the local structures as co-existing variables. The local structure is an important area to be studied in development studies so as to explore and assess how these structures respond to development and service delivery. The relationship between the local structures and local development was fully reconnoitred. This study wanted to establish whether relationship exists between the local structures and local development. The existence or non-existence correlation has important implications for development in the Sekhukhune District Municipality. It is equally important to relate how the construct correlation influences the local structures and other structures across the sectors and how they contribute to development (cf. 2.5; cf. 2.5.1; cf. 2.6; cf. 2.6.1; cf. 2.7; cf. 3.2).

Literature findings further revealed that the gap in terms of synchronisation of development processes in support of the local structures is acknowledged. The objects of *inter alia* DFA (1995); Spatial Planning and Land Use Management Act,

2013 (Act No. 16 of 2013); Municipal systems Act (2000); Municipal Structures Act (1998); and South African Constitution (1996) and other related policies (NSDP and NDP) are of cardinal importance for integrated development at local level. This revelation contributes and supports the current policy shift, policy reform, and policy formulation in the South African development landscape and it contextually highlights the areas that need policy intervention in development.

Wellman (2006: 88) highlights the structural analysis and its pragmatic characteristics (cf. 3.5) that qualify the rationale behind the horizontal and vertical development approach at local level. A linear relationship between structures and theory building exists and as they are integral part of horizontal and vertical development that is much anticipated to shaping the Sekhukhune District Municipality. The relationship between horizontal (service delivery) and vertical (development) as envisaged in Chapter 3, sought to systematically synchronise development in this study (cf. 3.11).

Chapter 3 provides the basis why development should be understood as both horizontal and vertical in the context of this study (cf. 3.5). The literature findings as espoused demonstrate the importance of harmonisation as a way to acknowledge the role the local structures have in local development. It was revealed by the local structures that their assessment role has important ramifications in local development, and the advancement of socio-economic development which is sustainable.

The ultimate goal of literature finding is to give theoretical account in terms of how the literature responded to the study's aim and objectives. In this context, the justification of co-existence between the local structures and local development as the key drivers to development cannot be overstated. The view held by Marx on the 'substructure' of society and its economic foundation, provides a basis for the political and social relationships of the 'superstructure' in terms of justification of their co-existence (Spicker, 1988). The philosophy and the principles of social structures are fundamental in this study and are located within the context of development which the local structures should provide leadership and direction. Governance and accountability have a long history in terms of sustainable service delivery that

contributes to development. As the leaders of society collectively, the local structures are better placed to advice, coordinate, and support development in all angles.

It expressly indicated that the relationship between social structures and the local structures are distinctive yet interrelated and inter-dependent to each other as they all contribute to local development. This expression is centred on and articulates how these interrelationships impact on local development. Such relationship exists between individuals as the way they exist between structures. Therefore these structures are strategically placed to master their local development. As the carrier of the pretexts given their relations with social formation, they are perceived as “ever-pre-given structures” which further define the complexity, multiplicity, and intrinsic social formations (Dumagat, 2004: 41). It is conversely stated that social structures (cf. 3.3) are related closely to the philosophical foundation of development in this study. Therefore, the structures are socially, economically, institutionally, politically, or culturally interrelated and should therefore be treated holistically.

The philosophical assumption states that the social systems and other systems such as cultural systems cannot be explained outside social structures (Dumagat, 2004: 41). Their existence should directly and indirectly contribute to development and service delivery in the Sekhukhune District Municipality. The fact that little has been done on local development by the local structures provides a fertile ground for further studies in this field. There is a need for studies to be conducted on the role of local structures in development and continue to assess the significance changes in the lives of the people. This literature finding embraces the relationship between the local structures and local development as beneficial if such relationship can be properly explained and managed. In the light of this finding it is crucial to consider collective wisdom in terms of how the literature findings responded to the research questions as articulated (cf. 1.7), more so as they relate to local development.

The local structures are cable to champion local development through collaboration and partnerships in which this study has identified. The platform to consolidate the relationship between the local structures and local development as envisaged should be entrenched and further investigated. As explainable finding, the local development has a potential to harness LED driven by the local structures to

address social ills. This study reviewed the literature findings and assessed how they address the study's aims and objectives. The international and local literature survey highlighted the local structures and local development and locates them on the edge of development which is automatically driven by service delivery. There is a close correlation as envisaged in this study between (essential) service provision and (infrastructure) development which is closely related to the local structures and local development. It is important to state that development is grounded on quality service provision that the electorates have long awaited in order to realise a developmental state through developmental local government.

5.7 Implications of literature findings on the local structures

Disingenuous among the local structures to play their assessment role reverse the developmental gains at the local government level as the crucial player to achieve a developmental state. Developmental state finds expression in the NDP (2011) whilst developmental local government find countenance in organised local government (SALGA, 2012). Municipal Structures Act (1998) recognises the traditional leaders as local structures that are better placed to contribute to development at the local government sector. The Municipal Structures Act (1998) does not define the roles, functions, and responsibilities of the traditional leaders in terms of their contribution.

The MPRDA (2002) places responsibility to the business sector (mines) to support local government's development agenda by placing their corporate social investment in the centre of municipal IDPs. In ensuring that the imperatives of the MPRDA (2002) are realised and achieved, the Act established various structures (local forums) representing their constituencies on development related matters. These de facto local structures do understand neither their role nor contribution in development. It is obvious that they are prone towards exploitation by the business sector in their quest to drive their capitalists' agenda.

This breakthrough should be acknowledged as the right step in the right direction for the benefit of development. Integrated approach to development is fully captured in the processes, procedures, systems, and planning mechanisms to harmonise resources by the local structures for the advancement of local development in the

Sekhukhune District Municipality. The NGO sector has a role to pressurise government to consider local development as crucial to enable the spheres of government to achieve their developmental agenda as envisaged in the NSDP and NDP (2011). The NGO sector as a local structure is the centre of advocacy strategy to lobby government across the three spheres in support of local development. The spatial challenge and local development gaps as identified in this study have social ramifications towards upliftment of the people of the Sekhukhune District Municipality. Municipalities have legislative authority to regulate structure and manage their administration, budgeting, and planning processes so as to give priorities to the basic needs of their communities (South African Constitution, 1996).

Section 153 of the South African Constitution (1996) enjoins that municipalities should promote socio-economic development of their communities. This statement further obliges the local government to manage their affairs but this should be done within the pretext of the capacity from the national and provincial spheres in support of municipalities as enshrined in Section 154 of the South African Constitution (1996). Municipalities in terms of the Municipal Systems Act (2000) should develop the SDF that is aligned with the PGDS. Municipal SDF should guide and regulate key spatial development initiatives in their areas that are better placed to respond to local development and LED. The key strategic areas should *inter alia* advise the importance of investment by the business sector and its implication to infrastructure development as required by the municipal SDFs and IDPs as well as LED. A PGDS is an expression of a national policy framework at provincial level to provide a clear vision for growth and development and to set the pace, and tone for growth and infrastructural development for the province (Smith *et al.*, 2008: 368).

Two of the local structures are constitutional institutions such as traditional leaders in terms of Chapter 12 (cf. 3.12.5) and Chapter 7 of the South African Constitution (1996) (cf. 3.12.4) for municipalities respectively. The other remaining two local structures are not constitutional institutions however they are regulated by various pieces of the legislation. The other remaining two are the NGO and business (mines) sectors. The mining sector and its local forums are regulated in terms of MPRDA (2002) among others whilst the NGO sector is regulated in terms of national policies and pieces of legislation such as the Public Finance Management Act, 2003 (Act No.

1 of 2003). The MPRDA (2002) enjoins that the business sector has to play a development role in support of the municipal development agenda through municipal IDP and ensures that LED programmes and projects are implemented. The objective of the MPRDA (2002) is to ensure that the material conditions of the poor and marginalised sections of the population, particularly in their areas of operations, are improved.

The law requires the MPRDA (2002) to align its plans with the municipal IDPs to better respond to developmental needs of communities. In addition, the MPRDA (2002) should be aligned with the municipal IDPs so as to ensure that development at the local level is carried out in an integrated manner to avoid duplication of resources. This piece of legislation also states that the local communities should be directly benefitting communities of the entire Sekhukhune District Municipality not only in their areas of operation but also including the labour sending areas. Key to the literature finding is that it identifies a gap in terms of the lack of actualisation of the local structures in development which resulted in the poor performance of local development. The NGO sector is regulated indirectly or directly in terms of Public Finance Management Act (2003) to advice in terms of thematic research areas that are responding to development gaps. The contribution of the business sector is required by the MPRDA (2002) in terms of implementation of corporate social responsibility (investment).

Intentionally, other local structures were excluded for the sake of this study to be better managed. In scientific studies, this exclusion or omission provides a platform for further studies in the areas of the local structures in development and service delivery. These local structures which were excluded include the youth structures, women structures, agricultural sector, traditional healers, as well as the media sector. In as far as the traditional leaders are concerned; they (in terms of their findings and interpretation) advanced the level of arrogance by the councillors as intentional. They claimed that they are side-lined as the local structures (traditional leaders) in development which leaves a void that needs to be filled through policy reform. This countenance was highlighted as the Municipal Structures Act (1998) fails to assign the roles, powers, and responsibilities of the traditional authority as the

local structures (cf. 3.12.5). Traditional leaders have legal recourse to participate in the municipal council in terms of the Municipal Structures Act (1998).

Traditional leaders are recognised in terms of Chapter 12 of the South African Constitution (1996); Traditional Leadership and Governance Framework Act, 2003 (Act No. 41 of 2003); National House of Traditional Leaders Act, 2009 (Act No. 22 of 2009); and in case of this study, the Limpopo Traditional Leadership and Institutions Act (2005) (cf. 3.12.5). A detailed legislative and constitutional contribution in terms of the roles, powers, and functions of traditional leaders remain unclarified as articulated in the Municipal Structures Act (1998). There is claim that their roles, powers, and functions in terms of the new dispensation were reduced to that of conservation of customary laws (cf. 3.12.9).

According to Phago and Netswera (2011: 1031), traditional leadership is no longer relevant under the democratic dispensation and the sector's role is limited to that of conserving the customary laws, and cultural heritage as alluded to by other sections of the population. This statement seeks to destabilise the traditional leaders (local structures) who are charged with the responsibility to assess development. Virtually, if the assessment role of traditional leaders is limited to customary laws as stated above, therefore this would impact negatively to development and service delivery and in totality defeats the notion of participatory democracy. In addition, this assertion undermines the objectives of the laws that recognise traditional authorities such as Chapter 12 of the South African Constitution (1996); Traditional Leadership and Governance Framework Act, 2003 (Act No. 41 of 2003); National House of Traditional Leaders Act, 2009 (Act No. 22 of 2009); and in case of this study, the Limpopo Traditional Leadership and Institutions Act (2005) (cf. 3.12.5).

In contrary, the Municipal Systems Act (2000) directs in terms of Chapter 4 (community participation) and Chapter 5 (IDPs) that articulate the participatory and development mechanisms for all local structures. It is in this context that harmonisation of these pieces of legislation is crucial for the benefit of development and service delivery at local level where the local structures are better placed. The NDP (2011) calls all sections of the population to work side-by-side with the

government to achieve a developmental state that local government has a role to play in ensuring that the objectives of the NDP are realised.

5.8 Conclusion

The line of thinking behind the local structures was presented and contextualised as the drivers for development. Tranfield *et al.*, (2003) cited in Saunders *et al.*, (2009: 82), stress the intrinsic role of the literature review as it contributes sufficiently to literature findings and the reputability of the research. Literature findings in an academic research promote scientific credibility that reflects the scholarly attributes in the field of study which might influence or suggest policy reform, policy shift, and policy formulation. The literature findings assist the study to better address the research's objectives. Section 59 of the Municipal Systems Act (2000) which is consistent with Section 79 of the Municipal Structures Act (1998) supports the establishment of the municipal committee which is charged with the responsibility to hold executives accountable on issues of governance.

In this study, the problem statement and research aim are aligned with the objectives (cf. 1. 4.1; cf. 1.5; cf.1.6; cf. 1.7). This study further suggests that fundamental policy review, formulation, and or shift in development are eminent to better respond to the current state of service delivery, governance, and accountability. The contribution of the local structures in development is crucial and this study has identified the gap that needs to be addressed. Partnerships among the local structure in development, service delivery, and governance has shifted from its original meaning of putting the people in the centre of development. Despite efforts to review policies and pieces of legislation so as to curtail resources, development remains the focus area which requires parsimonious management of limited resources allocated by the government for development.

Each local structure has a role to support and contribute to development however, fundamental to its success rests with capacity (collectively and institutionally), resources, and skills. The credibility of literature findings finds expression in the research objectives to address the research questions. The end of Chapter 4 provides the platform for Chapter 5 which focuses on Literature Findings. The basis

for Chapter 5 seeks to highlight/outline the importance of literature findings and its implication to service delivery and development. The main attention in Chapter 5 was to review the contribution of objectives of this study and how they contribute to the achievement of the main objective.

CHAPTER 6: RESEARCH FINDINGS AND INTERPRETATION

6.1 Introduction

Chapter 6 is informed by and is based on the research findings and interpretation. It contextualises the findings and interpretation of collected data as stated in detail in the previous chapter (cf. 4). Diametrically, the chapter is focusing on interpreting data in order to address the problem statement as well as research questions respectively (cf. 1.4.1; and cf. 1.7). On the basis of the research questions and problem statement, it is conversely fundamental to stress the aim of this study and how the findings and interpretation respond and inform policy shift in the Sekhukhune District Municipality. This study was preordained to assess the role of the local structures in development in the Sekhukhune District Municipality. In Chapter 4 the focus was research methodologies whilst Chapter 5 attention was given to on literature findings. Chapters 3, 4, and 5 are linked to Chapter 6 on the basis that the theoretical review in Chapter 3 is linked to Literature Findings in Chapter 4. Chapter 5 which is Research Methods and Methodologies is linked to Findings and Interpretation in Chapter 6. Therefore, Chapters 3 and 4 are interconnected to Chapters 5 and 6 as research methodologies, and literature findings that are interlaced with findings and interpretation.

Chapter 1 is also crucial in this study as it laid the foundation for this study whilst Chapter 2 provided the contextual background of the Sekhukhune District Municipality. The theoretical perception of qualitative research methods and how they apply in social science research are essential to inform Chapter 6 (research findings and interpretation). In Chapter 1, the questions were asked that remain crucial in addressing the research objectives (cf. 1.6), so as to inform the research aim (cf. 1.5). Research findings and interpretation are aimed at adequately responding to the research questions (cf. 1.7) in order to achieve the study's aim and objectives respectively. The main focus of Chapter 6 is based on the detailed findings that are indispensable for this study. It is through these research findings that their interpretation should pave the way to the conclusion and recommendations.

6.2 Detailed findings from the field

Marshall and Rossman (1999: 150) describe data analysis as the process of bringing order, structure, and meaning to the mass data collected. Detailed findings cover the main outcomes of a research study taking into account what this study suggested, revealed or acknowledged. Scientifically, this study aimed at meeting academic standard and rigorously conforms to review of data collected (cf. 4.2; cf.4.4; cf. 4.4.2; cf. 4.4; cf. 4.4.3; cf. 4.4.4; cf. 4.4.5). Ghauri and Gronhaug (2010: 197) observed that in research, qualitative research data analysis and interpretation are often conducted together in an interactive way, where collected data are analysed so as to inform the study's findings and interpretation. The interpretation of literature findings presented the platform for understanding and their contribution in addressing the research aim and objectives. It was further stated that literature findings apply new angles or different macro-concepts that enable a view which has not previously been explicated (Boell and Cecez-Kecmanovic, 2014); (Boote and Beile, 2005); (Cooper and Hedges, 2009); (Hart 1998); (Lather, 1999); (Rowe, 2012); and (Strike and Posner, 1983).

A correlation between Chapters 4, 5 and 6 should exist and take the precedence as they inform and focus on detailed research methods and methodologies (cf. 4), literature findings (cf.5), and the latter is on data analysis, detailed findings, and interpretation (cf. 6). Once the correlation between these chapters (Chapter 4, 5, and 6) does not exist, the likelihood of a spurious relationship between literature findings chapter, data collection chapter that include detailed findings might probably emerged. If this scenario happens, the credibility of detailed findings would be questionable. The detailed findings should maintain consistence in this study. In addition, detailed findings always build their strength from the literature chapter (Chapter 3) in order to find expression in terms of interpretation.

The researcher' responsibility in detailed findings for Chapter 6 is to investigate whether the correlation between these chapters and their findings are consistent and interrelated to one another. This study was able to extrapolate that all prejudice were eliminated so as to ensure that it strives to achieve the credibility. As stated and attested to in Chapter 4, the researcher used different techniques for data collection

during the field work. Among others interview schedule was supported by a transcript for phenomenological observation. It is intrinsic to accentuate that all tools for data collection were deployed concomitantly and systematically.

Data collected was subjected to a computer programme for analysis. The researcher chose Atlas TI software programme as a scientific instrument or tool for data analysis in this study. Atlas TI is a modern software programme that could be used for both literature review and data analysis. As a powerful workbench for the qualitative analysis, Atlas TI is also advanced in terms of textual, graphical, audio, and video data analysis, hence it was preferred for this research study. Atlas TI is a QDA software package that can code a number of different media types, including text, images, videos, and audio (Petrova, 2014: 2). As the process for data collected was loaded on the software, Atlas TI ensures that the phenomenological process of data analysis starts.

During data collection, the Marota Tjatane Traditional Council was not available for an interview due to royal squabbles which was left unattended (cf. 4.4.7.3). The traditional council had been engulfed in royal quarrels during the recent past. The researcher ensured that as soon as fieldwork was completed as per Chapter 4, data analysis unfold in exclusion of the contribution of one royal council (the Marota Tjatane Traditional Council). The data analysis on the assessment role of the local structures in development was focused mainly on: public participation, involvement, governance, accountability, local forums, collaboration, spatial development, LED, service delivery, capacity building (individually or institutionally), infrastructure development, policy, advocacy, local development, socio-economic development, partnership, collaboration, sustainable development, and corporate social investment (responsibility). These are the key areas that the focus was given for an assessment role to be played by the local structures in development. These areas are crucial for development and service delivery in which keen interest was drawn on resources and skills to undertake an assessment.

The phenomenological interviews and observations were based on the demographic profile of the respondents in the Sekhukhune District Municipality. The second part was informed by what the researcher called it as “detailed analysis of contribution of

the local structures in development was indeed needed". In terms of the demographic analysis of the respondents, it was established that all respondents reside within the borders of the Sekhukhune District Municipality. No respondents were considered for an interview outside the Sekhukhune District Municipality. This approach or stance was guided by the delineation of this study.

The respondents were drawn from different local structures in the Sekhukhune District Municipality. Although this observation belongs to data collection (cf. 4) however, the researcher felt that it is worth noting to bring it here so as to justify the correlation and consistence among the chapters in this study (cf. 4; cf. 5). The researcher also learned and observed the respondents/participants' behaviour, perceptions, propositions, beliefs, and attitudes when responding to the questions (cf. 4.4.4; cf. 4.4.6; cf. 4.5). This indicates that the issue of development and service delivery as they are linked to socio-economic development in the Sekhukhune District Municipality occupies the centre of the respondents' thinking. This was seen during data collection when the respondents were sometimes become emotional when answering the questions on the subject (cf. 4.4.4).

6.2.1 Background of the age groups in this study

The age distribution of the respondents in this study was analysed in detail. The composition of the sample was based on the residents of the Sekhukhune District Municipality whose responses were based on the local structures. The local structures identified in this study characterised by the ages ranging from 21 years to 72 years. The classification of these age groups was informed by the fact that majority of the local structures, as the respondents, were based among others on the traditional leaders who have age category that allows them to be crowned to the thrones as the chiefs in terms of customary law.

It is importance to state that Bapedi King was not interviewed for the purpose of this study. As customary practice but not statutorily, it is within customary law that the crown traditional leader should among others comply with the practice as the principle. This should include the factors such as marriage before crowing as a chief in accordance with the customary practice among traditional leaders. In as far as the

local forums the category of their age groups, their legibility was based on the level of maturity and leadership displayed in the community.

For other respondents, the researcher had drawn his sample from the communities in the Sekhukhune District Municipality whose interests were based on development and service delivery. The sample was drawn from the five local municipalities in the Sekhukhune District Municipality. In ensuring that the researcher strikes the balance, some respondents for municipalities were also selected from the Sekhukhune District Municipality. This was done precisely to justify that as the region, the Sekhukhune District Municipality has a role to support planning and development at local level through district-wide planning (cf. 2.5). The National Treasury (2014) Regulations Circular No.75 (2015/16) (cf. 3.12.8) requires the district municipalities to enter into service level agreements with the local municipalities before providing infrastructure or any service.

The NGO and the business sectors were identified to be the key players for their history in development and service delivery. The business sector is an important player for being known for infrastructure development in terms of corporate social investment. The NGO sector plays an intrinsic role in research and advocacy as the voice of the voiceless (cf. 4.4.7.5). The combination of these sectors is crucial and they are at the cutting edge of development. Each sector has important implications in development and cannot be under estimated as their contribution has been stated in the body of this study. The contribution of the business sector in the roll-out of infrastructure that is crucial for service delivery and development were attested to in this chapter. This infrastructure development conversely has important implications to local development in the Sekhukhune District Municipality.

6.2.2 Age distribution for the respondents in the Sekhukhune District Municipality

The Sekhukhune District Municipality has a population of approximately more than one million people whose 97% of its population resides in rural areas said the respondent (official) from the Sekhukhune District Municipality (cf. 12; cf. 2.4). The view of this respondent is supported by what has been stated in the Sekhukhune

District Municipality's IDP, (2011/12 - 2015/16). This view was also supported by other respondents from local municipalities as well as historical review in Chapter 2 (cf. 2.4).

The Sekhukhune region is characterised by high unemployment among youth despite high investment by the business sector on mining (cf. 2.4). Although this finding is contrary to Chapter 2 (cf. 2.4), however the researcher is of the view that this expression can confirm that the report is dated 10 years back in 2008 and this revelation was brought to our attention by the Stats SA (2011: 7). This finding suggests that there was growing unemployment during the intervening period from the previous research study. It is in this context that the demographic characteristics of the respondents in the Sekhukhune District Municipality are constituted by few elderly people, many youth, few disabled people and a high population of women (cf. 2.4; cf. 2.6).

Stats SA (2011: 1) states that "the age and the sex structure of a population are the most important demographic characteristics captured by a population census". The demographic findings within the detailed findings provide the bigger picture of how the Sekhukhune District Municipality looks like. The demography of the Sekhukhune District Municipality in terms of gender is that there are more women than men (Stats SA 2011: 7). This view is also supported by the respondents as reflected on the interview schedules. There is a population growth in the Sekhukhune District Municipality as a result of the influx for job seekers (Stats SA 2011: 7). Stats SA (2011: 8) indicated that "similar growth patterns are also seen in all the districts, except Greater Sekhukhune, which has been constant". Whilst other local structures are unable to attest to the population dynamic in the Sekhukhune District Municipality, however, the contribution made by municipalities as an organ of state is satisfactory as it concurs with the Stats SA census (2011).

Demographically, the Sekhukhune District Municipality has a lopsided population where the youth and women are in majority as opposed to the elderly and men (cf. 2.4). This finding agrees with provincial and national population statistics in terms of the growth trend in South Africa and globally (Stats SA, 2011). The Sekhukhune District Municipality is characterised by high youth to middle age groups as per the

observed phenomenon. The youth population aged category 22-31 constitutes 31.15% of the sampled population of the Sekhukhune District Municipality, which also translated into the overall population of 30% in this study (Sekhukhune District Municipality's IDP, 2011/12 - 2015/16).

Stats SA (2011: v) states that "similar to many developing countries, South Africa has a large population of youth, those between the ages 14-35, representing 42% of the total population". The age category of the population (72+ and above age group) in this study constituted 7.21% and highlights how few respondents were reached while (32-42) which was characterised by middle age group represents 22.15%. Both 31.15% and 22.15% of youth to middle age groups constituted high percentage of the sampled population which is 53.3%. The categories in terms of the age groups (42-51 age group); (52-61 age group); and (62-72 age group) were well represented and constituted by the following percentages as representing the descending age groups of 17.21%; 14.12%; and 11.16% of the respondents in the Sekhukhune District Municipality respectively.

The Sekhukhune District Municipality comprises of five local municipalities with the following population: the Greater Tubatse (population 270 122); Makhuduthamaga (population 262 921); Elias Motswaledi (population 220 739); Ephraim Mogale (population 121 323); and Fetakgomo (population 92 092) (Sekhukhune District Municipality's IDP, 2011/12 - 2015/16). About 97% of the nearly 1 million people live in rural areas (DPLG, 2006: 4). The report goes on to indicate that there are three main urban settlements in the Sekhukhune District Municipality: Groblersdal, Marble Hall, and Burgersfort in which Fetakgomo and Makhuduthamaga are entirely rural and traditional areas without infrastructure development. The table below illustrates the contribution of each local municipality to the overall population of the Sekhukhune District Municipality:

Name of the local municipality in the Sekhukhune District Municipality	Contribution in terms of the overall population	Contribution to the Sekhukhune District Municipality in terms of the percentage
Greater Tubatse Local Municipality	270 122	27.9%
Makhuduthamaga Local Municipality	262 921	27%
Elias Motswaledi Local Municipality	220 739	22.8%
Ephraim Mogale Local Municipality	121 323	12.5%
Fetakgomo Local Municipality	92 092	9.5%
Local municipalities of the Sekhukhune District Municipality	967 197: total Population	99.7% of the total population of the Sekhukhune District Municipality

Table 6.2.2: Contribution of each local municipality to the entire population of the Sekhukhune District Municipality (Stats SA, 2011)

This revelation was supported by the graph 6.2.2 below. It is in this context that Smith *et al.*, (2008: 368) state that the demographics of the Sekhukhune District Municipality in the Eastern Limb of the Bushveld Complex can be broadly characterised by:

- “high young population.
- high percentage of women.
- largely unskilled/semi-skilled component of the economically active sector.
- high unemployment rate.
- despite economic growth since 1994, a high dependency ratio (19 unemployed to one employed)” (Smith *et al.*, 2008: 368; Smith and Da Lomba, 2008).

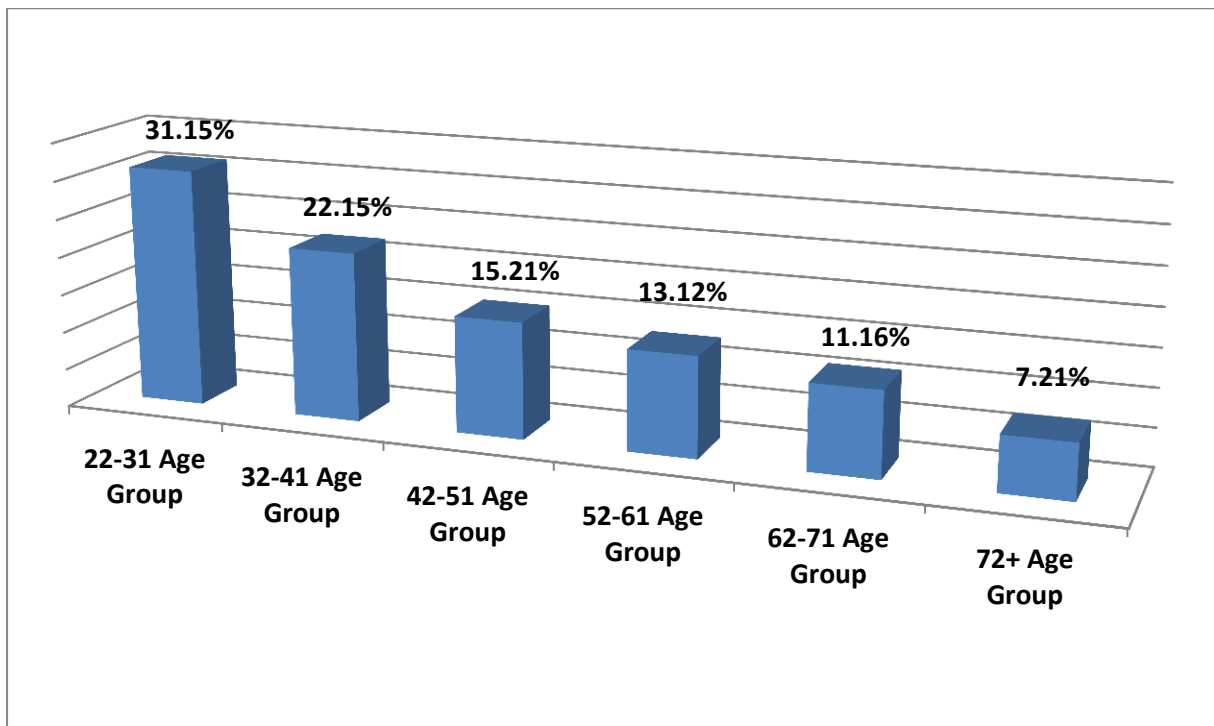


Figure 6.2.2: Graph on age groups of respondents in the Sekhukhune District Municipality

6.2.3 Educational background

The educational background of the respondents was also analysed to give the context of the level of literacy in the Sekhukhune District Municipality. Based on 159 analysed interview schedule, 9 respondents which constitute 5.65%, indicated that they never being at school before while 37 of them, constituting 23.15%, indicated that they have been at primary educational level. It is important to state 41 of the respondents who made up 25.65% have secondary educations. University graduates are made up of 34 respondents which also translated into 21.25% whilst 20.25%, which is constituted by 33 respondents, have vocational training and the other remaining 5 participants constituting 3.75%, “others” indicated only unaccredited and accredited in-house training obtained from various work places.

This means that the level of graduates in the Sekhukhune District Municipality reflects the employment ratio of various sectors. This study established that some of the respondents have tertiary qualification. Although few traditional leaders have university qualifications, most of them do not work with them (qualifications) as their focus is on governance matters in their respective traditional councils. It was established that the participants working with formal qualifications majority of them

are in formal sector such as local municipalities. Their work requires technical expertise as well as professionalism – this includes business sector, as well as the NGO sector. Few university qualifications were drawn from the sampled population of focus groups as well as traditional leaders. The graph below illustrates the level of educational qualifications possessed by the local structures in the Sekhukhune District Municipality as follows:

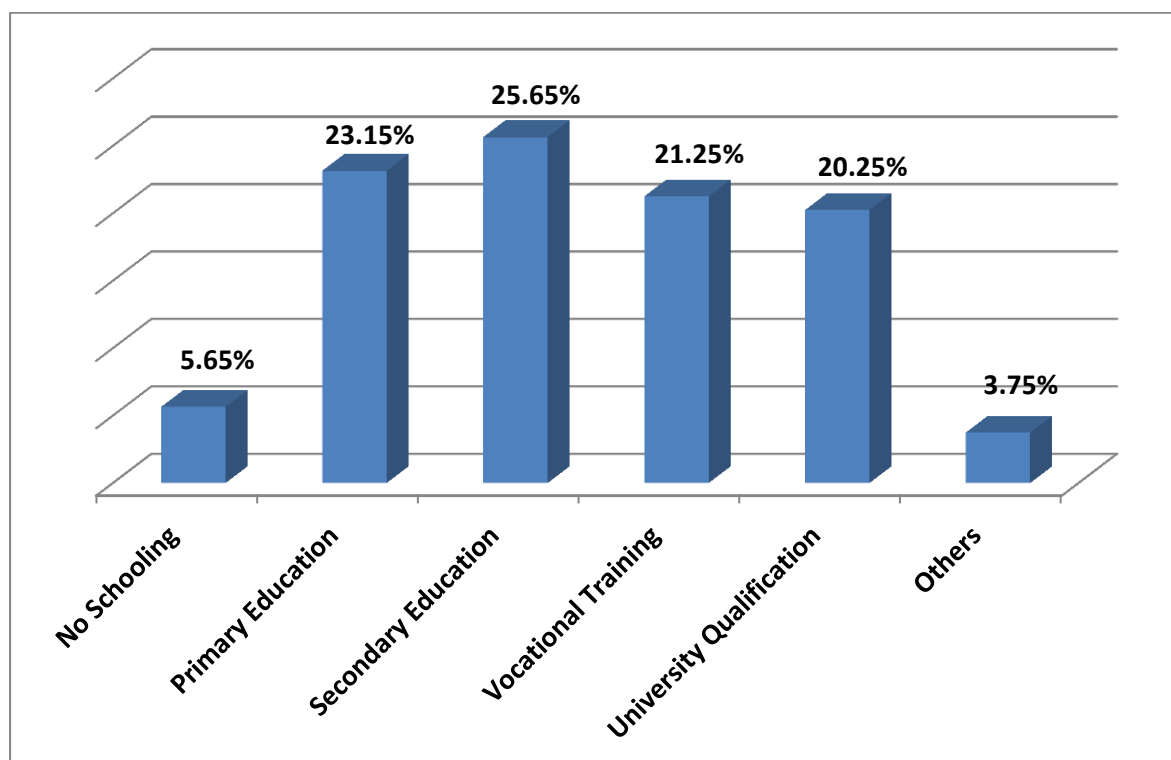


Figure 6.2.3: Graph on educational background of the respondents in the Sekhukhune District Municipality

6.2.4 Composition of the sample by gender

The gender (dis)parity/disaggregation was important factor which was also subjected for analysis so as to establish age gaps among the respondents. This study was indeed established that there are many women in the Sekhukhune District Municipality as compared to men. This was revealed when the researcher captured and analysed data emanating from the respondents. There were 87 women respondents which constituted 54.76% whilst 73 of the respondents were men who made up of 45.24% (cf. 6.2.2). This revealed that there are more women than men in the Sekhukhune District Municipality. When the researcher located the ratio of

employed women is to men, it was established that there is high women unemployment which attributed to rural poverty that affects women rather than men (cf. 2.4). In addition, as illustrated on the pie chart below, it relatively indicated that there is high number of women facing poverty in the Sekhukhune District Municipality.

In as far as dependency is concerned there is high dependency on social grant provided by government in the Sekhukhune District Municipality. Traditionally, women used to depend on subsistence farming whilst men depend on livestock and migrant workers as a means for survival. Most respondents indicated that their ploughing fields were surrendered to mines hoping that more jobs would be created to alleviate poverty however, poverty challenge persists. There are different ways of making a living in the Sekhukhune District Municipality. Given the high illiteracy level, this study revealed that people are unemployable, particularly the youth, and as a result of lack of skills needed by the mining sector (cf. 6.2.2). According to Smith *et al.*, (2008: 368), essentially, the majority of the people are unemployed, unskilled or semi-skilled and living in poverty which posed challenge. This posed significant socio-economic challenges in the sustainable provision of services and development of infrastructure in the Sekhukhune District Municipality.

The respondents blamed business sector (mines) for failing to fully implement corporate social investment which they hoped that it would better respond and advance to the ailing socio-economic development in the Sekhukhune District Municipality. The majority of women are single-parents which made life even more difficult. The study revealed that out of 87 women respondents only 31 were recorded as married which constituted 35.63% as opposed to 56 unmarried women which made up of 64.37%. This means that there are many single parents in the Sekhukhune District Municipality which added to the burden of poverty to their families. If this is the case, the dependency theory takes the precedence in the Sekhukhune District Municipality as compared to other regions such as the Capricorn District Municipality of the Limpopo Province which is more urban than the Sekhukhune District Municipality. This is totally high level of destitute in the Sekhukhune District Municipality. Olasupo and Fayomi (2012: 14) state that “generally, women constitute the majority of the population in every nation state”.

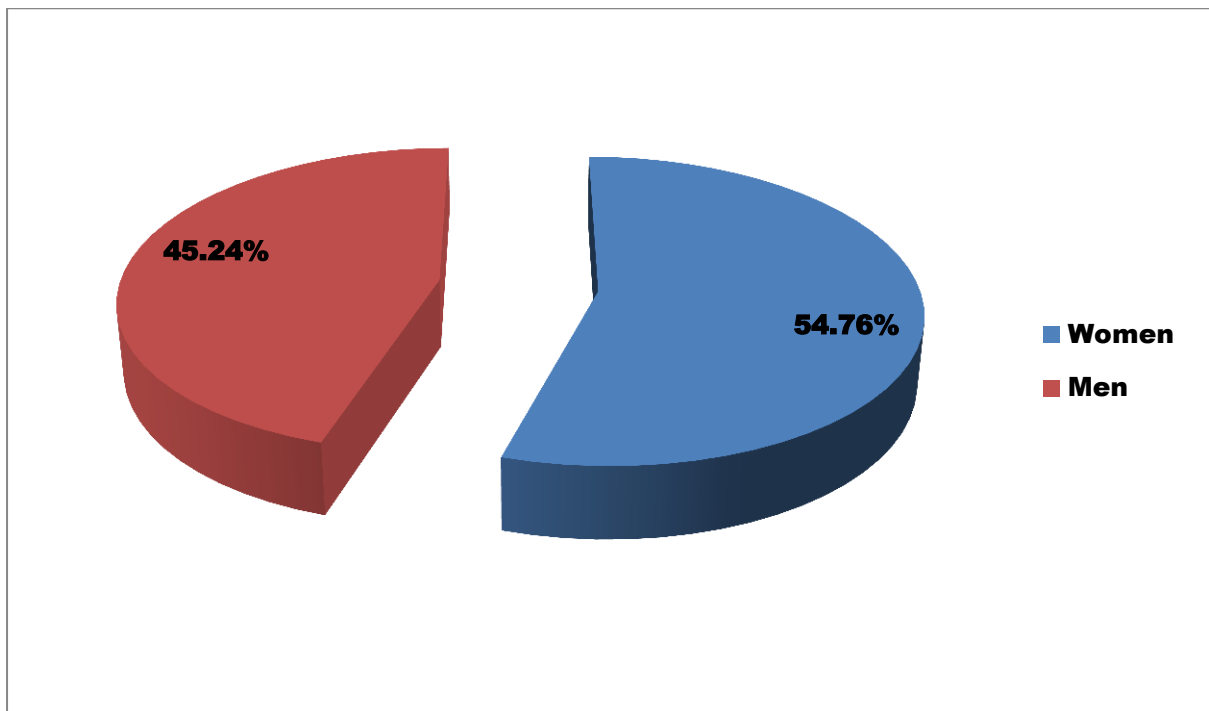


Figure 6.2.4: Pie Chart on composition of the sample by gender in the Sekhukhune District Municipality

6.2.5 Composition of the sample by disabilities

In social science studies, contribution of people with disabilities is considered as an important factor to be studied as unit of analysis. This is important in advising government in terms of developing policies that are directly responding to the needs of the people with disabilities. Few people were reached in the Sekhukhune District Municipality who are physically challenged. This indicates that there are few disabled or people living with disabilities in the Sekhukhune District Municipality. It is in this context that out of 159 respondents only 5 which constituted 3.14% were disabled which left 154 respondents without physical challenges or disabilities. This means that 96.86% of the respondents were accounted as not disabled within the sampled population.

This state of affairs also compelled the researcher to investigate the state of development in the Sekhukhune District Municipality (cf. 1.2; cf. 1.3; cf. 2.3; cf. 2.3.2). The respondents also highlighted service delivery (cf. 1.1; cf. 1.2; cf. 1.3; cf. 1.4.1; cf. 1.6; cf. 1.7; cf. 1.8; cf. 1.9; cf. 1.10; cf. 1.10.1; cf. 1.12; cf. 1.15; cf. 2.6) and infrastructure backlogs as the main constraints in the Sekhukhune District

Municipality. High level of unemployment is prevalent which has been recorded in this study. The Comprehensive Rural Development Programme is a South African national strategy developed in response to poverty, hunger, and unemployment accompanied by lack of infrastructure development in rural areas (Obadire *et al.*, 2013: 273).

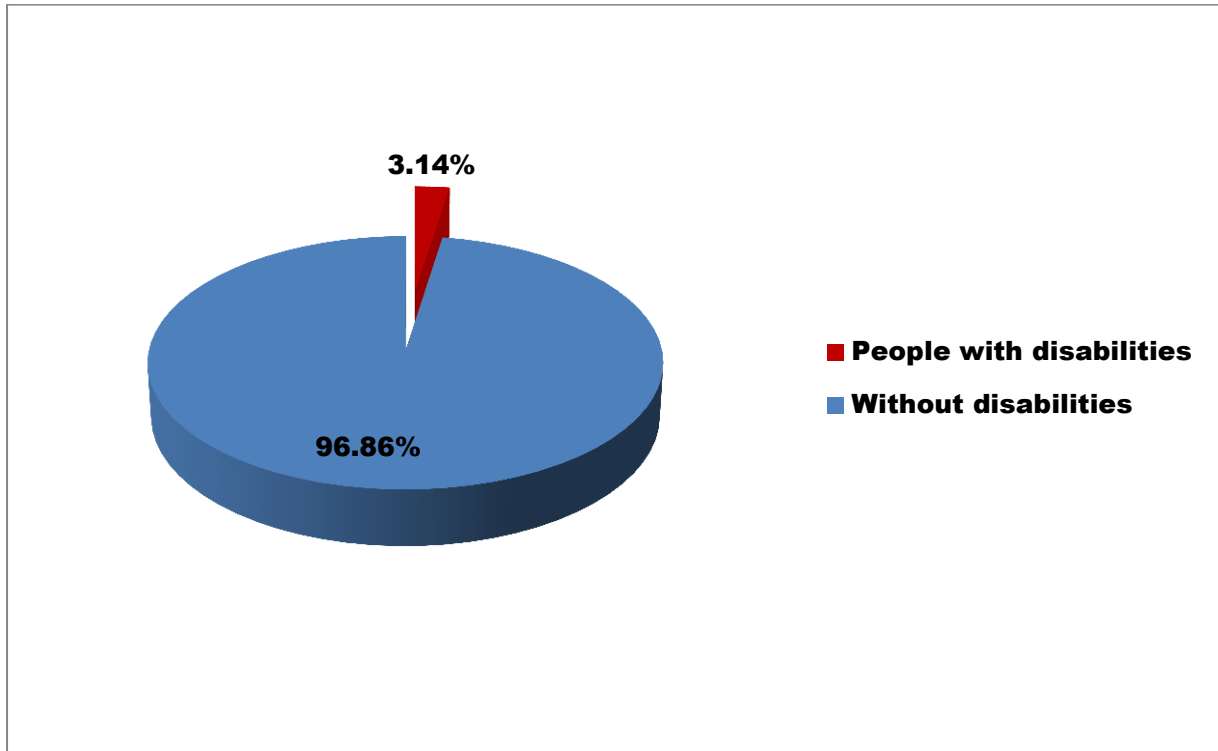
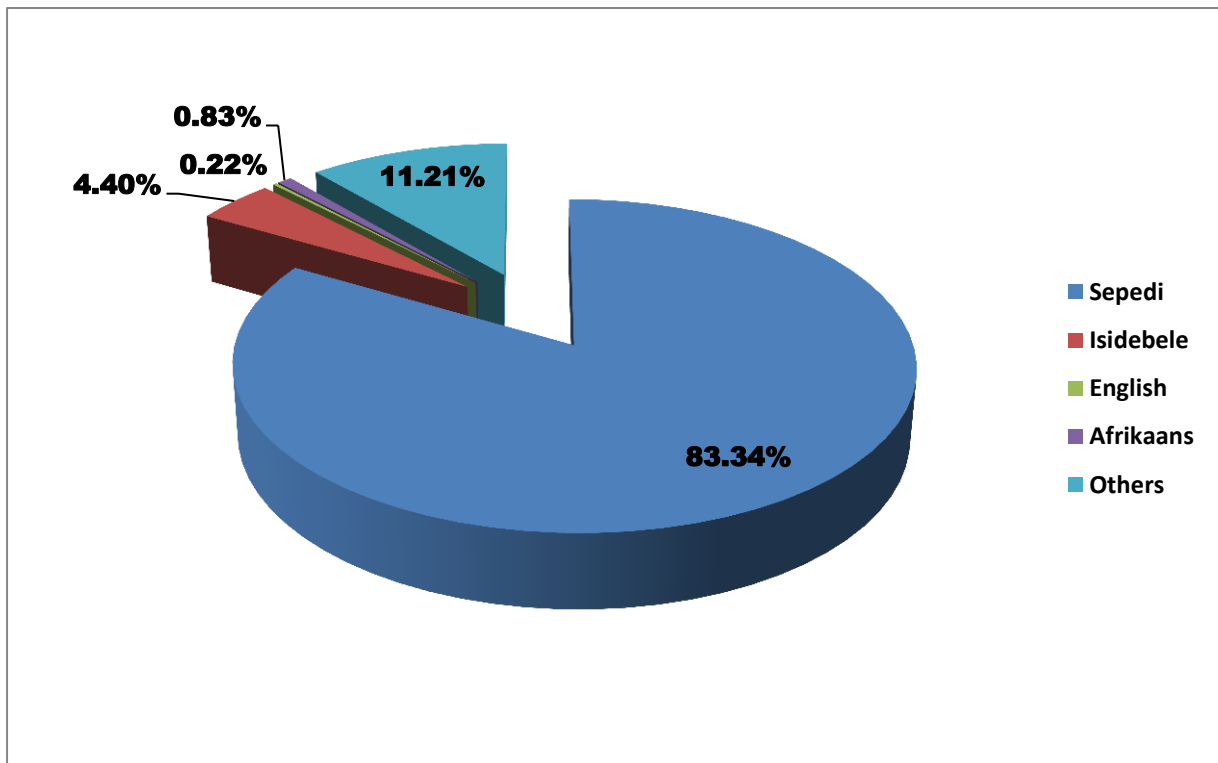


Figure 6.2.5: Pie chart on the composition of the sample by disabilities in the Sekhukhune District Municipality

6.2.6 Language spoken in the Sekhukhune District Municipality

Sepedi is the dominant language spoken in the Sekhukhune District Municipality as per the Sekhukhune District Municipality, (IDP 2011/12-2015/16: 66). Sepedi as a home language in the Sekhukhune District Municipality constitutes 83.34% followed by IsiNdebele with 4.4%, while English speakers in 0.22%, and Afrikaans speakers in 0.83% the Sekhukhune District Municipality, (IDP 2011/12-2015/16: 66). Most Afrikaans speakers are in former white towns of Groblersdal (Elias Motswaledi Municipality), Marble Hall (Ephraim Mogale Municipality) and Burgersfort (Greater Tubatse Municipality) respectively. The remaining 11.21% is spoken by others. This statistical finding was also supported by the Stats SA (2011) as recorded by the census for 2011 although there is a slight difference (cf. 1.2).

In addition, the pie chart below confirmed that the Sekhukhune District Municipality is Bapedi speaking. As indicated above, the Afrikaans and English are only spoken in the small towns of the Sekhukhune District Municipality that exclude the deep rural areas. IsiNdebele is spoken mainly in Groblersdal (Elias Motswaledi Municipality), Marble Hall (Ephraim Mogale Municipality) while Sepedi is dominant in Burgersfort (Greater Tubatse Municipality), Apel (Fetakgomo Local Municipality), and Jane Furse (Makhuduthamaga Local Municipality).



Pie Chart 6.2.6: Languages spoken in the Sekhukhune District Municipality

6.3 Main data analysis and detailed findings

The main data analysis focused on key questions that are in essence categorised as part two of the interview schedules. The primary focus was to account on the questions that are directly responding to the research questions (cf. 1.7) in order to achieve the study’s aim and objectives (cf. 1.5; cf. 16) respectively. Bhattacharjee, (2012: 113) indicates that “qualitative analysis is the analysis of qualitative data such as text data from interview transcripts”. The standard software programs called Atlas TI (cf. 4.4.16) was deployed for data analysis because it can be used to automate coding processes in qualitative research methods. In addition, this program can

quickly and efficiently organise, search, sort, and process text data using user-defined rules. It is conversely important that attention was given to the areas that seek to answer the research questions which aimed at responding to research aim and objectives informed by data analysis. During data analysis the researcher gave the context to analysis and how it was unfolded.

The areas of participation and involvement, governance and accountability, development and service delivery, capacity development, local development, and the role of the local structures in totality were given attention. It is in this context that the coordination, support, contribution in terms of infrastructure, service delivery, and development, as well as corporate social investment were analysed so as to understand their impact in this study. The departure point was to reflect on the participation and involvement of the local structures in development. The phenomenological observation which the researcher observed during data collection where the perception of the respondents were displayed as they were responding to the questions were also observed. It was clear that development is in the centre of their hearts as they wish that it would improve their material conditions. This was however, an indication in terms of how respondents perceived development as a positive step in the process leading towards change to their socio-economic and material conditions of their lives.

6.3.1 Participation and involvement of the local structures in development

The researcher categorised similar questions as they appear in the interview schedules and classified them as per the responses from the respondents. The researcher envisioned the synchronisation of the responses during data analysis. Respondents were asked questions on their participation and involvement in development and service delivery related matters. In response to the question, their responses were as follows from the Sekhukhune District Municipality's planning and economic development department. Their responses concurred with similar responses from local municipalities by stating that "indeed the district and local municipalities are always creating platforms for public (communities) engagement through IDP processes, mayoral imbizos, and mayoral roadshows".

This unflinching utterance by the respondents indicated the extent to which municipalities are taking the issues of the local structures and local development very seriously. The local structures' participation and involvement in development across the Sekhukhune District Municipality contributed directly to local development, infrastructure upgrade, service delivery enhancement, promote partnerships and collaboration, as well as deepen good governance and accountability. This approach further strengthens participatory democracy at local level. The focus groups in this study were interviewed in the Sekhukhune District Municipality in order to solicit their opinions in terms of participatory governance as well.

The responses on the local structures' participation and involvement in service delivery as well as development differ completely from one forum to another. Their responses as relate to the main question were that although such opportunities are created to them by the business sector and municipalities, however they do not translate into better conditions in the Sekhukhune District Municipality (cf. 1.2; cf. 2.6; cf. 5.2). Whilst others were adamant that the platforms are crucial as they are able to interact with these institutions to better understand their *modus operandi* as well as their assessment and contribution in development.

The focus groups further argued that "lack of capacity and skills were identified as impediments on their side to be able to participate in development programmes" (cf. 6.2.3). This view was contrary to that of the NGO sector. The NGO sector cited institutional capacity coupled with resources as the main constraints not skills as highlighted by other respondents. The descending views by the traditional leaders indicated that the level of arrogance displayed by the councillors swindled the objectives and involvement of them (traditional leaders) as the local structures in the affairs of local governance (participation and involvement). It is in this context that policy formulation is intrinsic to strengthen the participation and involvement of all structures in development. This would otherwise create a gap that would haunt the local structures. In addition, a policy reform is cardinaly important so as to better respond to the current policy gap.

The business sector's responses are at odds to each other. The business sector argued that participation and involvement of the local structures was crucial. For the local structures to take keen interest on matters of participation and involvement in development, a legislative framework is crucial however, it needs diversified skills to clearly understand the significance of their participation and involvement in local development. In addition, the respondents from the business sector indicated that local government is a technical sphere that needs technical skills to understand by the majority of the local structures (cf. 5.3).

In contrary, the respondent from Marula Platinum Mine indicated that "municipalities are involving the local structures in their affairs solely because it is a legislative requirement". The respondent added that given the dynamic nature of how municipalities were structures in terms of categories as entrenched in Section 155 (1) of the South African Constitution (1996) municipalities are obliged to comply with this constitutional obligation. Section 153 (b) of the South African Constitution, (1996) requires the municipalities to participate in national and provincial development programmes that are better responding to the needs and aspiration of the local structures (communities).

The analysis on the graph below depicts the views of the local structures on areas of participation and involvement. It was indicated that 28.30% of the respondents in which this percentage was drawn from municipal local structures constituted by 45 respondents, indicated that the local structures' participation and involvement in development is adequate. These respondents indicated how municipalities are taking forward the participation and involvement of the local structures seriously so as to enhance governance. It is in this context that 39 traditional leaders which constitute 24.52% of the respondents denounce the high level of arrogance on the councillors as disenchantment for their non-participation and involvement. This arrogance compromises both governance and accountability, the traditional leaders added.

The NGO sector viewed resources and institutional capacity as a constraint that threatens local development and compromised participation and involvement of the local structures in the affairs of local governance. The NGO sector added that for

development to happen, institutional resources and capacity are needed. The contribution of the NGO sector to the analysis is constituted by 18.86% of the total 15 respondents. Out of 30 respondents from the business sector which constitute 18.86% highlighted their view as well. The respondents from the business sector collectively argued that there are certain things that should be considered for participation by the local structures. These are: diversified skills, technical knowledge, commitment, and accountability.

There is high expectation in terms of resources while there is institutional capacity deficit on the part of municipalities. The focus groups also contributed as a local structure in the Sekhukhune District Municipality. Constituted by 15 respondents of the total 159 population, the focus groups which contributed to 9.43% of the respondents indicated that capacity and skills deficit on their part are handicapped free participation and involvement as the local structure. The focus groups added that to effectively participate in the programmes presented by these institutions they need the same understanding and knowledge so that their participation and involvement could be enhanced so that “we find ourselves on par”.

For the local structures to participate in development their role and responsibilities need to be clarified and the institutional processes, resources, and procedures are defined. Remarkably, given the fact that the majority of the people are unemployed, unskilled or semi-skilled as well as living in poverty in the Sekhukhune District Municipality, the likelihood of their participation might be construed as minimal (Smith *et al.*, 2008: 368). Smith *et al* (2008: 368) state that the inability of the local structures to participate in development compromises the advancement of the significance of socio-economic development to uplift the provision of services and development of infrastructure. The perception by Phago and Netswera (2011: 1032) suggest that public participation in municipalities has declined which was insinuated by the lack of leadership direction and moral fibre to lead development and service delivery in communities.

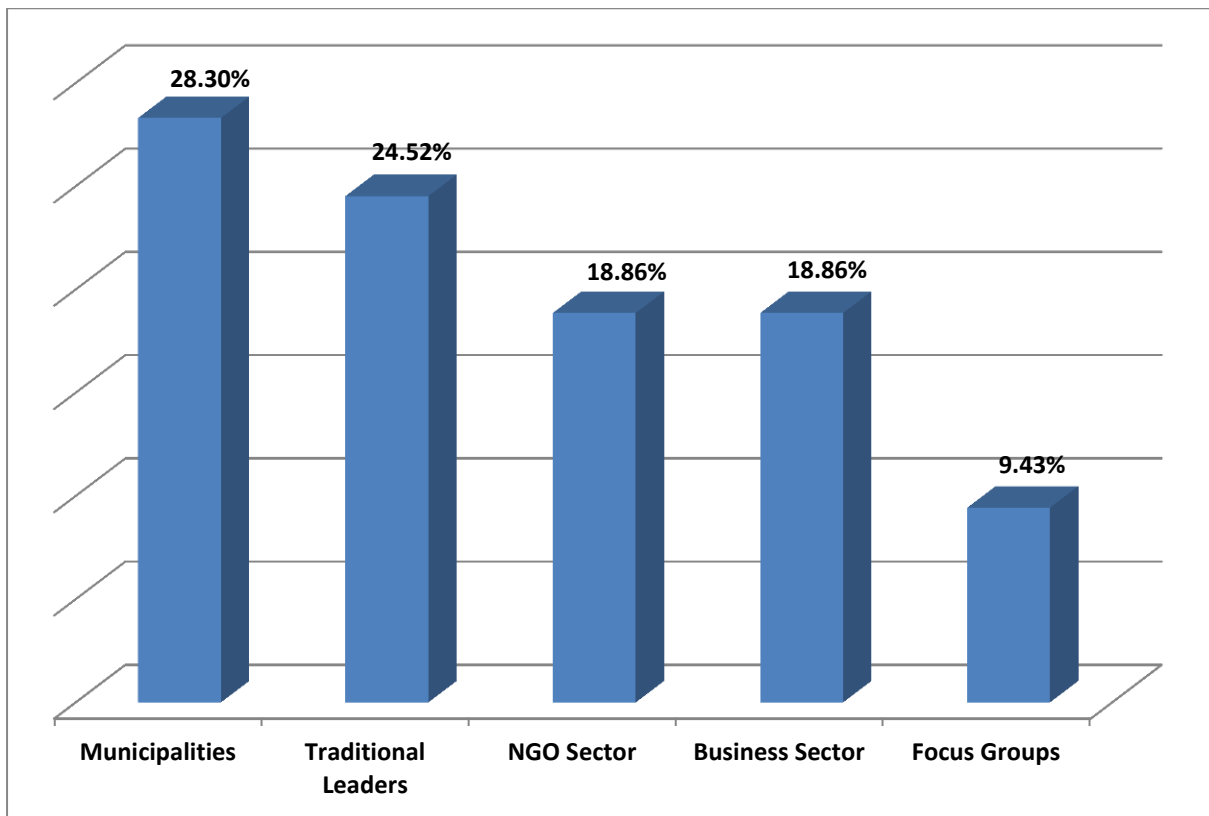


Figure 6.3.1: Graph on participation and involvement of the local structures at local level

6.3.2 Capacity of the local structures to undertake an assessment

In nutshell, Olasupo and Fayomi (2012: 14) state that the traditional authorities lack the capacity or exposure to Western education systems as modern governance mechanisms that hampered their administrative and service delivery ability in the Native Authority system. On the capacity by the local structures to undertake an assessment or contribute to development, the respondent from Ephraim Mogale Local Municipality indicated that “as municipalities in the Sekhukhune District Municipality, we have attempted to undertake assessment on the quality of our services to the communities without success”. The resources and capacity were cited as the major impediments to achieve our assessment goals. The Greater Tubatse Municipality appointed the service provider (University Professor) to undertake assessment on the state of development and service delivery in the municipality and their implications to socio-economic development. The findings revealed that there are development and service delivery backlogs which impact negatively on local development.

The findings highlighted the backlog in the following areas: water supply, (tarred) roads, electricity supply, housing, and sanitation. Smith *et al.*, (2008: 367); Smith and da Lomba (2008: 2) stated that “this approach typically manifests itself in a prioritised programme covering: provision of free basic services, access to municipal services in previously disadvantaged areas, that include water services (provision and maintenance), solid waste removal, electricity provisioning, transport, roads and storm water management”. “There was nothing wrong with the use of indigenous institutions, chiefs and rulers in the then newly established local administration (Olasupo and Fayomi 2012: 14). The existing governing structure before the advent of colonialism was certainly wrong with the quality of the people expected to run these traditional institutions in ‘modern governance” (Olasupo and Fayomi 2012: 14).

The respondent from Twickenham Platinum Mine indicated that the sector had undertaken an assessment to identify the challenges that could impact negatively on the mining development. The findings identify spatial planning, water resources, electricity as well as road infrastructure as the main constraints that need to be enhanced or improved for the growth of investment in the Sekhukhune District Municipality. On the basis of these findings, the business sector responded by the construction of De Hoop Dam in the Greater Tubatse Municipality. De Hoop Dam in the Sekhukhune District Municipality’s one of the dams built by the democratic government in this country in response to water shortage for expansion of the mines, the respondent added. In addition, the construction of Lesedi Substation in the Greater Tubatse Municipality was also in response to electricity supply to the mines in the Sekhukhune District Municipality.

The respondent from Modikwa Platinum Mine indicated that because there was a dire need for infrastructure to reach the mine, a tarred road was constructed at Maandagshoek and the surrounding areas of operation without consultation. Smith *et al.*, (2008: 369) state that the total length of the pipeline from the Olifants River to the Maandagshoek is 45.8 km and the branch lines to Winnaarshoek and Sekhukhune Dilokong Platinum Corridor are 5.98 and 1.49 km, with 450 mm and 250 mm diameters respectively (cf. 5.1). This pipeline was for the water supply to the mines in response to water needed for their operation from the De Hoop Dam whilst the Lesedi Substation was in response to electricity supply.

The South African National Road Agency Limited (SANRAL) state owned enterprise together with other mines such as Chromex Mine, Twickenham Platinum Mine, Samancor Chrome Mine, Marura Platinum Mine, Bokone Platinum Mine, and Modikwa Platinum Mine, responded to the infrastructure need for the Sekhukhune District Municipality, the area rich with mining operations it was advisable for quality infrastructure, so as to enable them to further expand their investment. The business sector started to build road infrastructure including the construction of bridges where they are most needed. This infrastructure development was in response to mining expansion in the Sekhukhune District Municipality. As the platinum mining industry expands in the Eastern Limb of the Bushveld Complex, it was increasingly evident that a major constraint to development is a lack of appropriate infrastructure (Smith *et al.*, 2008: 367).

Some local structures do not have resources to undertake an assessment or contribute to development and service delivery. So they have resorted in contributing differently to development. The traditional leaders were of the view that the reason why such major infrastructure roll-out in their areas were witnessed was because the business sector (mines) needs water supply, road, and electricity infrastructure to operate. This view was supported by the NGO sector respondent (Sekhukhune Combined Mining) who indicated that “as part of their corporate social investment (responsibility), they were obliged to improve living conditions of these communities by providing infrastructure. This infrastructure is for the benefit of the people of the Sekhukhune District Municipality not only where the business sector operates”. The focus groups argued that despite these huge investments, they (mines) often side lined small businesses or emerging entrepreneurs to benefit from procurement of goods and services.

Although consultation happens between business sector and traditional leaders as the owners of the land, the municipal by-laws should take the precedence. The development of pieces of legislation such as DFA (1995), Spatial Planning and Land Use Management Act (2013) without undermining the Limpopo Growth and Development Strategy among others is crucial for development, said the respondent from the Greater Tubatse Municipality. The respondent from Fetakgomo Local Municipality indicated that “assessment undertaken by the Greater Tubatse

Municipality and the business sector was a wake-up call on the side of municipalities to ensure accountability on matters of governance, development, and service delivery”. As this study focused on assessing and contribution of the local structures in development in the Sekhukhune District Municipality, it was crucial to reflect on the capacity for the local structures to undertake an assessment in order to identify the gaps and improve where infrastructure development lacks due to poor of service provision.

Moreover, it was further stated that the assessment role of each local structure was crucial so as to understand the support required for development individually and collectively. The capacity to undertake an assessment by the local structures in support of good governance, accountability, and infrastructure development for the benefit of communities is illustrated below. According to DCOGTA (2009: 3), “in the process of determining the baseline for this assessment, the Minister for Cooperative Governance and Traditional Affairs analysed previous assessments and reviews the state of local government as well as the evidence the degree and implications”.

The contextual analysis of this trend in terms of the assessment and contribution by the local structures should be understood within capacity, skills, knowledge, resources and competencies. The graph below highlights that the business sector has the capacity to undertake an assessment and such assessment contributed as 41.87% of the 67 respondents supported this view. This percentage is in line with prior assessment (cf. 3.12.6) in support of development in the Sekhukhune District Municipality. Although the Greater Tubatse Municipality had undertaken such exercise in the Sekhukhune District Municipality, however some municipalities could not undertake an assessment before. Their responses constituted 33.12% of the respondents of the total 53 of the respondents. These respondents argued that municipalities are better placed and well-resourced to undertake an assessment on infrastructure development; local development, and service delivery in the Sekhukhune District Municipality (cf. 3.12.4). An assessment by the local structures needs resources, institutional capacity, and skills.

The other local structures do not even understand the importance of assessment, how it should be undertaken and its implications to development and service

delivery. The focus groups with 8.20% of the respondents, 6.81% of the NGO's respondents, and 10% of the traditional leaders indicated that as the local structures do not have the capacity and resources to undertake assessment role (cf. 1.5; cf. 2.8). For municipalities to understand an assessment and its implications to development and service delivery, mobilisation of resources was crucial. In 2009 an assessment was undertaken by the Department of Cooperative Governance on behalf of municipalities. According to the DGOGTA (2009: 3), "the assessments were designed to ascertain the root causes of the current state of distress in many of the county's municipalities in order to inform a National Turn-Around Strategy for Local Government".

Smith *et al.*, (2008: 367) highlighted the importance of assessment (cf. 3.12.6) where infrastructures and resources were cited as the impediments. The local structures should reposition themselves as the leaders of the society that are able to effectively popularise citizenry participation in response to development needs (Netswera and Phago, 2011: 1032). The challenges for local government in South Africa is its failure to transform itself to be an effective institution that champions governance systems that are able to respond to the current development and service delivery needs.

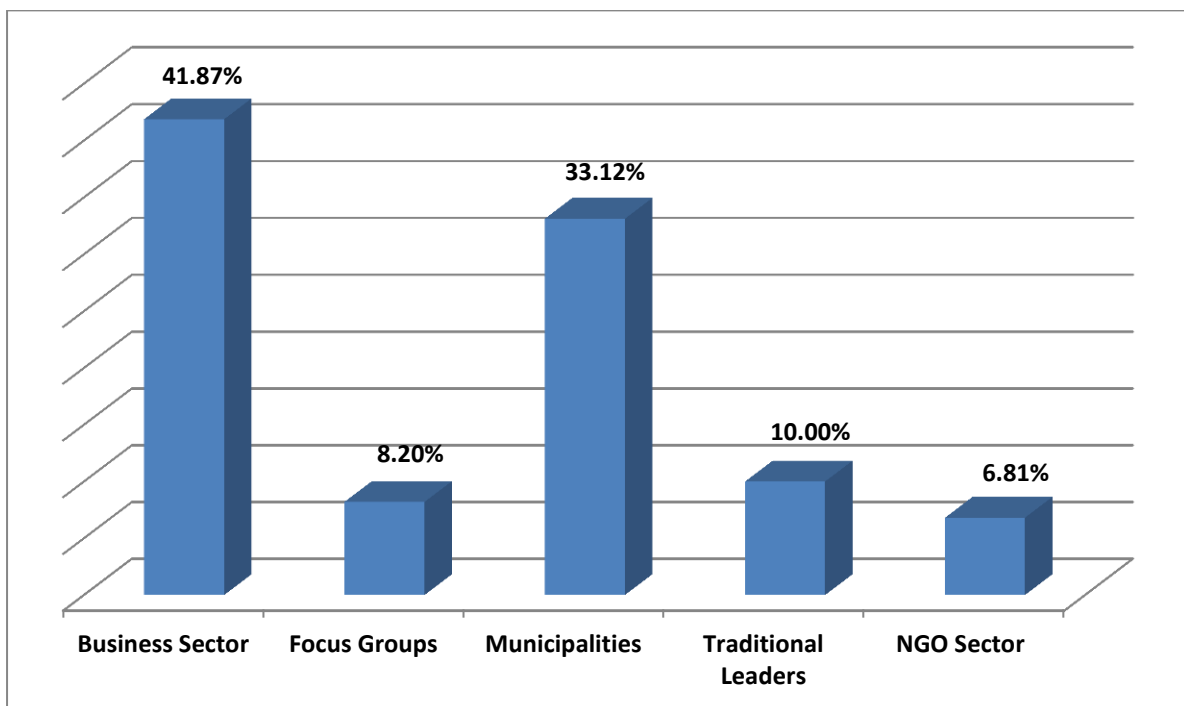


Figure 6.3.2: Graph on capacity by the local structures to undertake an assessment

6.3.3 Development and service delivery backlogs

Very few of the traditional leaders had western education and exposure in modern governance to be able to respond to the newly introduced local administration (cf. 6.3.2) (Olasupo and Fayomi, 2012: 14). Olasupo and Fayomi (2012: 14) stated that “the policies were transmitted to the traditional rulers who hardly understood the logic and rationale of the policies. The traditional leaders transmitted those policies to their constituencies and expected them to comply”. The existing system can be improved with clarification of responsibilities in the areas of housing, water, sanitation, electricity, and public transport (NDP. 2011: 56). There are backlogs in terms of development (infrastructure) and service delivery in the Sekhukhune District Municipality. The backlogs in development reflect correctly in road infrastructure, water supply, electricity supply, housing backlog, sanitation, waste management, as well as spatial development.

Out of the total 159 respondents drawn from the entire population indicated as follows: there is infrastructure development backlog, service delivery backlog that affect local development and socio-economic advancement in the Sekhukhune District Municipality despite the efforts by the business sector. The pie chart below illustrates how the respondents articulated their views regarding development challenges and service provision constraints. The majority of the respondents indicated that road infrastructures stood at 20.62% posing a major challenge in the Sekhukhune District Municipality given its rural nature and the legacy of the Bantustan background and waste management which stood at 19.37%. Westaway (2012: 116) states that to understand the dynamics and drivers of poverty today in the former Bantustans, it is instructive to consider income composition.

“That is, 84% of this population were either unemployed or ‘not economically active’, which is often a euphemism for ‘permanently unemployed’, and the situation is undoubtedly more bleak now than in 2006/07, due to the 2008/09 global recession” (Westaway, 2012: 116-117). Another backlogs as impediment to development in the Sekhukhune District Municipality is sanitation at 16.87% followed by 13.20% of spatial challenge for development and 11.87% of electricity supply. Housing is represented by 9.37% and water infrastructure is at 8.70% respectively. These

backlogs are also cited by the assessment undertaken by the business sector, DGOGTA (2009: 3) as well as the Greater Tubatse Municipality in 2006 respectively.

The respondents generally believed that municipalities are always complaining about institutional capacity, resources, know-how and skills as impediments in terms of implementing programmes that respond to infrastructure development as well as service delivery. This explanation is not enough as the deep-rooted challenges such as corruption and mal-administration are not raised, added the focus groups. The NGO sector in their conclusion indicated that lack of turnaround plans in municipalities is exacerbating the situation as their failure to respond to development has far reaching implications in resource management. It is against this backdrop that municipalities need to be schooled in many areas that include among others service delivery, monitoring and evaluation, strategy, procurement, and supply chain management that are critical and crucial to infrastructure development and service delivery.

It is important to further indicate that lack of monitoring instruments to support an assessment conducted in services and development that could be cited as some of the constraints that frustrate development where municipalities are unable to discharge their constitutional obligations. It should be understood that local government was tailor-made in such a way that it uplifts the lives of the poor and less fortunate by advancing socio-economic development in their own spaces. The object of the Municipal Systems Act (2000) states that “the core principles, mechanisms, and processes are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all...” (cf. 1.7; cf. 2.7).

The failure by the business sector to support development in the Sekhukhune District Municipality was blamed. Smith *et al.*, (2008: 367) added that “as the platinum mining industry expands in the Eastern Limb of the Bushveld Complex, it is increasingly evident that a major constraint to development post-assessment is a lack of appropriate infrastructure, water resources and spatial development”. In addressing these challenges, the Provincial Government of Limpopo has identified and implemented a number of development clusters, one of which is the Platinum

Mining cluster on the Sekhukhune Dilokong Platinum Corridor between Polokwane and Burgersfort (Smith *et al.*, 2008: 368). The post assessment highlighted the above constraints was as a result of lack of commitment to development by the business sector. The critical challenges facing the Sekhukhune District Municipality involve shortage of water resources, spatial development, and planning to enable the mining industry to expand and flourish (Smith and da Lomba, 2008: 1).

This study revealed that the local structures are facing resource challenges to unlock development potential in the Sekhukhune District Municipality. The main findings are related to institutional capacity, skills, and resources. The MPRDA (2002) enjoins that the mines are legally required to implement their corporate social investments (responsibility). This legislative requirement is non-negotiable but requires only compliance. The capacity, skills, and resource constraints affecting these local structures includes *inter alia* development backlog that reflects failure on the part of the local structures to correctly support road infrastructure, water supply, electricity supply, housing backlog, sanitation, waste management, as well as spatial planning and development initiatives.

Chakunda and Chakaipa (2015: 3) stated that “over time, both rural and urban local authorities’ capacity to deliver services rapidly deteriorated and in some cases grounded to a halt as municipalities failed to provide water, waste removal and infrastructure maintenance”. Department of Planning Monitoring and Evaluation (1994-2014: 39) states that challenges facing municipalities include increasing population growth, escalating urbanisation, increasing municipal services demand and infrastructure maintenance loads and the predominance of slow budget growth and slow economic growth.

The perception by the respondents was that the Sekhukhune District Municipality does not have the capacity to integrate the local structures in the mainstream of development and service delivery. Despite this, the municipalities were encouraged to develop SDBIP (cf. 3.12.4) as a legislative requirement to accelerate service delivery in which the Sekhukhune District Municipality was struggling in conceptualisation of the plan. The local structures are organs of community involvement whose strategic thrust is to foster a culture of people-centred and

people-driven local government system that ensures efficiency and effectiveness for socio-economic planning and service provision (SALGA, 2016: 14). These challenges were illustrated on the pie chart as follows:

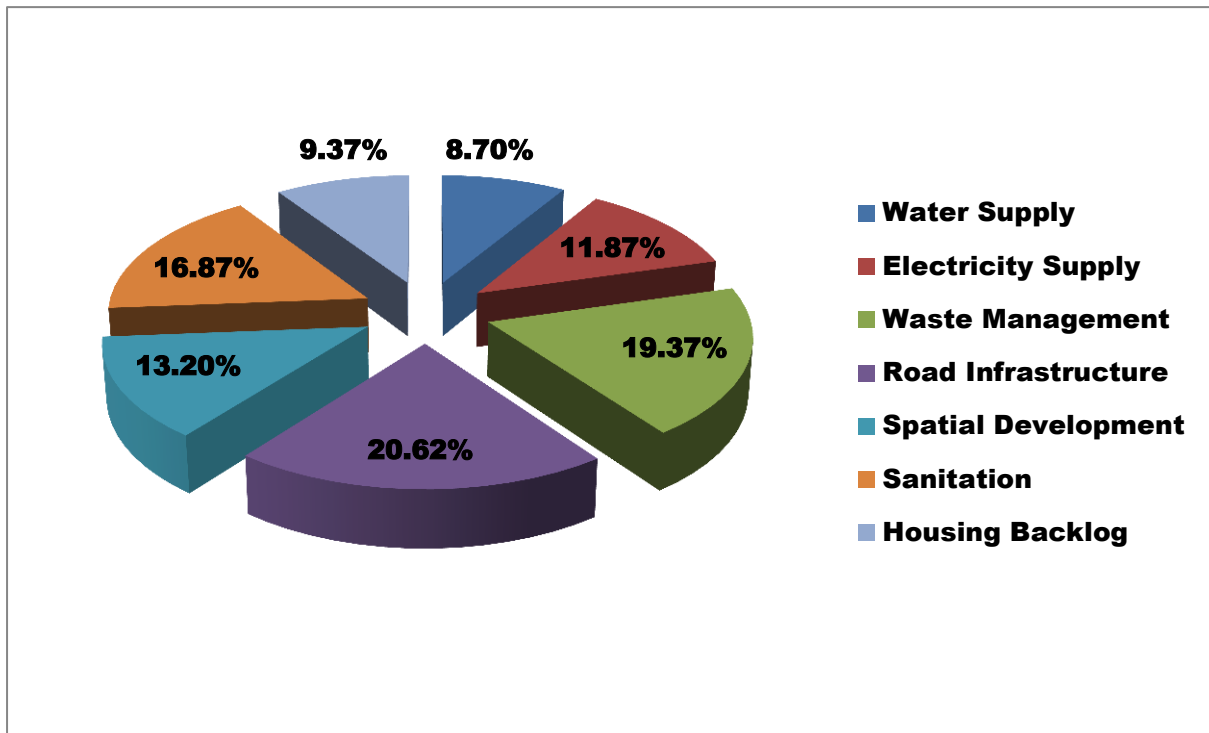


Figure 6.3.3: Pie chart on development and service delivery backlogs in the Sekhukhune District Municipality

6.3.4 Governance and accountability on development

On the question related to governance and accountability of other stakeholders in development, the respondents from the NGO sector (Mvula Trust) indicated that “stakeholders referred to the general public, the organs of civil society, business sector, donor agencies and spheres of government that are interest or affected parties”. In responding to this question, the focus groups brought about collaboration and partnership model as the key to stakeholder engagement in development and service delivery. The current approach to the local structure engagement proved to be a failure.

This means that the focus groups in this study agreed that development is a broader concept that needs the diversified skills and contribution for the benefit and realisation of it. The local structures and local development are inseparable and for

that matter, attention should be given to the intended beneficiaries. On the expectation and contribution of each local structure, the traditional leader (Marota Bogwasha) indicated that the expertise, resources, leadership, and capacity are keys to the governance and accountability to achieve development in the Sekhukhune District Municipality. In addition, partnerships and collaboration are fundamental if the notion of people-centred and people-driven development is to be embraced and achieved.

Governance and accountability are construed as intertwined. On how the local structures contribute to governance and accountability, the respondent from the Makhuduthamaga Local Municipality indicated that “the local structures are encouraged to take the rightful place on matters of governance so as to ensure that accountability on the institutions is appraised”. The Elias Motswaledi Municipality respondent blamed the communities for not taking advantage of the platforms and programmes presented by municipalities to hold leadership accountable for development during budget votes (tabling of councils’ budgets) processes. The reflection indicated by municipal respondents met criticism by the NGO sector and the focus groups. These local structures indicated that the public are not allowed by law to interrogate the council budget in the council chamber particularly during the sitting. Even if the reality prevails that what is presented is not feasible for implementation during the financial year, however it was not permissible by municipal by-law or any statute for the public to interrogate, engage or participate during the sitting of the council.

The respondents from the two sectors maintained that “the local structures do not have voting rights during the budget votes or make presentation during the municipal budget discussion in councils”. The traditional leaders are of the opinion that while governance is closely related to accountability, however the understanding by municipalities and the business sector means completely the opposite. The business sector always concealed their financial transactions (balance sheets) as opposed to the municipalities whose information is on the public domain and due to their track record for misusing and perpetuating corruption. Municipalities are required in terms of Public Audit Act, 2004 (Act No. 25 of 2004) to make annual reports public.

The respondent from the Samancor Chrome Mine disputed the claim by stating that the information is available on request and also accessible on the website. The fundamental questions are how many people in the rural areas that have access to technology? How many of them would be able to afford internet café whilst unemployment is so rife particularly in rural areas? The respondent added that it is important for the local structures to download this information as it is in the public domain (companies' websites). The graph below illustrates how the respondents reflect on governance and accountability. Governance and accountability are crucial in deepening participatory democracy as always the case with participation and involvement of communities and the local structures.

The analysis below further indicated the views of the respondents in terms of governance and accountability by the local structures. It is against this analysis that 17.61% of 28 and 18.23% of the 29 respondents drawn from the NGO sector and focus groups respectively indicated that governance and accountability should be strengthened if good and clean administration were to be achieved. The views held by traditional leaders were constituted 20.12% of 32 respondents, 20.75% of the business made up of 33 respondents, as well as 23.27% of the municipal respondents was constituted by 37 respondents. The enormously agreed that governance is crucial if accountability is taken into consideration otherwise governance without accountability is null and void.

These local structures agreed that indeed there is a level of governance and accountability in terms of service delivery and development in the Sekhukhune District Municipality. Kamara (2017: 98) states that collaborative governance is increasingly playing a vital role in addressing the multi-dimensional challenges of the contemporary era. "The broader objectives of studies were to "integrate effective approaches to assessing current capacities, identifying required capacities and investing in collaborative initiatives to capitalise upon and further develop capacities in a sustainable manner across the local government sector" (Chakunda and Chakaipa, 2015: 3).

In addition, respondents from municipalities enormously stated that inclusive governance inevitably contributes immensely to the achievement and deepening of

local democracy and promotes accountability through ward committees' mechanisms. According to SALGA (2012: 3), one of the strategic objectives of the Local Government Turnaround Strategy of 2009 was to build clean, effective, efficient, responsive and local government which is accountable through governance systems and structures that are operational in municipalities however, their quality and effectiveness are sometimes questionable.

In response to governance and accountability, the respondents indicated that Section 59 of the Municipal Systems Act (2000) was evoked which culminated with the establishment of a committee in accordance with Section 79 of the Municipal Structures Act (1998). Section 59 of the Municipality Systems Act (2000) enjoins the establishment of an independent committee to deal with checks and balances in municipalities. The establishment of this committee(s) would be in accordance with Section 79 of the Municipal Structures Act (1998). It is in this context that municipalities are required to establish the MPAC.

The main purpose of the MPAC is to exercise oversight over the executive functionaries of council and to ensure good governance in the municipality (cf. 3.13) (SALGA 2012: 8). The Sekhukhune District Municipality established MPAC as a committee of the council to assist in terms of oversight mechanisms so as to comply with the statutory requirement of Section 59 of the Municipal Systems Act, (2000) and Section 79 of the Municipal Structures Act (1998). The respondents from the Sekhukhune District Municipality were of the view that this statutory committee is empowered to hold the executive accountable for the benefit of good corporate governance. "The local government fiscal framework's credibility is because it is deliberately designed to raise awareness on municipality's accountability to residents" (Department of Planning Monitoring and Evaluation 1994-2014: 39).

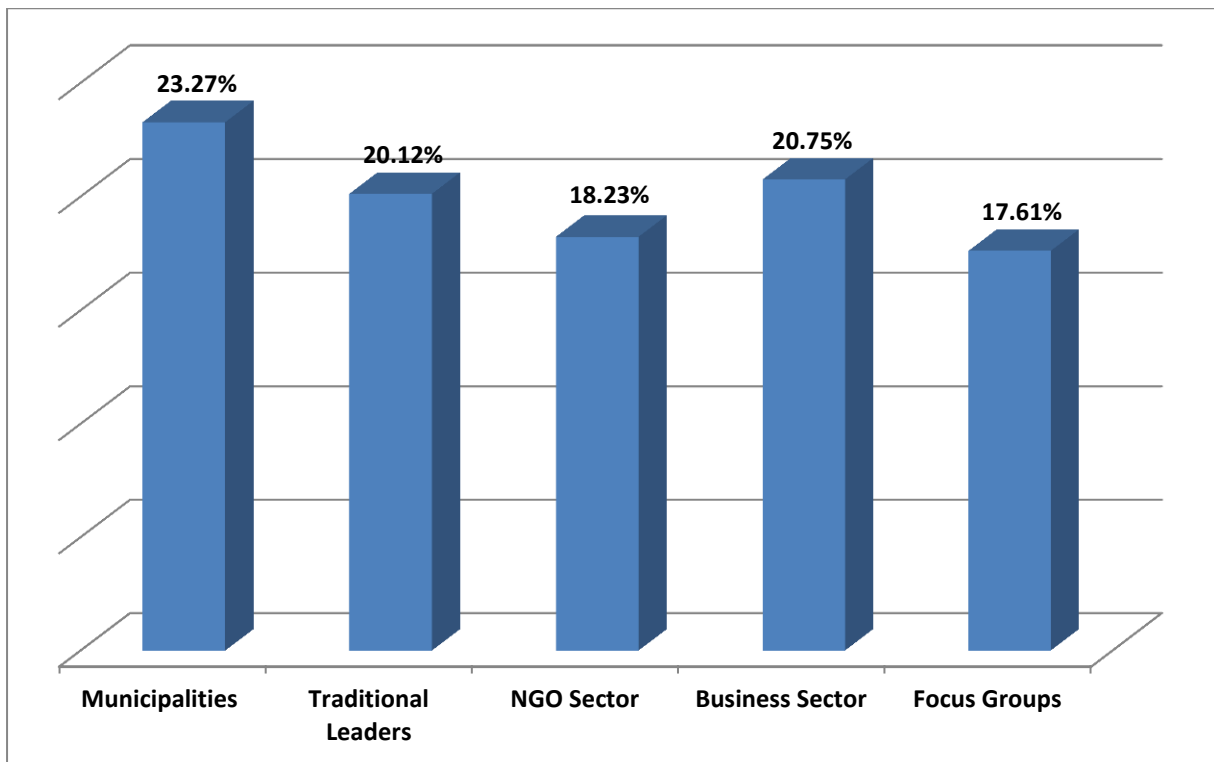


Figure 6.3.4: Graph on governance and accountability by the local structures in the Sekhukhune District Municipality

6.3.5 Relationship between local development and the local structures

There is indeed an existing relationship between development, local development, and service delivery as the respondents were haranguing on these crucial issues where their assessment role was subverted by lack of collaboration and cooperation among themselves as the local structures. This assertion is consistent with the lack of resources, institutional capacity and skills (cf. 1.3; cf. 1.4.1; cf. 1.8; cf. 1.16; cf. 2.5.1; cf. 2.6; cf. 3.9.3; cf. 3.12.1; cf. 3.12.4; cf. 3.12.6; cf. 3.12.9; cf. 3.14; cf. 5.2; cf. 5.3; cf. 5.7; cf. 6.2; cf. 6.2.4; cf. 6.3.1; cf. 6.3.2; cf. 6.3.4).

On how the local structures contribute to local development, the respondents freely stated that there is direct contribution between the two. The local structures argued enormously that there is a relationship between the two as per the respondents. The graph below illustrates the extent to which they relate to each other. These respondents concur that the local structures are gratified in the relationship which exists between local development and the local structures. The respondents further indicated how the relationship between the two (local structures and local development) has the potential to enhance socio-economic development for the

benefit of sustainable development. This relationship was better expressed in the context of improving the livelihood of the people. LED happens when the investors prefer the Sekhukhune District Municipality as an investment destination which informs and supports local development.

This is attested to by the analysis which indicated that the respondents from the business sector is constituted by 22.01% of the 34, followed NGO sector by 21.38% of the 30 respondents, and 20.75% of the total of 33 respondents were from the focus groups. However, the view held by the respondents from the municipality was constituted by 19.49% of 31 respondents as well as 16.35 of the traditional leaders respectively. This contribution was fairly presented by the local structures when responding to this question. This statement was also supported by overall contribution to LED as a justification of investment by the business sector (mines) in the Sekhukhune District Municipality.

In simple terms, local development depends on service delivery and is informed by investment in infrastructure upgrade and development (cf. 6.3.1). It is in this context that local development has the potential for overall development that advances a better condition for the people of the Sekhukhune District Municipality. As illustrated by the graph below, the local structures conceded that the local structures formally or informally contribute to local development which is the key to their livelihood. Smith *et al.*, (2008: 367) indicated that it is important to understand that service delivery contributes to developmental policies that facilitate the effective utilisation and development of the infrastructure in response to societal demand. In addition, the respondents indicated that there is a need to link the local development with municipal strategy on LED. Both should be informed by and be incorporated into municipal IDPs.

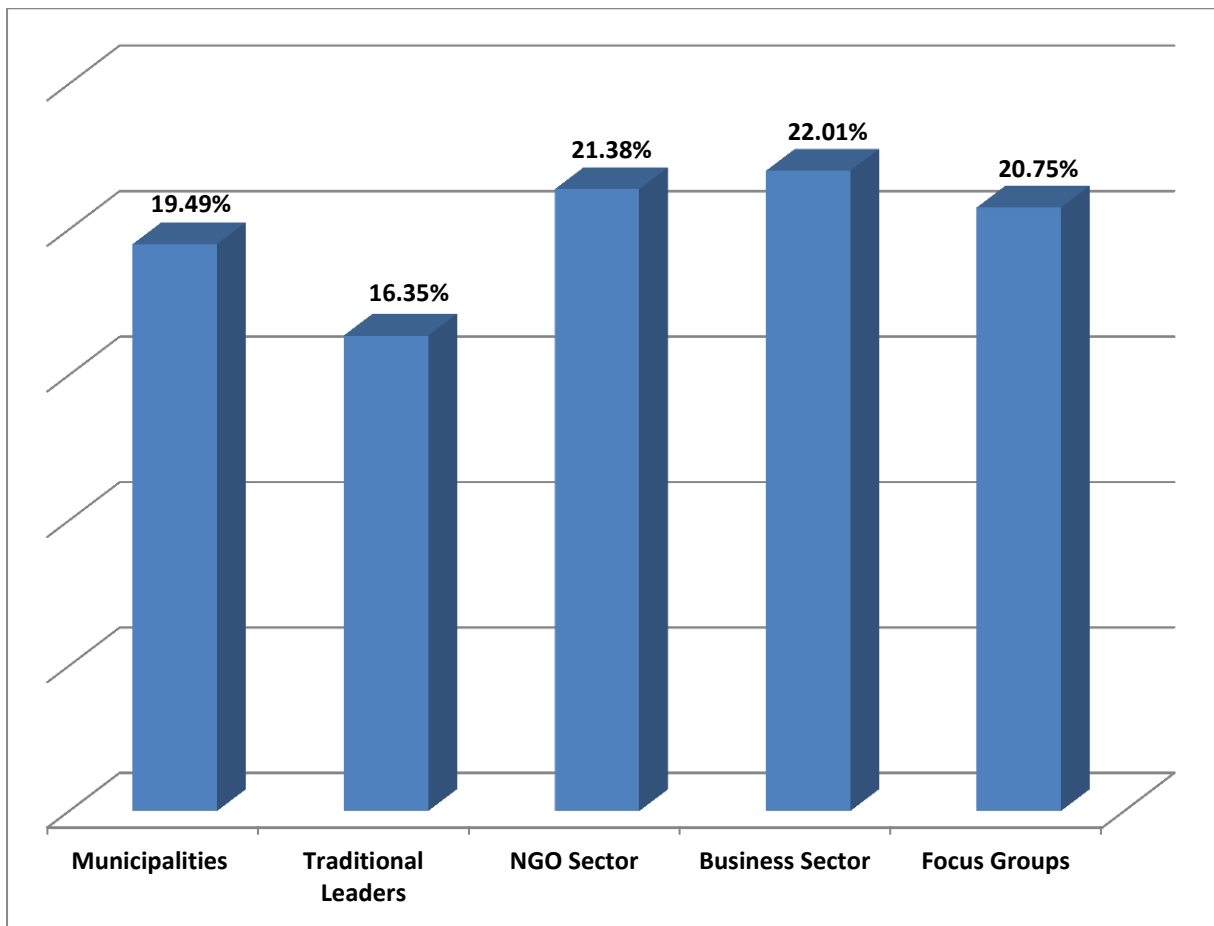


Figure 6.3.5: Graph on relationship between the local structures and local development

6.3.6 The instruments for development assessment

On the question related to instruments used by the local structures in assessing development and service delivery in the Sekhukhune District Municipality, the responses received by the researcher were analysed below in terms of the graph to illustrate the understanding and the correlation between the literature findings (cf. 5) as articulated in Chapter 5. It was said that the business sector needs to demonstrate its capacity in conducting successful assessment and contributing to development. The researcher used interview schedules and recorder for data collection for the benefit of development in the Sekhukhune District Municipality as their tools. The respondents indicated that indeed the mines have the potential to undertake this exercise using scientific instruments. It was stated that the business sector had to profile the geographical areas of the Sekhukhune District Municipality which demonstrate capacity and resource challenges.

The business sector in addition, indicated that this was done by appointing the expert company for the development of the instruments to conduct an assessment for them. This was done by dissecting the region into sub-regions (local municipalities of the Sekhukhune District Municipalities) in which attention was given to the Greater Tubatse and Fetakgomo local municipalities. In developing the instruments, consideration was given to the socio-economic profiles of the sub-regions of the Sekhukhune District Municipality. This view was expressed by the respondents during the interview for data collection. The tools were scientifically tested to reflect realities on the ground on one hand to ensure that it is error-free approach so that the findings inform policy formulation, reform, review, or shift at local level on the other hand. Interestingly, findings by the mining sector were similarly close to the findings by the DCOGTA as well as the Greater Tubatse Municipality. The department conducted assessment so as to ascertain the challenges facing the distressed municipalities in the country (South Africa) (cf. 6.3.2).

Of the total 45 of the respondents from the business sector, 28.30% agreed that the business sector has the capacity to undertake an assessment as well as contribute to development and service delivery. This followed by 25.15% of the municipal respondents that were drawn from 40 respondents in terms of the capacity. This also followed by the 18.23% of the 29 respondents from the NGO sector. The respondents highlighted that the capacity on their side to undertake an assessment demonstrated the importance for assessment accompanied by the necessary skills and resources by the local structures.

The remaining 15.72% and 12.57% respectively both from focus groups and the traditional leaders indicated that they do not have the capacity and resources to develop and implement assessment. These two local structures' responses were informed by 25 and 20 responses respectively. The respondents were of the view that embracing the "local structure-based assessment" as an iterative model for development appraisal was in response to the desire to enhance service delivery and development. During the assessment of the distressed municipalities by the DCOGTA, a fundamental question was asked "What is the state of local government

in 2009 and what must be done to restore the confidence of our people in this sphere of government by 2011 and beyond?” (DCOGTA, 2009: 5).

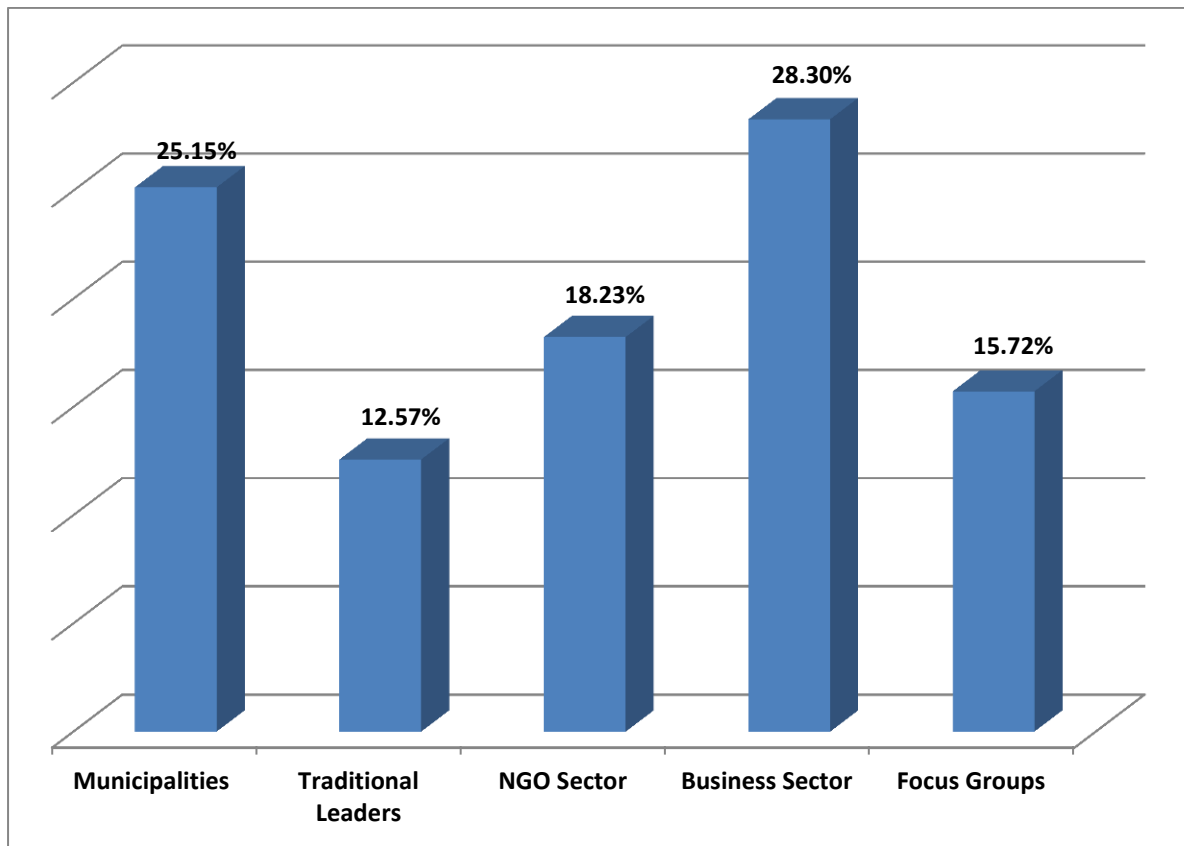


Figure 6.3.6: Graph on instruments used by the local structures to undertake development assessment

6.3.7 The role of the local structures in development and service delivery

The role of the local structures in assessing development in the Sekhukhune District Municipality is the aim of this study. An assessment role of the local structures in development was researched to better understand its implications for the betterment of the life of the people. Like governance and accountability, development and service delivery are crucial to be studied exclusively. This interwoven relationship was also established between the local structures and local development. This revelation provided the researcher to bring about correlational relationship between service delivery and development. It was needless as stated earlier to highlight the importance of partnership and collaboration in development. All these conceptual relationships grounded on the local structures and local development.

The realisation of local development is disturbed by countless land claims which affecting development in the rural areas. This view was held by the traditional leaders who are the custodian of the rural land. Government drags its feet in resolving this challenge. This land claims process affected the land belonging to the traditional leaders. The traditional leaders indicated that they play a major role in releasing their land in support of development. On the side of the municipalities, they raised the by-laws as crucial tools in regulating local development, promoting partnerships and collaboration, spatial development, infrastructure development, governance, and facilitation of the local structure involvement, attracting investors, participation and funding service delivery for the realisation of socio-economic upliftment. The business sector demonstrated resources and capacity as their role in ensuring that development takes place at local level. The NGO sector indicated their advocacy, policy intervention as well as research as their role. In as far as the focus groups are concerned, their facilitation and mobilisation of the local structures are crucial for development.

The graph 6.3.7 below indicates the responses in relation to this question. The traditional leaders and NGO sector which were constituted by 22.01% each of the total 35 respondents accused the municipalities for failing to provide leadership in this regard. They both cited political squabbles and corruption as the disturbing factors towards the achievement of development and realisation of service delivery in the Sekhukhune District Municipality. The descending view was held by the respondents from municipalities and business sector. Their view constituted by 18.23% each of the total 29 respondents respectively accused the other local structures of hampering development and service delivery.

These structures blamed the focus groups of interfering with their administrative and managerial responsibilities. This interference resulted with rampages which disturbed free operation of both the mines and municipalities. There were countless protests in the Sekhukhune District Municipality that were related to lack of governance, lack of job opportunities, inadequate development and service delivery backlogs. These protests created instability and frustrated the municipalities to discharge their constitutional and legislative mandate. "We embark on these strikes to destabilise the business sector that generates profit without taking into

consideration their social responsibility, job creation, socio-economic development as well as their occupation of our ploughing fields without return on investment” added the focus groups.

They (business sector and municipality) respondents argued that “communities were always at rampage which undermined the efforts to achieve the intended objectives of taking development and service delivery forward”. The respondents from the Greater Tubatse Municipality indicated that the achievement of developmental state depends on developmental local government. The focus groups constituted by 19.49% of the total 31 respondents accused lack of democratic centralism as a cause for concern. This means that “unless we demonstrate our dissatisfaction despite approved budgets by the councils (municipalities) and corporate social investments (mines) by the business sector, our needs and aspirations are always ignored hence we engaged on protests to demonstrate our dissatisfaction in the pace of development and service delivery”. The efforts to discuss local development as the local structures are sabotaged by the red tapes to access the management of these institutions. Rightfully speaking, the participation of the local structures as better described by the respondents to be key towards achievement of local development and service delivery at local level.

Section 152 of the South African Constitution (1996) provides the objects of local government whereby municipalities are encouraged to promote socio-economic development. In the main, this Section of the South African Constitution (1996) encourages the involvement of communities and community organisations (structures) in the matters of local government. In the same spirit, Section 153 of the South African Constitution (1996) enjoins that a municipality must:

- (a) “Structure and manage its administration, budget and planning processes to give priority to the basic needs of the community and promote social and economic development of the community; and
- (b) Participate in the national and provincial development programmes”.

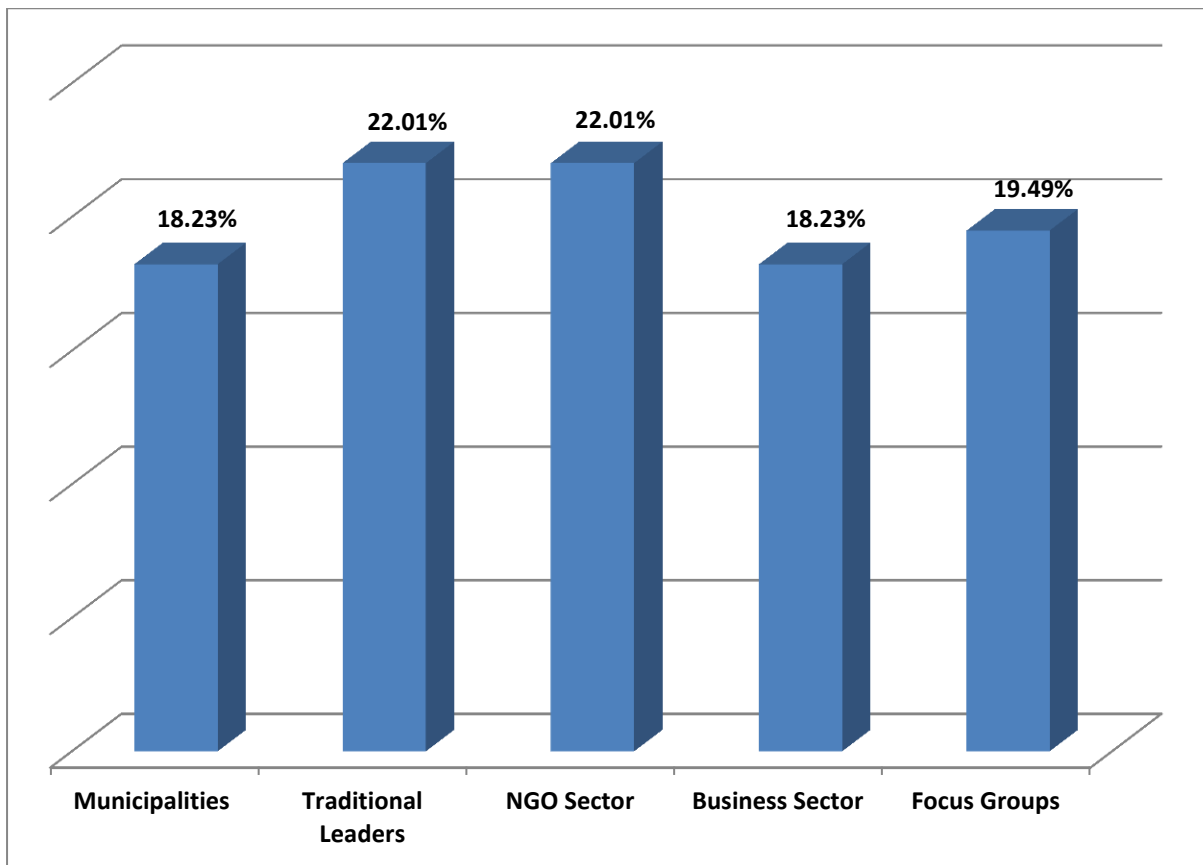


Figure 6.3.7: Graph on the role of the local structures in development and service delivery

6.3.8 Coordination and support of development by other spheres

The local structures were requested to answer the question on their coordination and support to development by other spheres of government. Their responses were as indicated as per the graph below (graph 6.3.8) below. The analysis indicated that 29.55% of the municipal structures that constitute 47 of the respondents indicated that there is support and coordination from both the national and provincial spheres (cf. 6.3.6; cf. 6.3.7). From the focus groups, the NGO sector and the business sector with 19.49%, 18.86% and 17.61% of 31, 30 and 28 respondents respectively indicated that the national and provincial spheres are trying in terms of supporting and coordinating programmes that seek to advance local development in the Sekhukhune District Municipality.

The traditional leaders constituted by 14.46% of the total 23 respondents indicated that lot has to be done to enhance coordination and support to local development through municipalities. The current state of coordination and support is untenable to

realise development at grass root level. Schedules 4 Part A and Schedule 5 Part B of the South African Constitution (1996) clarify the functional and concurrent areas of the three spheres and their corresponding obligations. This view is augmented by Section 153 (b) of the South African Constitution (1996) (cf. 6.3.7).

The business sector in collaboration with traditional authorities and the local municipalities in the Sekhukhune District Municipalities consulted the Limpopo Province's Office of the Premier; Department of Agriculture; Department of Economic Development, Environment and Tourism; and the Department of Water Affairs and Forestry to develop new sustainable programmes in support of development and infrastructure in the Sekhukhune District Municipality (Smith *et al.*, 2008). The assessment undertaken by the DCOGTA was not the only assessment as others were already undertaken by The Presidency (10 and 15 Year Reviews), The 1995 Local Government Review (DPLG), and subsequently the current Policy Review of Provincial and Local Government (DCOGTA, 2009: 3-4). The role of other spheres of government such as the provincial and national were investigated to ascertain whether they fully coordinate and support the local sphere. In validating the coordination and support to the local sphere, the researcher inferred that the three spheres of government proactively achieve this obligation.

The respondents were of the views that there is support and coordination of development and service delivery. Section 154 (2) of the South African Constitution (1996) takes the precedence and states that a draft national and provincial legislation that affects the status, institutions, powers or functions of local government must be published for public comments before it is introduced in Parliament or provincial legislature, in a manner that allows organised local government, municipalities and other interested local structures an opportunity to make representations in this regard.

Section 154 (1) of the South African Constitution (1996) states that "the national and provincial governments by legislative and other measures must be encouraged to support and strengthen the capacity of municipalities to manage their own affairs and to exercise their powers as well as to perform their functions". This constitutional obligation instructs three spheres of government to collaboratively through horizontal

and vertical mechanisms to support developmental effort undertaken by each sphere individually or collectively. This approach is in line with the spirit of Chapter 3 Section 40 (1) of the South African Constitution (1996). Chapter 3 of the South African Constitution (1996) Section 40 (1) enjoins that “in the Republic, the government is constituted as national, provincial, and local spheres of government which are distinctive, interdependent and interrelated”.

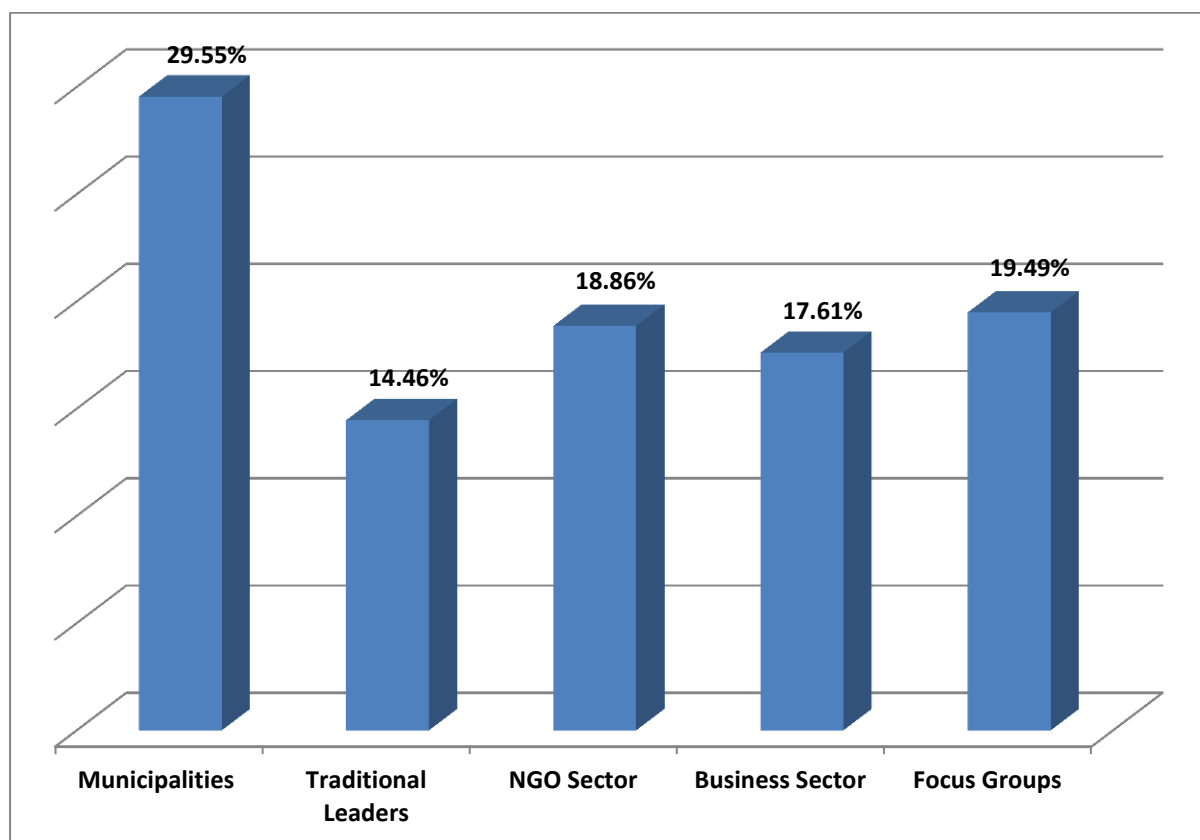


Figure 6.3.8: Graph on the extent to which the three spheres coordinate and support development

6.3.9 Infrastructure’s contribution to development and service delivery

Infrastructure plays an important role in the social and economic development of communities (Smith *et al.*, 2008: 367). This study focused on the contribution of infrastructure development and its implications to local development and service delivery. The respondents were asked questions based on this subject so as to ascertain and establish their understanding. It was said by the respondents from Elias Motswaledi Local Municipality with 28.30% from 40 respondents that indeed agreed that infrastructure contributes to local development as long as it is supported

by service delivery. The respondent added that infrastructure has the potential to attract investors.

The respondent from the focus groups indicated that although infrastructure is needed for the business sector and municipalities, however these local structures failed the people of the Sekhukhune District Municipality. The collapse of service delivery which ultimately affected development was due to lack of infrastructure maintenance or implementation. This was the view held by focus groups from Steelpoort Valley Producers Forum, Fetakgomo, and the Greater Tubatse Transport Forums that were represented by 9.43% of the 15 respondents from these local structures. The traditional leader from Babina Noko-Ba-Mampuru indicated that the on-going riot in the villages were as a result of the collapse of delivery of services and lack of leadership. Once service delivery collapses, development is automatically affected and these attributed to lack of accountability which compromise good governance.

Represented by 24.52% of the respondents which constituted 29 of the respondents, the traditional leader was of the view that “development and service delivery Indaba is urgently needed to address myriad of challenges facing the Sekhukhune District Municipality.” The respondents from Mototolo Platinum Mine, Thorncliff Platinum Mine and others represented 18.86% of 30 respondents were of the view that infrastructure is the core to their business however, it needs partnership drawn from different structures in the Sekhukhune District Municipality which need to be directly involved. Although the responses from the NGO sector, 18.86% drawn from 30 respondents, share the same sentiments however, their views differ respectively and accordingly. The NGO sector indicated that one of the major challenges facing mining operations in the Eastern Limb of the Bushveld Complex is due to lack of efficacy in terms of integrated development at a municipal level.

Their level of thinking was around rampage that seeks to destabilise the operation of both mines and municipalities in the Sekhukhune District Municipality so as to ensure that the attention of national government is drawn. A concerted effort is constantly being made through Municipal Infrastructure Task Team to ensure synergies across national department programmes in support of local government’s

development and service delivery efforts (South Africa Yearbook, 1998/99: 44). The most neglected area of development in the Sekhukhune District Municipality is infrastructure that has the potential in supporting mining operation (Smith *et al.*, 2008: 367). Smith and Da Lomba (2008: 1) state that sustainable value realisation from a mineral resources view point cannot be achieved without the effective integration of infrastructure provision for long term planning.

Demarcations, establishment of new wards and disestablishment as well as merger of municipalities have political, social and economic implications to development. It is important that political leadership refrain from frustrating the voters as these issues have affected their participation and involvement. The respondents (traditional leaders) from the Fetakgomo Local municipality added that during the previous elections, “I was in the Fetakgomo Local Municipality today I am in the Greater Tubatse Municipality”. Some wards of the south of the Greater Tubatse were given to the Makhuduthamaga Local Municipality.

This political decision directly or indirectly affects the voters. Rana (2017: 42) shows that the long term vision of rural development ensures social, economic and political well-being of rural communities, especially poor and vulnerable people. “In demonstrating the prime place of infrastructure investment in its national long-term development framework encapsulated in Vision 2030 as well as in the related New Growth Path, South Africa recently put together a comprehensive National Infrastructure Plan” (Mutamba and Busari 2014: 1). Mutamba and Busani (2014: 1) infer that infrastructure across the country links investment and strategic sectors that their initiative underscores development objectives such as community empowerment and skills development.

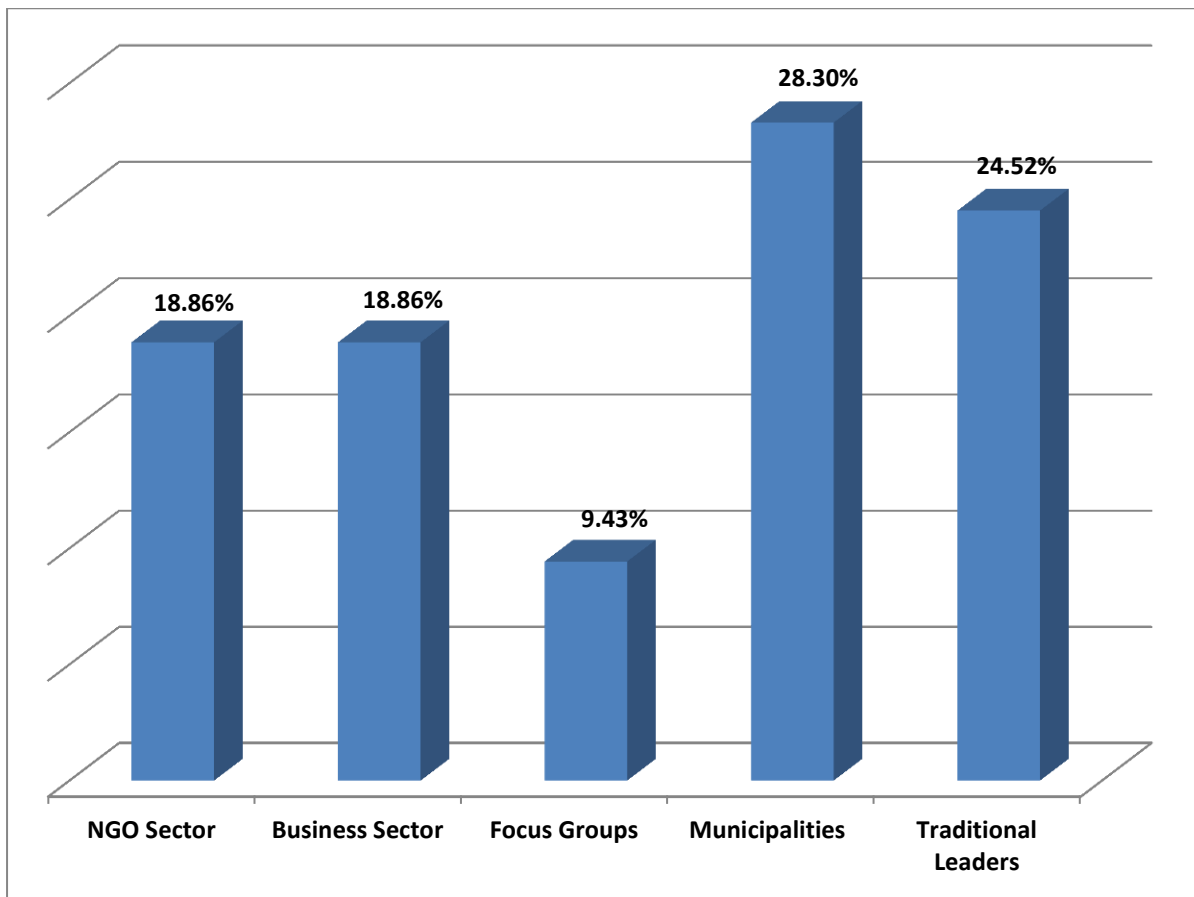


Figure 6.3.9: Graph on infrastructure contribution to development and service delivery

Set of questions for the local structure	The objectives of this study	Triangulation of the objectives	Comments based on the study's objectives	Sources of verification
What is the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality?	To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality.	The contribution of the local structures is utmost important in ensuring that there is collaboration as well as partnerships in development and service provision. In ensuring that these happen, the local structures ensure that institutions either individually or collectively are held accountable in strengthening good governance and resource management	It is conversely important that this study ensures that the local structures are not only assessing development and service delivery but also contribute to socio-economic development and the wellbeing of the residents	Interview schedules, recorded interview and focus groups
What is the role and contribution of the local structures in development in the Sekhukhune District Municipality?	To determine the role and contribution of the local structures in development in the Sekhukhune District Municipality	This study was destined to triangulate the main research question with the main research objective. The main aim was to establish whether there is a correlation between the two so as to better understand the relationship between local development, the local structures and local economic development	In strengthening the capacity of the local structures to better understand their contribution to development and service delivery, this study established that the major constraints are resources, capacity, and skills at local structures	Interview schedules, recorded interview and focus groups

<p>What is the role of the local structures in assessing development in the Sekhukhune District Municipality?</p>	<p>To assess the role of the local structures within the development spectrum in the Sekhukhune District Municipality</p>	<p>The respondents were adequately addressed to this question which clarifies the research objective as stated in this table. This is clearly authenticated by the fact that in order to address service delivery and local development, infrastructure roll-out is the answer. This question was adequately addressed as it appears on the interview schedules as well as it was addressed by the focus groups</p>	<p>In addressing this drawback the need for resources, capacity, skills and spatial provision would be necessary so as to advance socio-economic development in the Sekhukhune District Municipality</p>	<p>Interview schedules, recorded interview and focus groups</p>
<p>What is the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality?</p>	<p>To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality</p>	<p>Enabling environment accompanied by capacity and resources would enhance active participation and involvement of the local structures to address developmental needs of the Sekhukhune District Municipality. All respondents were of the view that there is much needed development and service delivery to address this objective. The level of involvement by the local structures was regarded as insufficient hence their participation was handicapped</p>	<p>The level of participation and involvement is compromised by lack of skills and knowledge. Given the capacity deficit among the local structures to actively participate in development proves itself as a deficiency on their part</p>	<p>Interview schedules, observation and focus group</p>

<p>How can governance, accountability, and service delivery be improved to be able to respond to development in the Sekhukhune District Municipality?</p>	<p>To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement</p>	<p>Accountability, governance and service delivery are inseparable and this objective was responded to satisfactory. It was emerged that lack of accountability, governance, and service delivery are accentuated by lack of leadership at local level. Passive participation and involvement by the local structures were cited as impediments. Governance and accountability are the sources of proper administration in corporate world. In this context, the questions on governance are crucial for local government and it was fully addressed as governance without accountability demonstrate lack of coherent</p>	<p>Accountability and governance are at the centre of participatory democracy and that important area that have the potential to mass participation and democratisation at local level. The local structures are better placed to respond to the notion of people-centred and people-driven participation</p>	<p>Interview schedules, observation, recorded interview and focus groups</p>
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<p>Is there any relationship between local structures and local development in the Sekhukhune District Municipality?</p>	<p>To investigate any relationship between the local structures and local development in the Sekhukhune District Municipality</p>	<p>During triangulation, it was revealed that there is a relationship between the local structures and local development. The respondents indicated that for the two to yield the desired results, a strategic framework be developed and aligned to municipal's IDPs so as to see its effectiveness and efficiency. During triangulation, a relationship across the local structures again was subjected to put their weight behind this question. It was established that enormously concurs that there is a relationship between the local structures and local development in the Sekhukhune District Municipality</p>	<p>The relationship between the local structures and local development depend on collaboration and partnerships amongst the structures. In addition, conducive environment that attracts the investors is equally importance for the benefit of both the local structure and local development</p>	<p>Interview schedules, observation, recorded interview and focus groups</p>
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Table 6.3.9: Research questions, research aim, triangulation and comments by the researcher

6.4 Discussion of the findings

The findings in this study were attended to and discussed below in order to establish whether or not this study achieved the research questions and research objectives as expected in this study. It is in this context that this section succinctly provided the research questions and research objectives below:

Objective 1: To determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality: This objective is indispensable in ensuring that development and service delivery's occurrence are through accountability, governance, and enhanced local development that promote socio-economic development to be realised. It is in this context that the (individually and collectively) institutions and individuals should be held accountable. This accountability ensures good governance which involves management of resources, necessary skills to ensure that management of resources is carried out in a manner which is consistent with the statute, prescripts, constitution, and legislative requirements. These ensure contribution by the local structures. Compliance is what is expected when dealing with public resources. Compliance contributes to good corporate governance which goes a long way with accountability as required by the statute.

Objective 2: To assess the role of the local structures within the development spectrum in the Sekhukhune District Municipality: The objective recommends that for the local structures to be able to conduct an assessment that contribute to development they need collaboration, partnership, resources, skills and capacity. It is crucial to state that an assessment is a tool to enhance good governance and accountability that is crucial in support of the local structures. For the local structures to be able to undertake an assessment they need to be in a better position in terms of the skills, capacity, and resources (cf. 1.1; cf. 2.5; cf. 2.6; cf. 3.12.6; cf. 3.12.8; cf. 3.12.9; cf. 4.4.3; cf. 5.2; cf. 6.3.2; cf. 6.3.3; cf. 6.3.10; cf. 6.4; cf. 7.2.1). The land claims which were also highlighted as well as merger and disestablishment of local municipalities could be cited as the main obstacles that affect service delivery and development, therefore need to be addressed immediately through policy reform.

Objective 3: To examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality: It is recommended that the local structures should be better positioned to respond to (local) development which is a constitutional and legislative requirement. The participation and involvement of the local structures is consistent with the statutes, however they were not fully entrenched (cf. 1.9; cf. 2.3.1; cf. 3.12.8; cf. 3.12.9; cf. 5.3; cf. 6.4; cf. 7.2.1). It is important for the local structures to take the centre stage and for that matter contribute to local and infrastructure development and service delivery in order to achieve socio-economic development.

Objective 4: To explore how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement: In terms of the recommendation, this objective was explored to the fullest in order to establish its achievement of the aim of this study. It is recommended that governance be strengthened through leadership to inform accountability. Governance and accountability are intertwined which require commitment responsibilities at institutional level so as to ensure stability. Once stability is maintained, the likelihood of acceleration of service delivery to enhance development was inevitable. It is also recommended that the institution across all spheres should coordinate their service delivery model in order to maximise impact while resources are minimised and monitored (cf. 1.8; cf. 2.7). It is also recommended that governance and accountability should be enforced through prosecution by the delinquents and be punishable offence. It is important to review the policy so as to ensure that transgressors and delinquents are held accountable.

Objective 5: To investigate any relationship between the local structures and local development in the Sekhukhune District Municipality: For local development to be realised, this study recommends that the local structures should be in the centre of development. Once the local structures are trapped in the periphery of development, the realisation and advancement of socio-economic development would remain a pipe-dream. This study acknowledges the contribution of local development in +sustaining horizontal and vertical development which is needed in rural areas to reverse the injustices of the past. The legacy of under-development contributed to infrastructure backlogs that are associated with and attributed to the Bantustan

administration (cf. 1.1; cf. 1.2; cf. 1.9; cf. 2.3; cf. 3.9.2; cf. 4.4; cf. 6.3.3; cf. 6.4; cf. 7.2.1). It is in this context that the national policies be reviewed so as to be rural development-oriented. The Sekhukhune District Municipality is an example of rural and under-development region in South Africa.

6.5 Reference to the findings of the previous similar studies

Similar studies were conducted by different scholars such as (Olivier *et al.*, 2010); (Smith *et al.*, 2008); (Smith and Da Lomba, 2008); (Phago and Netswera, 2011); (Seduma and Mtapuri, 2014); and Westaway (2012) who account on the contribution of various structures in service delivery and development. Soares Jr and Quintella (2008: 105) further state that the concept of development is almost as old as civilization. Their contribution to development could be traced back from antiquity time and attributed to rural development and infrastructure needs for the advancement of socio-economic development. The government in South Africa shifted its attention to rural development as a key priority for medium to long term planning and development (Obadire *et al.*, 2013: 274). The contribution of these scholars was immensely associated with and attributed to contextual understanding of development by other scholars from academic research's stand point. Nyalunga (2006) states that local government was structured to facilitate and regulate this agenda of racial segregation and exclusion.

Infrastructure plays an important role in the social and economic development of communities (Smith *et al.*, 2008). "Areas without access to effective infrastructure are inevitably characterised by high levels of poverty, with municipalities tending to focus on two key infrastructure delivery issues; the provision of access to basic municipal services (water, sanitation, electricity and solid waste removal) and the provision and maintenance of general infrastructure and services within the municipal area" (Smith *et al.*, 2008); (Smith and Da Lomba, 2008). It is in this context that rural development programs are not new in most developing countries such as South Africa (Obadire *et al.*, 2013: 274).

The contribution by these scholars evidently indicates that a lot has to be done to improve the material conditions of the poor and marginalised sections of the

population. While it was argued that the business sector contributes to infrastructure provision and the general well-being of the people, but the mining sector in the Sekhukhune District Municipality contributed to the destitute in the rich platinum area where the poor becomes poorer. This is obvious because the mining sector is less regulated in South Africa and is doing everything as it is pleased. The provision of the MPRDA (2002) is clear in terms of how the mines should conduct their business in such a way that it complies with the current statute. Traditional leaders have been the custodian of rural development and service delivery. The institution of traditional leaders is constitutionally recognised in terms of Sections (211) and (212) of the South African Constitution (1996). However this institution which is one of the oldest systems of governance was reduced by some sections of the population as irrelevant thus restricted to conservation of customary laws. It was stated that the role of traditional leaders is no longer relevant under the democratic dispensation and the sector's role is limited to that of conserving the customary laws and cultural heritage (Phago and Netswera, 2011: 1031) (cf. 4). The contribution of the NGO sector was limited to advocacy, as the voice of the voiceless, and the watchdog of the government on issues related to environmental conservation and management.

Comparatively speaking, the local structures are construed to be vehicles for development and service provision and seen by various structures and institution as relevant towards the advancement of socio-economic and material condition in rural areas such as the Sekhukhune District Municipality. For that matter, local government in South Africa needs to reposition itself from an institutional statue to a developmental organisation that is driven by the passion of serving the people at local level (Pretorius and Schurink, 2007: 19). Conversely speaking, the local structures are recognised legislatively as having a role to play in contributing to development in support of developmental local government agenda that seeks to support the objectives of developmental state as envisaged in the NDP (2011). If IDP facilitates municipalities to be developmental local government agent, and PGDS horizontally and vertically coordinates provincial growth, therefore the NDP has the potential to achieve a developmental state the government of South Africa is envisaged to achieve.

The notion of developmental local government finds expression in the White Paper on Local Government. This narrative has been touted to be the guiding principle that seeks to reposition the local sphere of government to advance the objectives of rural development to be at the centre of development. The local government is the only sphere of government closest to the people where development is urgently needed (White Paper on Local Government, 1998). The vertical integration and horizontal coordination by the PGDS are crucial to the local and national spheres of government to ensure systematic synergy and congruence in their quest for the developmental state (White Paper on Local Government, 1998). It is crucial that the realisation of developmental state rests with the imperatives of the local government (White Paper on Local Government, 1998). While many Africans' perception of democracy is instrumental, Bratton and Sibanyoni (2006) and Bratton (2012) also highlight that perceptions of how local governments operate is often more important than the substance of the services they actually deliver (Nkomo, 2017: 5).

6.6 Conclusion

The conclusion of Chapter 6 was informed by and geared towards data analysis and interpretation in order to establish whether the aim and objectives of this study were responded to. Chapter 6 concluded that the aim and objectives of this study were fully achieved. By implications, this study responded to the research questions. It is in this context that this study addressed the problem statement as indicated in Chapter 1. It is important to state that this study was able to assess the contribution of the local structures in development in the Sekhukhune District Municipality. Given the analysis across the body of Chapter 6, it was indeed clear that the five objectives were dealt with extensively and achieved. This is confirmed by the fact that key words that were investigated were answered. Among others include the relationship between the local structures and local development, participation and involvement, governance and accountability, as well as development and service delivery.

There is a lack of cohesion among the local structures which compromised the efforts to establish collaboration and partnerships for development and service delivery. There were widespread service delivery protests across the Sekhukhune District Municipality which resulted with dissatisfaction among communities. Failure

of the business sector to fully implement corporate social investment (responsibility) widened the gap that needs to be filled. There is lack of accountability which compromised good governance in these institutions. This study established that capacity, resources and skills were the main constraints for development which hampered the local structures to undertake an assessment.

The level of illiteracy, poverty and unemployment were harangued as the areas that need immediate attention among others particularly in deep rural areas. The gender disparity was recorded in this study where the population is characterised as female dominated society as opposed to male counterpart. Poor relationship among the local structures was cited as a challenge which is associated with arrogance. The study revealed that there is a lack of role clarifications between councillors and traditional leaders that need to be clarified. The White Paper on Local Government (1998) does not define the role of traditional leadership in the new dispensation.

Inability of the local structures to address service delivery challenges facing the Sekhukhune District Municipality reversed developmental gains post-apartheid South Africa. Among service delivery backlogs that should be addressed include water supply, (tired) roads, electricity supply, housing backlog and sanitation. There is challenge of role clarification among the local structures individually and collectively in terms of coordinating and supporting development. The contribution of the local structures in supporting development was listed as per each local structure as crucial towards achievement of regional development.

The assessment undertaken by the local structures were identified as spatial planning and infrastructure development in the Greater Tubatse Municipality as posing a challenge. Moilanen (2012: 1210) indicated that “the change in thinking from a nodal urban-based approach towards a linear zone-based approach to development reflects the changes taking place in spatial development at a wider scale where interregional co-operation has become a key thematic stance in spatial development”. Major challenge facing rural areas in terms of infrastructure development coupled with under-development undermine development initiatives in the former Bantustans (homelands).

The Sekhukhune District Municipality has less than 5% of the population residing in towns (Sekhukhune District Municipality IDP Review, 2013/14: 68). This means that 95% of the population in the Sekhukhune District Municipality reside in rural areas with 740 villages (Sekhukhune District Municipality IDP Review, 2013/14: 68) (cf. 2.4). The rural nature of the Sekhukhune District Municipality was highlighted as something that needs immediate attention if the objectives of rural (infrastructure) development were to be achieved. Most rural areas are characterised by fragmented infrastructure and an intervention of other spheres of government (national and provincial) might necessitate the achievement of socio-economic development. This study set itself a number of questions to answer so as to achieve its aim and objectives (cf. 1.6; cf. 1.7; cf. 5.4).

The Sekhukhune District Municipality is one of the five districts of the Limpopo Province, the poorest and the most rural municipality where infrastructure is the number one priority (Smith and Da Lomba, 2008: 7). Smith and Da Lomba, (2008: 2) acknowledge that “the Eastern Limb of the Bushveld Complex is an area that had suffered from a legacy of limited infrastructure development”. It is in this context that Smith *et al.*, (2008: 367) supported the view adding that “an area without the provision of access to basic municipal services (water, sanitation, roads, electricity, among others) and lack of future plan in terms of maintenance of the current infrastructure is likely to experience more problems”.

The respondents further stated that the local structures’ participation is not fully entrenched to empower them to make contribution to development as well as to take the rightful place in governance matters. A policy shift is required that seeks to strengthen the local structures to be better placed to participate in IDP processes and programmes. Section 152 (1) (e) of the South African Constitution (1996) requires communities and community organisations to be involved in the affairs of their local government (municipalities). This provision is in line with Section 195 (1) (e) of the South African Constitution (1996) which echoes the same sentiment in terms of participation and involvement. These constitutional and legislative provisions provide the basis for policy review or policy formulation at local level that seeks to support local development. This means that local development is not fully entrenched hence it is not supported.

Chapter 7 of this study below highlights the recommendations and the thematic areas that emerged during the finalisation of this study after Chapter 8 which is Conclusion. Apart from the emergency of the land claims as the thematic areas, the areas related to disestablishment of local municipalities were also crucial. The challenge related to land claim in the Sekhukhune District Municipality in particular in the Greater Tubatse Municipality, was identified as impediment for development. Inability of the local structures to hold the institution (local structures) accountable was viewed as a drawback. This study revealed that there is relationship between the local structures and local development. That relationship between the local structures and local development contributes to LED which advances socio-economic development of the people of the Sekhukhune District Municipality. The end of Chapter 6 introduced Chapter 7 which deals with the recommendations based on meta-insights for policy formulation, improvement of practice and future and further research.

CHAPTER 7: RECOMMENDATIONS

7.1 Introduction

These recommendations were based on the contribution of all chapters in this study that have direct impact on the conclusion (Chapter 8). The recommendations in this study have far reaching implications in terms of their contribution to new corpus of knowledge. The research findings, interpretation, and the recommendations in Chapter 7 are indispensable and have laid solid foundation for Chapter 8 which focused on the conclusion. The recommendations of this study are provided for in Chapter 7. Chapter 7 takes cognisance of all the chapters of the study in terms of their contribution to the recommendations. In Chapter 1 the aim of this study was clearly stated, the research questions asked and the objectives were fully articulated. Chapter 2 was crucial in providing the background of the Sekhukhune District Municipality. The literature review was dealt with in detail in Chapter 3 to provide theoretical understanding of the topic under investigation. In Chapters 4 and 5 the focus was on the research methods and methodologies and literature findings respectively informed by the methodological instruments used. The inference in this thesis based on the literature, aim and objectives, and methodological conclusions that inform the gaps and other limitation including the methodological limitations.

Data analysis was articulated in Chapter 6 in terms of research findings and interpretation. It is therefore prudent to present recommendations in Chapter 7 emanating from the conclusions in Chapter 8. In these recommendations, attention was given to recommendations on policy formulation, improvement of practice as well as future and further research. The recommendations are informed by and based on an assessment role of the local structures in development in the Sekhukhune District Municipality. Contextually, the impact of this study on service delivery, governance, accountability, and local development are intrinsic for the local structures in the Sekhukhune District Municipality. The importance of participation and involvement of the local structures in assessing development are crucial. It is in this context that the recommendations for policy formulation, improvement of

practice, and future and further research were given attention and discussed in detail below:

7.2 Meta-insights on the overall study

Meta-insight denotes the perception by the participants during data collection in social science studies. Meta-insight therefore relates to meta-analysis and meta-synthesis. Meta-insight refers to how people perceive things in their surrounding which are closely related to phenomenological analysis and synthesis (Van den Bergh and Button, 1997: 1). According Van den Bergh and Button (1997: 1), meta-analysis is concerned with the formal synthesis of findings and scientific results of the study. Conversely, meta-insight seeks to address a single phenomenon which is the underlying construct that is supposed to elicit specific responses in studies so as to draw general conclusion (Bergmann, Tsuji, Piccinini, Lewis, Braginsky, Frank and Cristia 2018: 2). Meta-insight in this study highlights the extent to which the local structures perceive development and service delivery in the Sekhukhune District Municipality.

Meta-insight in social science research requires knowledge in both the substance and the various qualitative methods and systematic attendance to the method accompanied by the openness and the creativity of a qualitative approach (Bondas and Hall, 2007: 101). It is the intention of this study to analyse the methods applied in meta-synthesis research to inform future research on epistemological and methodological issues based on the analysis (Bondas and Hall, 2007: 101). In the context of this study, it is important for the local structures to better understand the perception as it relates to service delivery that contributes to development which is the anchor to socio-economic advancement. The perception of development and service delivery as seen by development practitioners as centred on the local structure's participation and involvement. Carlson, Hogendoorn, Kanai, Mesik, and Turret, (2011: 831) stated that "the research presented here provides indices of meta-accuracy and meta-insight for many traits across different social contexts to examine if and when meta-perceptions reflect a genuine understanding of social reality".

Meta-insight and meta-perception are too closely related to each other and therefore there is co-existence like local development and the local structures. This construct is related to governance, accountability, and participation and involvement as fully articulated, inculcated, and entrenched in the body of this study. To justify this view, the possibility of the participants in this study is also ascribed to the extent to which they perceived development as interlinked to service provision. Meta-insight illustrates the reality on the ground as perceived by the local structures. Poggenpoel and Mybough (2009: 450) infer that meta-insight is relevant to a study which is conducted to assess the implications of social science research where behaviour, relationship, participants, and homogeneity or heterogeneity of the respondents are the main construct.

Countries and regions respond differently on service delivery and development challenges. Policy formulation is crucial in responding to the challenges facing development in the Sekhukhune District Municipality. This is attested by Norton and Rogerson (2012: 1) who stated that the policy and institutional response to development challenges differ and for that matter, they propose that in dealing with development challenges holistically, institutions should forge new partnerships. This study draws the recommendations on the findings informed by Chapter 4 (literature findings) and Chapter 6 (research findings and interpretation) respectively. The recommendations of this study are aligned to research aim, research questions, and research objectives. The recommendations are centred upon policy formulation, improvement of practice, and future and further research.

7.2.1 Meta-insights on policy formulation

The meta-insights made several recommendations in terms of policy formulation in this study. This study recommends policy formulation in areas where gaps on improvement are needed that seek to enhance the local structures to be more effective. There is high degree of disillusionment in the Sekhukhune District Municipality. This study recommends areas of policy formulation where there is policy contradiction. In Chapter 5 (literature findings) (cf. 5.6), clarity was needed between the view held by the Municipal Structures Act (1998) and Municipal Systems Act (2000). Clarity in terms of defining the roles, responsibilities, powers,

and functions of the local structures in particular, the traditional leaders in local government space as indispensable. Chapters 4 and 5 of the Municipal Systems Act (2000) rationalise the local government to be the centre for participatory democracy by placing the local structures in the centre of development and service delivery.

Local government development to achieve a developmental state is gravitated in municipalities. It was stated that the role of traditional leaders is no longer relevant under the democratic dispensation and the sector's role is limited to that of conserving the customary laws and cultural heritage (Phago and Netswera, 2011: 1031) (cf. 5). This view contradicts the conceptualisation of the objectives of the Municipal Systems Act (2000). The Municipal Systems Act (2000) recognises that municipalities should ensure that the involvement of the local community in the development is the cornerstone of democracy to strengthen and deepen participatory democracy. This legislative imperative empowers the local structures to take the centre stage on issues of development. The Municipal Systems Act (2000) encourages the participation of communities to strengthen governance and accountability. The Municipal Structures Act (1998) recognises the establishment of structures without clarifying their roles, responsibilities, powers, and functions in development in particular the traditional leaders.

The national policies such as the DFA (1995); White Paper on Local Government (1998); White Paper on RDP (1994); and White Paper on Municipal Services Partnerships (2000) were in response to demystifying eminent gaps in development and service delivery at local level. The concept of developmental local government finds expression in the White Paper on Local Government (1998). The White Paper on Local Government (1998) enjoins that “developmental local government is local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs to improve the quality of their lives”.

The South African Constitution (1996) in particular Section 152 (1) (a-e) defines the objects of local government. Section (152) (1) of the South African Constitution, (1996) is also consistent with Section 195 (1) (e) of the South African Constitution (1996). In addition, in response to development at local government, the government

post 1994 developed ISRDS; NPDS; NDP; PICC; National Growth and Development Strategy; National Infrastructure Development Plan; and Strategic Infrastructure Plan (cf. 3.12). These national policies need to be centrally coordinated so as to ensure that resources are properly managed.

Inadequate policy coordination at national level impacts negatively on the developmental mandate of local government as a sphere of government in its own right as contemplated in Chapter 3 Section 41 (1) of the South African Constitution (1996) (cf. 6.3.8). Smith *et al.*, (2008: 369) state that municipalities in partnership with other role-players have to coordinate and develop joint strategies between government and mining to ensure LED and SDF are sustained to enhance local development. The strategic framework should be enhanced to advance local development which is crucial to the realisation of development in the Sekhukhune District Municipality – an area rich with mineral deposits.

The relationship between the local structures, local development, and service delivery cannot be overemphasised. For the relationship to be entrenched, collaboration, and partnerships should be deepened so as to enable the local structures to take full responsibility to development. It was clear that development is in the centre of the local structures' hearts as their wish was that it should advance and improve their material conditions. This was however, an indication in terms of how respondents perceived development as a positive step in the process leading towards changing their lives for better.

Inability of municipalities to implement the recommendations as per assessment conducted by the DCOGTA reflected lack of policy enforcement. Nothing was done to enforce the municipalities to comply and implement the recommendations for their benefits. The assessment undertaken by the Greater Tubatse Municipality was an indication of the important milestone in understanding the gaps that could impact on (local) development and service delivery in the Sekhukhune District Municipality. An assessment undertaken by the business sector (cf. 6.2.2) contributed immensely on infrastructure roll-out which was also in response to the infrastructure development needs.

The challenge was that this development was meant to benefit those communities surrounding their operations. The mining sector is required in terms of their corporate social investment to improve the local areas of their operation. In the event the mining sector focuses on improving the material conditions of the areas where they operate, this does not resonate well as it does not translate into a meaningful contribution towards a better life for all (cf. 1.2; cf. 2.6; cf. 5.2; cf. 6.3.1). It is therefore recommended that the local government strategy for implementation of the imperatives of Chapter 4 of the Municipal Systems Act (2000) be developed as a guideline for the local structures' participation and involvement.

The challenges facing municipalities in South Africa are based on lack of credible strategy to implement policy imperatives. An attempt to develop a strategy to implement the recommendations of an assessment undertaken by the DCOGTA in 2009 were not implemented nor recommendations from other sectors (business sector and the Greater Tzaneba Municipality) respectively. This indicates a gap in terms of achieving the objectives of development and service delivery. The National Treasury Regulations Circular No.75 (2015/16) requires the district municipalities to enter into service level agreements with the local municipalities before providing infrastructure or any services (cf. 2.5; cf. 3.12.8; cf. 6.2.1).

This study further recommends that the local structures should serve as catalysts that contribute to development. As stated in (cf. 1.6), this study endorses policy formulation in the field of development. It is explicitly recommended that policies should be harmonised so as to virtually respond to development (infrastructure) and service delivery constraints. Chakunda and Chakaipa (2015: 1) argued that "the centrality of capacity development for sustainable local development and governance is therefore unquestionable..." Policy formulation should pay attention to inclusive development and service delivery where the local structures are strategically positioned to contribute to local development. A policy on how to manage resources, skills retentions and capacity building should be formulated to address the gaps in local government in support of municipalities. Lack of resources, skills and institutional capacity constraints should be addressed. An integrated resource management approach is crucial at local government.

This study proposes policy formulation by government (Department of Mineral Resource) to strengthen the existing legislation. The lack or inadequate monitoring of the implementation of corporate social investment by the mining sector undermines the efforts of government to address rural development challenges. Inability of the government to develop monitoring and evaluation guidelines, principles, practices, norms and standards compromise the efforts for infrastructure development (Thobejane 2013: 13). This is the area that needs attention as it has the potential in contributing to development in the areas where mines operate. Kusek and Rist (2004: 10) indicated that “governments are facing increasing calls for policy reform or policy formulation that are better responding to resistance from internal and external stakeholders...” As decentralisation takes the centre stage, it is highly recommended that governments are looking forward in building and devolving evaluation responsibilities down to the local level for the benefit of local development and the local structures.

According to Kusek and Rist (2004: 10), although some governments may be relinquishing their roles in providing public goods and services, they still have responsibility to monitor and evaluate the impact of their policies and programs regardless of who implements them. Mines are required in terms of the MPRDA (2002) to implement their corporate social investments to support development. Lack of monitoring the implementation of the statutes by the government and accompanying the objectives of the pieces of legislation for impact cannot be overstated. This ultimately compromises the objectives of the MPRDA Act, (2002) to effectively achieve its intended results. Kusek and Rist (2004: 11) cited in Osborne and Gaebler (1992) indicated that:

- “If you do not measure results, you cannot tell success from failure.
- If you cannot see success, you cannot reward it.
- If you cannot reward success, you are probably rewarding failure.
- If you cannot see success, you cannot learn from it.
- If you cannot recognise failure, you cannot correct it.
- If you can demonstrate results, you can win public support”.

Van der Zwan and Nel (2010: 89) acknowledge the existence of the MPRDA (2002) as a dynamic and progressive piece of the legislation post 1994 general elections in South Africa. The MPRDA (2002) seeks to transform the national mineral and mining policies (Van der Zwan and Nel, 2010: 89). The MPRDA (2002) enjoins that the state is the custodian of the country's mineral and petroleum resources held on behalf of the people of South Africa. The state acts as the custodian of these resources for the benefit of all the people. The state is isolating the people when dealing with mine beneficiation. Van der Zwan and Nel (2010: 89) in addition, acknowledge the significance of the Mineral and Petroleum Resources Royalty Act, 2008 (Act No. 28 of 2008) and its impact on employment, foreign investment, and exploration in the mining sector in South Africa post 1994. It is recommended that the business sector should implement the corporate social investments effectively in order to address development backlogs in the Sekhukhune District Municipality.

Speedy resolution on the backlogs on the land claims also affects development in the Sekhukhune District Municipality. According to the Greater Tubatse Municipality (2015/16: 27), "the Limpopo Land Claims Commissioner indicated 52 land claims were lodged in the Greater Tubatse Municipality of the Sekhukhune District Municipality". In addition, the Greater Tubatse Municipality (IDP 2015/16: 27) indicated that nearly 48% of land claims in the sub-region have been submitted by the communities, 24% by tribal authority, and 18 % by individual persons (private claimants).

The Greater Tubatse Municipality (2015/16: 27) further stated that "approximately 50% of the land/farms in the Greater Tubatse Municipality are under claims". The claims are almost exclusively in rural areas which were part of the former Lebowa territory where there is high concentration of mines. These are the areas under the administration of traditional leaders. These areas are rich in mineral resources in the Sekhukhune District Municipality. The land claims affect development and service provision in the Sekhukhune District Municipality. The majority of the farms are found in the rural areas of the Sekhukhune District Municipality.

Dey (2005: 74) argued that "we have identified a number of themes which can inform the main threads of our analysis". In the Greater Tubatse Municipality, most farms

claimed belong to the Magadimane Ntweng Traditional Council. The Magadimane Ntweng Traditional Council is rich in mineral and high concentration of business sectors (mining activities) however, under-development and poverty remain challenge. The Eastern Limb of the Bushveld Complex in South Africa is traversing most of the farms such as the Surbiton, Mecklenburg, Twickenham, Waterkop, and Swartkoppies among others in which all have mines. As the study was sampling the mines in the Sekhukhune District Municipality, some mines were not included in this study. The other farms claimed were from other traditional authorities where emphasis was based on the rich mineral deposits in the Sekhukhune District Municipality.

The land claims in this study indicates the emergency of new thematic areas that this study revealed. This thematic field has important implications in development and service delivery. Slaymaker, *et al.* (2005: 9-10) conclude that the infrastructure and administrative capacity to deliver higher level services is often lacking in terms of provision of 'pro-poor service delivery. The infrastructure backlog, water resources deficit, and spatial development and planning constraints coupled with land claims were stated as the main constraints to development in the Sekhukhune District Municipality. It is therefore important to state that regulations are urgently needed as interventions to address the delay in finalisation of the claims are inevitable.

7.2.2 Meta-insights on the improvement of practice

It is conversely intrinsic for the local structures to enhance their collaboration and partnership so as to change the current situation at local level. This study identified the areas that could be improved. Among other areas is consistent monitoring of implementation of corporate social investment by the business sector. The local structures should always ensure that development programmes are aligned with the mines' corporate social investment and municipal's IDPs (Ngoepe-Ntsoane, 2018: 17). This study proposes that the local structures should take the rightful place in development so as to better respond, contribute, and support local development in rural areas. This study recommends that the local structures should participate in development for their own benefit. Their absenteeism compromises their ability to learn and implement what is good for their local development and service delivery.

Municipalities as the local structure are constitutionally and legislatively entrusted with responsibilities and powers to ensure that development and service delivery are rendered effective, efficient, equitable, and in a sustainable manner. Their failure to fulfil their constitutional obligations calls for the implementation of the object of Section 139 of the South African Constitution (1996). Section 139 of the South African Constitution (1996) is the intervention where municipality is unable to discharge its constitutional obligation. In addition, more resources accompanied by capacity building are urgently needed to capacitate the local structures to respond to developmental needs. Inability of the government to decisively respond to distressing municipalities particularly rural areas is an ongoing concern that needs immediate intervention.

Lack of capacity in support of the local structures to undertake an assessment, destabilises local development. It should be understood that the current challenges facing development at local level are contrary to the spirit of the South African Constitution (1996). The constitutional conceptualisation of local government as a sphere of government is within its own right notwithstanding the fact that it is distinctive, interdependent and interrelated spheres recognises in terms of Chapter 3 of the South African Constitution (1996).

It is unprecedented that the local structures find themselves having to choose between ignorance and lack of capacity to participate in development. This creates a governance and accountability gap. Local government (municipalities) are not for a pro-partnership model to enhance service delivery. The partnership and collaboration model in most cases happen in secondary cities and metropolitan municipalities. A people-centred and people-driven development (cf. 1.2) as spearheaded by Galvin (1999: 88) reaffirms the legislative and constitutional commitment by the local structures to foster local development for the benefit of the recipients. Development and service delivery enhance and promote sustainable development. The former Minister: Mufamadi on the State of the Nation debate on Local Government stated that, "in designing the new system of local government, care was taken to ensure that we put in place a framework for progressively doing away with the consequences which exposed White and Black South Africans, to vastly different socio-economic environment" (Pretorius and Schurink, 2007: 19).

7.2.3 Meta-insights for future and further research

It is in this context that conclusions and recommendations are presented as epistemological reflections and for that matter guide the future research in social sciences (Bondas and Hall, 2007: 101). The areas to be considered for future and further research in development include among challenges are the mergers of municipalities. It is important to understand that the merging or disestablishment of municipalities bear political, social, and or economic implications to development and service delivery. In addition, merger and disestablishment of municipalities have important legal implications (cf. 2.3; cf. 2.3.1; cf. 2.3.2). It is important that during the disestablishment and or merger of municipalities, the aspirations, and voices of the voters should take the precedence. Consultation and involvement are important as they strengthen participatory democracy so that the voices of the voters are indispensable in their municipalities as contemplated in Section 195 (1) (e) of the South African Constitution (1996).

The best interest of their constituencies should be taken into consideration. The land claims in the Sekhukhune District Municipalities were cited as impacting negatively on development. The service delivery and development in the Fetakgomo/Tubatse Municipality is regressing and this indicates that the merger was politically motivated rather than development and service delivery driven (cf. 2.3.1; cf. 2.3.2). The merger of local municipalities is an area that needs future and further research for the benefit of development. The case in question is that this situation in most cases results in hostility which culminated with potential disruption of service delivery associated with vandalism and rioting in the Sekhukhune District Municipality. Consultation is the cornerstone to collaboration and partnerships. Consultation also is the fundamental principle of the founding democracy.

The trend indicates that this type of mergers and disestablishments happen when the country approaches local government elections. As the case studies with the above municipalities bear testimony, a future and further research in the disestablishment and merger theory coupled with land claims have the potential to contribute to the new knowledge in the areas of development. Therefore, consideration for future and further research should be given attention so as to

assess the important implications in development and service delivery. Future and further research are important catalysts to build theory that was previously not studied. Peterson, Dubouloz, Chevrier, Ashe, King and Moldoveanu (2009: 23) cited in (Jensen and Allen, 1996); (Kirkevold, 1997); and (Schreiber, Crooks and Stern 1997), state that the need to synthesise bodies of qualitative research is crucial to generate new knowledge and to inform what is known about particular phenomena as highlighted by many notable researchers.

This study further recommends that the imperatives of the Land Restitution Act, 1994 (Act No. 22 of 1994) be reviewed to give meaning to the objectives of this Act. In addition, it is also important that the implementation of this Act (Land Restitution Act 1994) should be catered in such a way as to respond to policy gaps. As stated earlier that the land claim impacts negatively on development and service delivery, it is important to accentuate the delay in finalising the claims that undermines socio-economic upliftment. There is a vast land claims in the Sekhukhune District Municipality which affects local development.

This study could not exhaust all the local structures existing in the Sekhukhune District Municipality such as agricultural structure, media, tourism structure, and faith-based structures, therefore it is envisaged that these are some of the areas that need to be further investigated (cf. 4.6). These are crucial structures that could further contribute to development. For further and future research, consideration should be given to these local structures in the area of an assessment and contribution to development. The future and further research should explore the theory of merger/disestablishment and the land claims and their implications to development in any region of the Republic of South Africa. For the benefit of this study, these areas were excluded so as to ensure that this project is manageable.

7.3 Summary

According to Kweit and Kweit (1981: 337), recommendations in the study are the final step towards reflection and review of the findings that are indispensable to inform the conclusion. An assessment of the role of the local structures in development in the Sekhukhune District Municipality is what this study was

investigating. It is in this context that the aim of this study was to assess the role of the local structures in development in the Sekhukhune District Municipality. The problem statement and study's aim were formulated to achieve the research objectives and also to answer research questions as outlined. It is important to state that Chapter 6 was crucial to highlight the context within which the objectives were responded to in this study. The fact that not all local structures were able to undertake an assessment such as the NGO sector and traditional authorities by extension, some local municipalities due to lack of capacity, resources and skills left unavoidable gaps that should not be ignored.

This state of affairs as attributed to capacity, resources, and skills constraints contributed to a delay in the provision of services and ultimately undermining development prospects in the Sekhukhune District Municipality. Section 59 of the Municipal Systems Act (2000) is consistent with Section 79 of the Municipal Structures Act (1998) as they both require the municipal council to establish a committee which is charged with the responsibility to hold executive (mayoral) committee accountable on governance issues (cf. 6.3.4). It is in this context that municipalities are required in terms of Section 79 of the Municipal Structures Act (1998) to establish MPAC. The importance of MPAC is to strengthen accountability and foster good governance by exercise an oversight an oversight.

Literature findings as well as literature review assist in terms of understanding and addressing the research's objectives and the phenomenological understanding of the subject under investigation. On the study's objectives, considerations were given to consistency so as to ensure that the objectives are achieved whilst the aim of this study takes the precedence. This study based its recommendations on the three crucial areas. It is in this context that the summary of Chapter 7 is based on the three key recommendations:

- Recommendations for policy formulation;
- Recommendations for improvement of the practice; and
- Recommendations for future and further research.

The recommendations on policy formulation were adequately addressed as the inconsistency between the Municipal Systems Act (2000) as well as the Municipal Structures Act (1998) was established. Clarity on the two pieces might further strengthen the participation of the local structures in development through resource mobilisation and institutional capacity building. The powers and functions of the traditional leaders were not fully clarified and the two pieces of legislation: Municipal Systems Act (2000) and the Municipal Structures Act (1998) need to be harmonised if clarity has to be established. It should be understood that the traditional councils have a bearing in service delivery and development. The strengthening of monitoring and oversight is also important to ensure that the MPRDA (2002) is enforced. The management of the mines should also change to reflect transformation in the industry.

More resources, institutional capacity, and skills are required to improve development and service delivery for the benefit of the people of the Sekhukhune District Municipality. The enforcement and monitoring of the alignment of the mining sector's corporate social investment and the municipal's IDPs are vital in improving practices within the development landscape. The local structures on the one hand are to be blamed for being either ignorant or lacking interest in local development, participation, and involvement in the Sekhukhune District Municipality on the other hand.

Inability of the local structures to hold the institutions accountable reverses as well as compromises democratic gains in post-apartheid South Africa. Apartheid had left its imprint on South Africa's human settlements and municipal institutions (Koma 2012: 105a). In addition, the delay by the provincial government to evoke Section 139 of the South African Constitution (1996) poses challenges in terms of improving practices in the event a municipality is unable to discharge its constitutional mandate. If a municipality is unable to discharge its constitutional and legislative mandate as required by Section 139 of the South African Constitution (1996), the relevant provincial authority should intervene and take the control of a municipality by evoking Section 139 (cf. 3.13; cf. 7.2.2). It could be said that inability of the local structures to participate in development is attributed to resources constraints, illiteracy, and skills deficit. The Municipal Systems Act (2000) requires in terms of

both Chapters 4 and 5, to involve the local structures in deepening participatory democracy. Traditional leaders, NGO sector, and other role players at local level should find a better way of capacitating themselves in ensuring that they contribute to development. In improving the practice, the local structures should be better placed to strengthen development at local level.

In as far as the future and further research in this study is concerned, it is important to consider the areas that have important development implications. This study identified the areas that are relevant and consistent with future development. Among other areas are, *inter alia* the land claims, merger, and or disestablishment of municipalities and their impact on service delivery and development in the Sekhukhune District Municipality. The land claims in the Sekhukhune District Municipality are massive particularly in the Greater Tubatse Municipality and the Fetakgomo Local Municipality. These local municipalities are the richest in mineral resources and some of the mines if not all are in the tribal land. It is important to note that the majority of the mines in the Eastern Limb of the Bushveld Complex are in the Greater Tubatse Municipality along the Sekhukhune Dilokong Platinum Corridor.

The future and further research in this study are based on the disestablishment and merger of local municipalities in the advent of the local government elections. The eve of the 2016 local government in the Sekhukhune District Municipality was characterised by the disestablishment and merger of the Greater Tubatse Municipality and the Fetakgomo Local Municipality (Fetakgomo-Tubatse Local Municipality). The process of merger had serious socio-economic and political implications in the sub-region of the Sekhukhune District Municipality. Proper consultation with the local structures was flawed in favour of political decision at the expense of voters. This area needs to be fully researched so as to ascertain whether the merger had political, economic, and social ramification to development and service delivery in the Sekhukhune District Municipality. The summary of this study provides both material conditions for the future and further research where socio-economic implications impact on the wellbeing of the people.

7.4 Summary of recommendations on each objective

The recommendations in this study are based on how each research objective contributed to the aim of this study. In addition, it is important to explore how the research objective individually and or collectively contributed towards responding to the research questions as stated in Chapter 1. Again, it is important to interrogate how each objective individually or collectively addressed to the research problem or problem statement. Each research objective is crucial towards the achievement of the aim of this study. It is in this context that the summary of the research objectives are explored to give meaning and context in this study. This study was underpinned by five research objectives that where each having to correspond with the research questions. The research objective where guided by the topic which was coined in such a way that it does not contradict the aim and the research questions. In addition, the research objective (individually) is interconnected and interrelated to each other so as to ensure that collectively address the research aim and solve the research problem. The main focus of this study is on the assessment role of the local structures in development in the Sekhukhune District Municipality. It was out of this topic that the research objectives were drawn and informed the research questions.

It is important to indicate that by design, these research objectives are interlaced to each other. The summary of research objectives is based on the recommendations that the researcher stated. In order to be consistent with the subject above, it was crucial to focus on each objective. The objectives of this study are clearly stated below and recommended as follows:

7.4.1 Recommendation on research objective: 1

The first objective of this study was to determine the contribution of the local structures in development and service delivery in the Sekhukhune District Municipality. The importance of local structures in local development, infrastructure development and service delivery was crucial in this study. Besides, the importance of the local structures in development was overstated in the body of the thesis. In ensuring that the local structures are taking the ownership of development and service delivery they need to be people-centred and people-driven. This means that

the local structures should be in the centre of development so as to be able to contribute to service delivery and infrastructure. Contribution of the local structures was categorically over-stated in the body of this study. This was more important in ensuring that the socio-economic and material conditions of the people are improved for better. This could only be realised if the local structures are working in collaboration and partnerships. The fact that the local structures are working in silos was as a result of lack of understanding their role and in absence of cutting edge policy to unite them in all spectrum. It was stated that development at local level is everyone's business. The local structures should take advantage of that.

If the local structures (sectors) are better capacitated and well resourced, their contribution to development would be huge and the lives of the people would change for good. In the context of this study, it was revealed that the local structures have contributed enormously and differently in ensuring that the provision of services continued. In the course of understanding the contribution of the local structures, it was inferred that these sectors of the population except municipalities are side-lined based on resources incapacity. This state of affairs undermines the efforts of integrated development that seeks to harmonise the resources and energies for common future. Section 152 of the South African Constitution (1996) outlines the objects of local government. The objects of local government are:

- to provide democratic and accountable government for local communities;
- to ensure the provision of services to communities in a sustainable manner;
- to promote social and economic development;
- to promote a safe and healthy environment; and
- encourage the involvement of communities and community organisations in the matters of local government.

It is against this background that the contribution of the local structures is constitutionally entrenched. All these objects are putting the local structures in the centre of their own development. The local government alone could not achieve the vision of developmental local government which is crucial towards the realisation of developmental state. It is against backdrop that local development at local level should be addressed in an integrated way so as to save resources but also achieve

common future. What is even important is that these objectives are interrelated to one another and complement each other.

7.4.2 Recommendation on research objective: 2

One of the research objectives of this study was to assess the role of the local structures within the development spectrum in the Sekhukhune District Municipality. This study revealed resources, skills, and capacity constraints as the major impediments. The recommendation was based on resources, skills, and capacity constraints that the local structures need, to better carry out their assessment role so as to strengthen collaboration and partnerships with other role players at local development landscape.

It is true in the sense that development is everyone's business. It is also recommended that for the local structures to be more effective, they need resources to be mobilised, skills to be transferred, and capacity building to be institutionalised to enable them to discharge their legislative and constitutional obligations as required by various pieces of legislation. Harmonisation and synchronisation of local government policies and coordination of provincial and national policies are crucial so as to mainstream and respond to development and service delivery. It is further recommended that mechanisms should be put in place to address the land claims that affect development in the Sekhukhune District Municipality. The spatial challenge for development needs to be addressed in order to unleash service delivery which is crucial and has direct relation and direct bearing in the land claims that seek to undermine development efforts.

7.4.3 Recommendation on research objective: 3

The task of the researcher was to examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality. It was recommended that the local structures were discouraged to participate due to several factors among others lack of capacity, skills, and understanding *inter alia* their meaning to service delivery and development. This study recommends that the more the local structures become involved in development, the more they learn,

understand, share common experiences, and challenges, as well as contribute immensely to socio-economic development. This study recommends that a platform be created to encourage the local structures to take rightful place in their own development. In order for the local structures to advance socio-economic and material conditions at local level, local development should be entrenched. For local development to happen it needs the local structures to drive it. This recommendation demonstrates the relationship between local development, LED, socio-economic development, and the local structures.

7.4.4 Recommendation on research objective: 4

In exploring how governance, accountability, and service delivery can be improved by enhancing local structures' participation and involvement, this study recommends that leadership in the institutions be held accountable so as to strengthen governance. It is the responsibility of the leaders to clampdown, denounce mediocracy, and discourage maladministration and misuse of resources. If this approach can be followed, thus the likelihood of entrenching good governance would be realised. Good governance demonstrates good administration and high level of accountability. In order to enhance service delivery, it is crucial for the local structures to strengthen participation and involvement in development related activities. Governance and accountability rely on the participation and involvement of the local structures. The enhancement of service delivery is a prerequisite and tantamount to local structures' participation and involvement. It should be noted that the participation and involvement referred to are statutory requirements.

7.4.5 Recommendation on research objective: 5

This study was meant to investigate the existence of any relationship between the local structures and local development in the Sekhukhune District Municipality. It was established that the relationship between the local structures and local development exists and was solidified. It is recommended that local development depends on the active participation of the local structures in service delivery for sustainable socio-economic development. In addition, this study further established that there is significant correlation between local development, IDP, SDF, and LED as the drivers

to enhance service delivery and development in totality at local level. The contribution and coordination of the local structures in development was immensely understood and embraced in this study.

There is significant improvement and revelation between the role the local structures have to play in improving local development by entrenching a culture of participation and involvement. This research objective was crucial in the realisation of the broader understanding of integrated approach to development in local government particularly in rural areas such as the Sekhukhune District Municipality. It was recommended that this relationship needs to be consolidated in order to yield the desired results.

7.5 Conclusion

In a nutshell, this study finalised a set of recommendations that seek to support the contribution of the local structures in development. Recommendations were highlighted which are consistent with the study's aim and objectives. This study further indicates passive participations and involvement of the local structures in development as a way that compromises the ability to close the gaps that affect service delivery and development. Development in the Sekhukhune District Municipality has both service delivery and policy implications. The role of local structures in contributing to development remains relevant as the area that demonstrates potential to improve the livelihood of the people in the Sekhukhune District Municipality.

The recommendations also highlighted the thematic areas that this study has identified which need further and future research. The three thematic areas are: recommendation for policy formulation, recommendation for improvement of practice, and recommendation for future and further research. An integrated approach to enhance governance as part of capacity building to better manage resources and reskilling the local structures are urgently needed. These recommendations were scrutinised and examined in order to provide the context related to the assessment that seeks to respond to the research questions and the research objectives. The recommendations revealed that more work has to be done

in capacitating, resourcing, and skilling the local structures to be better responding to service delivery on local development in the Sekhukhune District Municipality as it impacts on the livelihoods of the people.

CHAPTER 8: CONCLUSION

8.1 Introduction

The focus of Chapter 7 is to draw a conclusion based on and informed by systematic contribution of all the chapters (cf. 1; cf. 2; cf. 3; cf. 4; cf. 5; cf. 6). This study contributed immensely on assessment role and the contribution of the local structures in development in the Sekhukhune District Municipality. In addition, this study concludes by paying attention to the research objectives with the corresponding research questions as stated below. This study was able to answer the research questions and ultimately achieved its aim and objectives. In addition, this study also analysed the benefits, gaps, policy implications as well as to contribute to the field of development. The countenance of these chapters was academically streamlined in a way that presages the contribution of this study to the new knowledge in the area of development. The contribution of this study can be broadly said – it is indeed based on the correlation expressed between local development and the local structures as stated. The contribution of the local structures in development was crucial to determine the level of development and quality of lives and quality of service provision. This study established interconnection or correlation between the local structures and local development within the Sekhukhune District Municipality. In addition, this study infers by providing conclusive and summative reflection of the objectives as enunciated below:

8.2 Objective 1: to determine the contribution of the local structures in development in the Sekhukhune District Municipality

In determining the contribution of the local structures in development and service delivery, a researcher came to the conclusion that this study revealed consistent contribution of these structures. This suggests that the local structures contributed to development and services delivery (cf. 6.2.1; cf. 6.2.2). This indicated that this study through local structures was able to contribute to development and service delivery that have the potential to support socio-economic livelihood of the people of the Sekhukhune District Municipality. This objective was vital in ensuring that this study

was vital in addressing the challenges facing the Sekhukhune District Municipality. It has been indicated that this study was based in the Sekhukhune District Municipality which is a rural municipality and has been declared as nodal point in which the major challenges among others is infrastructure challenge which simulated every rural municipality.

The legacy of apartheid was crucial in ensuring that rural areas are suffering from infrastructure. It is in this context that the apartheid government ensured that unless infrastructure is benefiting their interests, otherwise the rural would always remain under-development. What this study has established was integrated approach to development which is sustainable given the fact that it addresses the legacy of the master plan of the apartheid. In order to address challenges of the previous administration as inherited, it was conversely important that the approach to the new development and planning instruments was in response to all the social ills. The Municipal Systems Act (2000) introduced among others IDPs, LEDs, LUMSs and SDFs. These planning and development tools are crucial in ensuring that guidelines, systems, processes, procedures and planning mechanisms are better placed to support local governance that responds to local development. In addition, these guidelines, systems, processes, procedures, and planning mechanisms should assist municipalities to manage allocated resource, guide planning and harness skills in support of development and service delivery.

8.3 Objective 2: to assess the role of the local structures within the development spectrum in the Sekhukhune District Municipality

It is through the body of this study that the unit of analysis, sampling procedure and research techniques were able to clarify who were the local structures in this study (cf. 1.10.1; cf. 1.10.2; cf. 1.11). A well written research has to provide and conform to the final step to review the findings and drawing conclusion (Kweit and Kweit 1981: 337). This research study has important implications in ensuring that this study achieves its objective and address the research question with corresponding research aim. This could possibly happen if the research objective responded to the research questions. In its quest to assess development by the local structures, this study attempted to outline the issues that were identified during an assessment. The

assessment role of the local structures was in response to the research objective 1 which focused primarily on the role of the local structures in development. The assessment role of the local structures includes the role to be played by the national and provincial spheres of government. Both national and provincial spheres have a role to play in conducting, assessing, coordinating, supporting, and contributing to development.

Bless and Higson-Smith (1995: 146) state that “after the research findings are interpreted, it is important to summarise the research aim; compare the findings; and draw conclusion about how much and in what way the research’s goal has been achieved”. An attempt by the local structures to undertake an assessment was highlighted and clarified. The respondent from Ephraim Mogale Local Municipality indicated that “as municipalities in the Sekhukhune District Municipality, we have attempted to undertake assessment for our services on behalf of communities without success” (cf. 6.3.2). What should be extracted from this expression by the respondent indicated (revealed) that the local structures are willing to undertake an assessment despite the challenges. The conclusion on this objective was that although an assessment was conducted by some local structures, other local structures encountered some challenges related to resource, capacity, and skill constraints.

The research question stated: what is the role of local structures in assessing development in the Sekhukhune District Municipality? As part of local development and service delivery, the local structures were supposed to be in the centre of assessing development in the Sekhukhune District Municipality. As an assessment was important for the betterment of the condition and development, only few local structures were able to conduct an assessment being the business sector (cf. 5.2), the Greater Tubatse Municipality (cf. 6.3.2), and the DCOGTA (conducted assessment on behalf of its municipalities).

Unsuccessful attempts by the other local structures to conduct an assessment were as a result of factors emanating from institutional capacity constraints, resources constraints and skills’ deficit. Inability of the local structures to undertake an assessment is important revelation in this study as the constraints were highlighted

above. This state of affairs compromised the legitimacy of the local structures in assessing development that is required to be undertaken. Other than institutional capacity, resources, and skills as cited as the main constraints, the other factors related to inability to assess development include high level of literacy. Inability of these local structures to undertake an assessment leaves a void in development fraternity. The local structures were expected to conduct an assessment collectively so that they are able to identify the gaps in relation to (infrastructure) (local) development and service delivery. It was unfortunate that only one sector (business sector) and one municipality (Greater Tubatse Municipality) the overall sizeable average of the total number of the local structures could be said they did not undertake an assessment.

This reflects badly as the generalisation might be infeasible in terms of the findings however, this did not prohibit the researcher in drawing a scientific conclusion based on the analysed data and findings in Chapter 6. Out of four local structures identified, two of them (business sector and DCOGTA on behalf of municipalities) were able to conduct an assessment in the Sekhukhune District Municipality. It is in this context that NGO sector and traditional authorities were willing to undertake an assessment in order to contribute to greater success in the Sekhukhune District Municipality.

In contrary the DCOGTA undertook an assessment on behalf of all municipalities but in the main, the distressed municipalities particularly in the rural areas where the findings and recommendations were directed to them however, they were unable to implement the recommendations. Municipalities having stated their challenges for not undertaking an assessment as well as having not implemented the recommendations as stated in the report, it was an indication of lack resources, capacity, skills, and competencies. The DCOGTA on the other hand failed to enforce the implementation of the recommendations. It is important to reflect back to Chapter 3 Sections 40 (1) (2); 41 (1) (a) of the South African Constitution (1996) which recognises the principles of mutual respect and indivisibility of the spheres of government in the Republic (cf. 6.3.8).

Accountability and good governance are also entrenched by participation and involvement of the local structures in development and service delivery. The fact that

the local structures cited various factors impeding them to conduct an assessment was considered in this study as a gap. The local structures were identified in this study in terms of assessing, supporting, contributing, and coordinating development (traditional leaders, NGO, business/focus groups and municipalities). The choice of these sectors created diversity which makes the study to be balanced in terms of its assessment role in development. What is important is that efforts to ensure that this objective is addressed were fully undertaken despite the reasons postulated by the local structures themselves for not effectively undertaking an assessment.

There are five local municipalities in the Sekhukhune District Municipality (cf. 2.2.1; cf. 2.2.2; cf. 2.2.3; cf. 2.2.4; cf. 2.2.5). Out of five local municipalities only one local municipality was able to conduct assessment in development and service delivery across the Sekhukhune District Municipality. This means that statistically, out of 100% of local municipalities in the Sekhukhune District Municipality only 20% which constituted by the Greater Tubatse Municipality was able to undertake an assessment. The fact that the Greater Tubatse Municipality procured the service provider for assessment is neither here nor there (cf. 5.2; cf. 6.2).

The bottom line is that an assessment was undertaken. The findings pointed out the lack of resources, capacity, and skills as the main impediments to development and service delivery. In addition, the DCOGTA had undertaken an assessment on behalf of the municipalities and similar findings emerged (cf. 3.12.4). The assessment undertaken by the business sector was similar to the findings by other sectors as the researcher was able to quote those findings as related to spatial constraints for development, illiteracy, skills, water resource, and infrastructure as impediments to development and the realisation of the advancement of socio-economic development in the Sekhukhune District Municipality (cf. 3.12.4); (cf. 5.2). During the triangulation of the findings after an assessment, the results pointed out that the above challenges are repeating themselves. The NGO sector highlighted the resource and institutional capacity as the major hindrance or shortfall for undertaking an assessment.

The NGO sector cited resources as they depend mostly on donation and funding by local and international development agencies such as DBSA (cf. 2.5.1) and USAID (cf. 3.10.3), among others. The traditional leaders indicated that their capacity and

skills to conduct an assessment was very limited. Section 154 (1) of the South African Constitution (1996) enjoins that “the national and provincial governments by legislative and other measures must be encouraged to support and strengthen the capacity of municipalities to manage their own affairs and to exercise their powers as well as to perform their functions” (cf. 6.3.8).

Inability to conduct an assessment by the local structures was due to institutional capacity, resources, and skills identified in this study that impact on the provision of basic service entrusted to municipalities. In addressing this gap, the local structures are advised to leverage private sector investment so as to respond to development and service delivery in terms of capacity, skills and resources in a form of collaboration and partnerships. Business sector is known to be better placed in terms of capacity, skills, and resources. The sector (business) is also better placed to respond to development and service delivery gaps. Municipalities are always encouraged to enter into a public private partnership (PPP) model and consider collaboration as required in terms of Section 78 (i) (ii) (iii) of the Municipal Systems Act (2000) and the White Paper on Municipal Partnerships (2000). Ngalim (2014: 88) states that the scope and possibilities for local governments to play a significant role in improving economic governance and public-private dialogue are gaining momentum. This model would benefit the municipalities that are always contending with development and service delivery protests.

This objective was dealt fully in that each sector was looked at – concluded that lack of institutional capacity, resources constraints, and skills deficit are fundamental challenges to the local structures to undertake an assessment. It is in this context that more resources be leveraged to enable the local structures to perform their function which seeks to better support and respond to the woes that confronted municipalities and other institutions at local level. An assessment of development by the local structures has the potential to enhance service delivery as it is interlaced with the research objective 4 (local development) that depends on provision of service. This would also advance socio-economic and material benefits that the local structures are yearning for.

8.4 Objective 3: to examine the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality

Participation and involvement of the local structures in development entrench participatory democracy. The advent of democracy in 1994 entrenched those rights that never happened before. This study identified the gaps in terms of local structure participation and involvement in service delivery to enhance development programmes. Section 153 (b) of the South African Constitution (1996) requires the municipalities to participate in national and provincial development programmes that are better responding to the needs and aspirations of the local structures. In doing so, this Section of the South African Constitution (1996) enjoins that the participation and involvement of the local structures in development is in line with the ethos of Section 152 (1) (e) (cf. 6.3.7). It was established in this study that the local structures are either passive participants or not involved at all due to lack of interest or high level of illiteracy in the Sekhukhune District Municipality (cf. 1.4.1; cf. 2.6; cf. 27; cf. 3.12; cf. 3.12.3; cf. 3.12.7; cf. 5.2; cf. 6.2.4; cf. 7.3; cf. 8.2).

Local government in South Africa was given developmental and service delivery mandate in the dawn of democracy (Thobejane, 2011: 1). This mandate could not be realised unless the participation and involvement of the local structures are fully entrenched. Inadequate participation and involvement of the local structures in service delivery hampers development and knowledge to understand development constraints in the Sekhukhune District Municipality. Lack of knowledge (cf. 1.3; cf. 1.5; cf. 2.6; cf. 4.2.2.1) which is required to necessitate participation and involvement compromises the realisation of developmental local government. Lyberg and Stukel (2010) state that in accordance with a quality assurance framework, a team of local experts is urgently needed that provides the diversified knowledge, diverse skills, competencies, and cultural backgrounds for which successful comparative design are required. Development at local level is a diversified area which requires multifaceted, multidimensional approach, and multi-stakeholder participation approach.

In ensuring that this research objective is adequately addressed, an intervention by national and provincial spheres is indispensable. This also requires the agencies of the state through corporate social investments to be intervened. The councillors should desist to intervene and monopolise local governance as this could compromise the democratisation of local government by being labelled as arrogant by other local structures (cf. 4.3; cf. 4.6; cf. 4.4.3; cf. 6.3.1).

The legislative mandate of local government in terms of addressing this objective is centred in Chapters 4 and 5 of the Municipal Systems Act (2000). Chapters 4 and 5 of the Municipal Systems Act (2000) entrenches the democratisation of communities and local structures as the way to deepen participatory democracy. Municipal Structures Act (1998) established structures without assigning and defining their role, contribution, functions, and powers (cf. 3.12.5). Chapters 4 and 5 of the Municipal Systems Act (2000) define the same powers, roles and function in terms of the Municipal Structures Act (1998) but fail to assign to the local structures (traditional authorities).

This study was investigating the question which states: what is the level of participation and involvement of the local structures in development in the Sekhukhune District Municipality? It is in this context that this study viewed the participation and involvement of the local structures in development as crucial. Their (local structures) participation and involvement in addition, enhance participatory democracy whilst entrenching accountability and governance at local level. The NDP (2011) envisioned the developmental state in which local development (developmental local government) plays an intrinsic role in achieving the NDP's objective. In the light of this expression, it is conversely important that participation by the local structures takes into account the resources.

Mechanisms, processes, and procedures for participation were entrenched in terms of Chapter 4 Section (16) of the Municipal Systems Act (2000). The Municipal Systems Act, (2000) orates that "when establishing mechanisms, processes, and procedures for participation and involvement in local government, municipality must take into account the special needs of":

- (a) people who cannot read or write;
- (b) people with disabilities;
- (c) women; and
- (d) other vulnerable and marginalised sections of the population (disadvantaged groups).

The benefit of participation and involvement of the local structures in development and service delivery programmes are: to take the ownership of the programme, and to be part of the process. There is a vain that fails to coordinate, harmonise, systematise, integrate, and synchronise the legislative and policy imperatives to be able to respond to the needs of the local structures. This is evident by the fact that municipal councils are undermining other structures such as traditional leaders and NGO sector's contribution, support, and ability to undertake an assessment.

In order to enhance the benefits and close the ranks, the local government should review the scope, mechanisms, processes, and procedures for participation and involvement and align with development and service delivery agenda within municipal programme action on participation and involvement through municipal IDPs. Participatory democracy requires all stakeholders ranging from policy-makers to decision-makers. Section 195 (1) (e) of the South African Constitution (1996) entrenches the participation of local structures as the fundamental principle (cf. 3.12.8; cf. 3.12.9; cf. 6.4). Without participation and involvement of the local structures in development programmes, holding the leaders and institutions accountable, it is unprecedented that development would be able to happen.

8.5 Objective 4: to explore how governance, accountability and service delivery can be improved by enhancing local structures' participation and involvement

All research objectives by design in this study are interrelated and interwoven. The research objective 3 is by all means linked to objective 1 and 2 respectively and in the main touches objectives 4 and 5. This research objective was aimed at exploring how governance, accountability, and service delivery could be improved by enhancing the local structures' participation and involvement. It should be

understood that service delivery enhances development which ultimately achieves socio-economic development in the Sekhukhune District Municipality. The guidelines, systems, processes, procedures, and planning mechanisms should work more effectively to improve governance, enhance accountability, deepen participation, and foster development (cf. 3.13). The fundamental question that this research objective seeks to respond is: how can governance, accountability, and service delivery be improved to be able to respond to development in the Sekhukhune District Municipality?

The local structure participation and involvement is fundamental in strengthening governance that seeks to enhance accountability. For governance and accountability to be entrenched, basic services need to be provided. Once there is a provision of basic services due to governance and accountability, thus development takes place immediately and good administration is enhanced. This objective was embellished by Prinsloo (2013: 5-6) when indicated that good governance depends mostly on financial muscles to support and strengthen the role of governance so as to enhance the effectiveness and efficiency of the public administration. Madumo (2015: 153) opines that “through the renewed interest in good governance the development agenda is shifting focus in a country’s development processes by drawing attention to fundamental questions like appropriate governance structures...” Chabal (2009: 4) infers that good governance is more result development-oriented policies.

In ensuring that service delivery is enhanced, the participation and involvement of the local structures are deepened and remains the pillar of strength in this study. It is important to reflect how governance, accountability, participation, and involvement if enhanced can improve service delivery that benefits the local structures. The local structures would benefit immensely on improved essential services as it promotes local development and entrenches other underlying opportunities for the communities. It is in this context that development should be understood as a multi-faceted approach that needs various players across all spheres as well as international agencies to contribute.

8.6 Objective 5: to investigate any relationship between local structures and local development in the Sekhukhune District Municipality

The relationship between the local structures and local development is fundamental to socio-economic upliftment. The relationship between the two (local structures and local development) is crucial in ensuring that development at local level is at the cutting edge. This study was focused on whether there is existing relationship between the local structures and local development in the Sekhukhune District Municipality. It was confirmed that indeed the relationship exists (cf. 6.3.5). Looking at the way the respondents echoed their views in terms of the relationship between the local structures and local development, an indication suggests that indeed a correlation exists that needs to be consolidated and harmonised (cf. 6.3.5). The graph as depicted above (cf. 6.3.5) supports the views of the respondents in terms of how the local structures should lead development. This further suggests that the local structures have special place in development. Local development is what sustains the local economies in most developing countries in instances through LED.

It is in this context that local structures are encouraged to consider the participation and involvement of the local structures in local development as intrinsic. The guidelines, systems, processes, procedures, and planning mechanisms should be intensified so as to ensure that socio-economic development is advanced and local development is improved. For local development to happen, it is the responsibility of the local government to put infrastructure development in the centre of municipal IDPs. The IDP is a cross-cutting and centre of coordination at local government level. Both the national and provincial spheres through their programmes are obliged to support local development at local level through medium to long terms planning (municipal IDPs). This bold approach to development was clearly articulated in the South African Constitution (1996) (cf.4.6; cf. 6.3.1; cf. 6.3.7; cf. 6.3.8). Section 154 of the South African Constitution, (1996) reaffirms the imperatives of how local municipalities should be supported to achieve the objectives (cf. 5.6; cf. 6.3.8) as entrenched in Section 152 (cf. 3.12.9; cf. 3.13; cf. 6.3.7; cf. 6.4; cf. 7.2.1).

Local development is consistent with the White Paper on Local Government (1998); Municipal Systems Act (2000) (cf. 3.9.2; cf. 7.2.1); and the South African

Constitution, (1996) (cf. 3.13; cf. 7.2.2). This approach was supported by White Paper on RDP (1994) and White Paper on Municipal Partnerships (2000). These national policies are precise in terms of the role of municipalities in development and service delivery. The Infrastructure Development Act (2014) and PICC (cf. 4.4) both seek to intensify the role of other structures in support of local development through infrastructure development and service delivery coordination. Section 153 (b) of the South African Constitution, (1996) evinces that municipalities should be encouraged to among others participate in the national and provincial programmes. It is in this context that local development should by all means be able to change the lives of the people from worse to better through the advancement of development objectives.

Local government has a role to play in enhancing sustainable economic development through infrastructure provision (Ngalim, 2014: 88). The infrastructure benefits the local structures in terms of business investment, retention strategy, as well as attraction of foreign direct investments. The LED strategy is crucial if harmonised with the IDP and properly coordinated in terms of enhancing local development. All local structures stand to benefit from local development. In the same vein, there is emerging trend in terms of how the national government department entrenches monitoring of government projects and programme to better impact positively to the beneficiaries through summative evaluation. There is a need-driven for government to consistently monitor the implementation of its policy if impact has to be recorded. Government in South Africa always encourages five years, ten years, and twenty years reviews with the intention to assess the impact of their programmes on the citizens without putting corrective measures where impact does not yield the desired results and further ask the question: what is the next step.

8.7 The study's contribution

This study contributed towards the realisation of fundamental relationship that exists between the local structures and local development. This revelation was overstated in the body of this study (cf. 3.12.2; cf. 4.2.2.1; cf. 4.2.4; cf. 4.4.4; cf. 5.3; cf. 5.5; cf. 6.3.5; cf. 6.3.10; cf. 6.4; cf. 7.4). The local structures are better placed to achieve the objectives of the NDP that drives developmental state which rests with developmental local government. Municipalities are the custodian of developmental

local government vertically and horizontally. The realisation of the objectives of the NDP to achieve a developmental state centred on successful implementation of the programmes that support developmental local government. The achievement of developmental local government rests of the notion of organised local government (cf. 5.6; cf. 6.3.8). It is the responsibility of national and provincial spheres to support the programmes of local government to better place municipalities at the cutting edge of local development (cf. 3.12; cf. 4.6; cf. 6.3.8). This study highlights a much needed support to local government in terms of resources, technical skills and institutional capacity to enable municipalities to progressively advance the needs of the poor and less fortunate. The contribution of this study forms the basis to inform a better way of coordinating policies that seek to support local development at municipal level.

8.7.1 Study's contribution to UNISA

This study is indispensable to UNISA's Department of Development Studies as it forms and informs the basis for broadening knowledge in the field of development at local government. It should also serve as a source of enhancing further research on the gaps identified so as to improve the best practice in the area. The UNISA can use this study to extrapolate the important areas to enhance their teaching modules as well as for learners' support and other students in this field. Most importantly, the University's reputation in producing the qualifications of this magnitude indicates the institution's contribution and maturation to produce human capital that is required by the knowledge economy. The maturation of the institution indicates the extent to which government of South Africa supports learning and teaching as the only weapons to address the triple challenges facing the government: poverty, unemployment, and inequality.

8.7.2 Study's contribution to the world of science and practitioners

This study lays the basis for aspiring scientists in the area of development by contributing the new areas that this study seeks to entrench. Development is in the centre of discourse where the economy of the Sekhukhune District Municipality in South Africa, and globally depends on it. Development happens in an environment

that human beings are interacting with it on day-to-day-basis. Development cannot take place in isolation as it requires the ecosystem, the actors to facilitate, coordinate, and support it to happen. In the real scientific world, this study has the potential to contribute to the proposal to policy shift, formulation and reform in local government space. Practitioners are better equipped if considering the field of development to achieve *inter alia*: developmental state that South Africa is envisioned and developmental local government that is the key towards the achievement of better South Africa, better Africa, and better world for tomorrow through the NDP.

8.7.3 Study's contribution to scholars in the field in terms of providing new knowledge

Scholars and researchers stand to benefit more in terms of contribution of development in a new knowledge that informs national and local government policy reforms. The realisation of the objectives of the NDP and the MDGs depends immensely on local development. The achievement of developmental local government as a sphere is not evitable as long as the local structures are not in the centre of it. Local development is fundamental in responding to local challenges that the local structures are contending with today. Under-development that characterises rural areas needs new knowledge and approaches so as to better respond to the rural calamitous situation depressing development. The distress local municipalities in the rural areas need serious intervention such as resource, capacity, and technical skills to become the key players in development space. Attention be given to rural infrastructure to realise socio-economic development that supports local development.

Local development outside the local structures cannot contribute the desired results that seek to advance the new knowledge. Development is a multi-dimensional and multi-disciplinary perspective that embraces the scholarly understanding of the meaning within the context of rural setting and rural municipalities (Sekhukhune District Municipality). Development and service delivery in their entirety are grounded on the notion that people should understand the meaning and how in their own space and time contribute to the betterment of others' life. It is against this backdrop

that this study stands to contribute to the full understanding that the local structures cannot easily be separated from local development as the two are interlaced.

8.7.4 Study's contribution to the world of work

This study is indeed is a catalyst in supporting policy reform at local government where service delivery and development remain major constraint. This study is better placed to respond to uncertainty that confronted municipalities in South Africa. In addition, this study proposes the new approaches to development by strengthening institutional capacity, re-skilling, and resource mobilisation as fundamental to achieve development objectives. Conversely, it is important to contextualise the recommendations of this study in order to enhance service delivery and local development in municipalities. This study is indispensable in ensuring that local development without local structures' is untenable. Democratisation of local government cannot be achieved if the role of the local structures is subverted or isolated. Development is a universal phenomenon that cannot happen in isolation. It is important to understand development to be the contributor to socio-economic advancement of those who are less fortunate. Its contribution to the workplace is enormous to new approach that informs conceptualisation of frameworks that are needed to accelerate development that better respond to the challenges in rural local municipalities such as the Sekhukhune District Municipality.

8.8 Comparison of the study results with previous similar studies

Similar studies of this magnitude were conducted by various scholars in development and service delivery. The conducted studies were not directed to the Sekhukhune District Municipality however they had a bearing to the region. Seduma and Mtapuri (2014: 18) argue that infrastructure is crucial to enhance business development in a rural. Studies have shown that dealing with service delivery and development at local government level but outside infrastructure provision, it is likely to bear fruitless and untenable results. Smith *et al.*, (2008: 367) state that infrastructure plays an important role in the social and economic development of communities. It is in this context that infrastructure development cannot be isolated from development and service delivery. Koma (2012: 105) concluded that the

historical foundation, evolution, system of local government, and the notion of developmental local government in South Africa find the countenance in the notion of a developmental state.

Development is multi-dimensional and multi-faced approach that requires the involvement and support of other sectors to be realised. Critically, it is important to understand that infrastructure not only comprises these physical elements but also the operating procedures, management practices and developmental policies that facilitate effective development of the infrastructure in response to societal needs (Smith *et al.*, 2008: 367). “The impetus that informs the drive for a developmental state that promotes growth and development hinges on the capacity of the local sphere of government to effectively discharge its constitutional responsibilities” (Koma 2010: 111). Chakwazira (2010: 240) indicated that an attempt at drawing policy attention and debate to the complex interrelationship through analysis of the expanded public works programme (EPWP) in South Africa’s rural areas yielded undesired results.

Modern development should pay attention to the needs of the rural poor who had deprived the rights and opportunities by the previous regime. If the lives of the less fortunes have to be improved, service delivery to enhance development is urgently needed in the poor and marginalised rural areas where infrastructure poses a challenge. Within this context, South Africa suffers from a disparate distribution of infrastructure ranging from established and maintained urban and industrial areas for the advancement of socio-economic development (Smith *et al.*, 2008: 367). The rural infrastructure backlog as the case of the Sekhukhune District Municipality should be attributed to the apartheid regime which resulted with separate development that undermined the needs of the marginalised sections of the population in particular, the rural majority to benefit. The government should at all times think of mobilising resources and channel them to the rural areas where they are much needed.

On issues such as participation, involvement, accountability, governance, collaboration and partnership in support of local development, similar studies have indicated the urgent policy intervention and policy shift. Section 139 of the South African Constitution (1996) state that if a municipality cannot or does not fulfil an

executive obligation entrusted on it in terms the Constitution or legislation, the relevant provincial executive may intervene. It is interesting that Section 154 (1) of the South African Constitution (1996) enjoins that the national and provincial governments, by legislative and other measures, must support and strengthen the capacity of municipalities to manage their own affairs, to exercise their power and to perform their function. Failure by the provincial government to support municipalities might lead to the national government to evoke Section 100 of the South African Constitution (1996).

In nutshell, different scholars raised crucial and critical points regarding development and its contribution to the betterment of the lives of the people. Development accompanied by other factors cannot be realised unless it is people-centred and people-driven. Areas without access to effective infrastructure are inevitably characterised by high levels of poverty, with municipalities tending to focus on two key infrastructure delivery issues; the provision of access to basic municipal services (water, sanitation, electricity and solid waste removal) and the provision and maintenance of general infrastructure and services within the municipal area (Smith *et al.*, 2008: 367).

The views of different scholars concur with minimal contribution of development hence a call for policy reform, policy shift and policy intervention to address the gaps that seek to undermine the democratic gains post 1994. Melkote and Steeves (2001) in Obadire *et al.*, (2013: 274) argued that many scholars have perceived empowerment as essentially having two dimensions: the personal level, whereby people gain self-confidence and...people having access to information and a chance to participate as decision makers. Rural development programs are not new in most developing countries such as South Africa (Obadire *et al.*, 2013: 274).

8.9 Triangulation of results from different categories of participants

Onwuegbuzie and Leech (2007: 239) in Anney (2014: 177) enjoin that triangulation “involves the use of multiple and different methods, investigators, sources and theories to obtain corroborating evidence”. According to Anney (2014: 277) triangulation helps the investigator to reduce bias and it cross-examines the integrity

of participants' responses. This study "used data triangulation/informants triangulation that uses different sources of data or research instruments, such as interviews, focus group discussion or participant observation, or that utilises different informants to enhance the quality of the data from different source" (Anney, 2014: 277).

According to Oliver-Hoyo and Allen (2006: 42) triangulation involves the careful reviewing of data collected through different methods in order to achieve a more accurate and valid estimate of qualitative results for a particular construct. This section required the researcher to undertake triangulation of this study's results from different categories of research participants. Erzberger and Prein (1997: 142) state that during the last decade the methodological debate between quantitative and qualitative researchers changed their focus to the integration of quantitative and qualitative methods which were referred to as triangulation. It is conversely important to state that Mertens and Hesse-Biber (2012: 75) argue that social scientists borrowed the concept of triangulation to argue for its use in the validation process in assessing the veracity of social science research results.

"Triangulation is a measurement technique often used by surveyors to locate an object in space by relying on two known points in order to "triangulate" on an unknown fixed point in that same space" (Mertens and Hesse-Biber, 2012: 75). In ensuring that the findings are triangulated empirically, the researcher provided the findings on the table below in the form of percentages. These percentages reflect how the participants were articulating their positions in terms of the state of local development, service delivery, participation, involvement, and institutional capacity among others so as to enhance good governance and accountability for the realisation of socio-economic advancement in the Sekhukhune District Municipality.

It is in this context that the triangulation of different categories was based on information by research participants. The different responses were triangulated in terms of the percentages for validation processes in assessing the veracity of social science research results. This indicates the extent to which the research results were validated and authenticated. Triangulation in social science research is considered as a step in the right direction in terms of ensuring that there is replicability and

reliability of the results. The researcher simply considered the important implications this research results have in terms of policy reform and policy shift in the local sphere of government. This justification was based on and informed by the fact that this study sought to assist the local government in its endeavour to address the myriad of challenges bedridden development and service delivery as a result of inadequate governance and accountability.

The establishment of municipalities in terms of Chapter 7 of the South African Constitution (1996) supported by Municipal Structures Act (1998), Municipal Demarcation Act (1998), Municipal Finance Management Act (2003), and Municipal Systems Act (2000) were in direct response to the conundrums that sought to undermine the autonomy of the municipalities. The atrociousness and challenges facing the South African municipalities by all means necessitate proper synchronisation between integrated approach to development and planning to realise policy imperatives attuned to the unique circumstances prevalent in the individual municipalities (Koma, 2014: 94).

Triangulation of participants	% in terms of contribution by spheres of government	% in terms of local structures' assessment role	% in terms of institutional capacity and resources	% in terms of participation and involvement	% in terms of instruments for undertaking assessment	% in terms of development and service provision	% on relationship between local structures and local development	% on infrastructure contribution
% of triangulated participants from municipalities in terms of their responses and contribution to development and other related matters in this study	29.55%	33.12%	23.27%	28.30%	25.15%	18.23%	19.49%	28.30%
% of participants business sector's response on development in the Sekhukhune District Municipality	17.61%	41.87%	20.75	18.86%	28.30%	22.01%	22.01%	18.86%

<p>% of the traditional authorities as participants and in response to development and service delivery in the Sekhukhune District Municipality</p>	<p>14.46%</p>	<p>10.00</p>	<p>20.12%</p>	<p>24.52%</p>	<p>12.57%</p>	<p>22.01%</p>	<p>16.35%</p>	<p>24.52%</p>
<p>% of NGO sector as the participants NGO sector's contribution on the assessment role of the local structures in development in the Sekhukhune District Municipality</p>	<p>18.86</p>	<p>6.81%</p>	<p>18.23%</p>	<p>18.86%</p>	<p>18.23%</p>	<p>22.01%</p>	<p>21.38%</p>	<p>18.86%</p>

<p>% in terms of the way the focus groups' response on an assessment role of the local structures in development in the Sekhukhune District Municipality</p>	<p>19.49%</p>	<p>8.20%</p>	<p>17.61%</p>	<p>9.43%</p>	<p>15.72%</p>	<p>19.49%</p>	<p>20.75%</p>	<p>9.43%</p>
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Table 7.9: Triangulation of the study results from different categories of research participants

The table above (Table 7.9) provided the context in terms of the percentages of the participants conducted during the phenomenological interviews. The established number of factors underlying challenges related to the contribution of the local structures need government and other role players if development has to be realised in the Sekhukhune District Municipality. The researcher undertook triangulation of this study results and findings from different categories of research participants. The local structures were identified as the municipalities, business, traditional authorities and NGO sectors as well as the focus groups for data collection.

It is in this context that the percentages above were informed by and based on the phenomenological interviews conducted by the researcher. The percentages were verified and authenticated by the use of Atlas TI software computer program which was assigned for data analysis. The findings indicated that the contribution of this study in terms of responding to the research questions and addressing the research objectives were realised. This realisation also contributed to the research's position to solve the problem statement which ultimately contributed to the achievement of the aim of this study.

8.10 Conclusion

Chapter 8 concludes this study by summarising the conclusions of all chapters (cf. 1; cf. 2; cf. 3; cf. 4; cf. 5; cf. 6) including Chapter 8 itself. It is Chapter 8 that also articulates the contribution of all chapters towards these conclusions. In Chapter 1, this study concluded by highlighting the rural nature of the Sekhukhune District Municipality and the implications to infrastructure development and service delivery backlogs. In Chapter 1 again, under-development and service delivery backlogs were attributed to the Bantustan administration of the former homelands of Lebowa and Kwa-Ndebele. This is supported by Chapter 2 which gave the primary context of the implications of policy shift in local government sector post 1994 democratic government in South Africa. The case in point here was the disestablishment and merger of local municipalities (Fetakgomo-Tubatse) under the guidance of the Municipal Demarcation Act (1998) pre 2016 local government elections in the Sekhukhune District Municipality. Chapter 2 in its conclusion provided the historical background and demographic overview of the Sekhukhune District Municipality. It is

against this backdrop that Chapter 3 was instrumental in terms of theoretical literature review that accentuated the role and contribution of the local structures in assessing development where sociological theories reflected the complexity and perplexity of development particularly in developing countries among others. An integrated model for development and service delivery by the local structures was developed as depicted in Chapter 3.

Chapter 4 was based on research methods and methodologies focusing on the objectives in this study. The conclusion in Chapter 4 laid the basis for Chapter 5. In Chapter 5, this study provided the literature findings that were crucial in support of correlational relationship as articulated in Chapter 3. As a qualitative research study, the focus was given to approaches, phenomenological design, paradigm, sampling procedure, data quality and management, triangulation, validity, and reliability including research strategy among others. The detailed findings and interpretation in this study results were catered in Chapter 6 where the research questions and objectives were juxtaposed so as to address the aim and respond to the problem statement. The recommendations of this study were fully articulated, enunciated, and accentuated in this chapter. These recommendations were based on the mega-insights on policy formulation, improvement of practice, and future and further research.

In Chapter 8, the conclusion based on this study's contribution in general but to the UNISA, to the world of science, the practitioners in this field, to new knowledge, as well as the application in the world of work. This study is indispensable in the local government sector where municipalities are struggling and unable to discharge their legislative and constitutional mandate. It is my conviction that through the contributions made in this study, there would be a lot of improvements in local development landscape in terms of governance, accountability, and participation by the local structures for the benefit of development and service delivery. It is in this context that this study further considered the following:

Conclusion on literature: this study made tremendous strides in ensuring that the theoretical literature review which forms the basis and the backbone and linked to research methods and methodologies (Chapter 4) provides the methodological direction. It was out of the best instruments that were able to guide the processes

leading to the theoretical literature conclusion that this study was able to contribute immensely in the field of development. Among others in terms of literature conclusion are the choices of social science research method. Thorough theoretical literature view conducted, it was equally important to reveal and acknowledge that lot has been done in this study, however little was done in the area of “an assessment role of the local structures in development in the Sekhukhune District Municipality”. This emblematic topic was of its kind locally and the Sekhukhune District Municipality in particular.

It was a victory to investigate the subject that was never investigated before within the Sekhukhune District Municipality which expressed the uniqueness and classical topic. This means that there is existing gap in terms of literature, however because the nature of this study was aimed at addressing gaps in government policies, most literature survey was drawn from government policies, strategies, legislation and the South African Constitution (1996). It is against this backdrop that the theoretical review of literature was sufficient to draw conclusion in the literature findings (cf. 3).

In addition, the quality and quantity of the literature provided adequate or sufficient evidence to inform the conclusion that is sufficient to address the research objective (cf. 1.6) as highlighted in Chapter 1. In as far as the findings from the (research methods and methodologies in Chapter 4), the conclusion is that the literature findings contributed greatly on the realisation of the study aim, addressing the problem statement and concurring with the methodological choice. Conversely, this study was able to respond to research questions, research objectives as informed by and relate to the unit of analysis. In as far as literature conclusion, the theoretical contribution of the local structures to local development was fully accomplished. The international review attested to the contribution of this study to policy shift in local government.

Conclusion on research aim and objectives: the aim and objectives of this study were adequately addressed in a systematic way and overstated in the body of this study. There is existing correlation between the research questions and research objectives that fulfil and achieve the research aim in an empirical study. This is equally important as this study contributes to new knowledge. This study wanted to

establish whether there is any contribution by the local structures in development and service delivery other than the relationship between the local structures and local development in the Sekhukhune District Municipality. It was revealed that guided by the phenomenological interviews, interview schedules, transcripts as well as recorder that the questions were responded to. The responses provided adequate information to answers to the research questions. For the fact that this study was able to answer the research questions, it was clear that the aim and objectives were addressed. This means that the problem statement was de-hypothesised. It is in this context that the research aim and objectives were answered to the fullest.

Methodological conclusion: the choice of methodology in social science study contributes indispensably to the aim and objective of the study. It has been iterated that this is a social science research study in which qualitative method was relevant and consistent with the topic under investigation. The methodological conclusion of this study was indeed informed by and supported the phenomenological observation during data collection. In the same vein, it is equally important to state that the social science approaches, paradigms and instruments were considered for the study of this magnitude. The instruments, the population size, the sampling procedures as well the research strategy were sufficiently defined and adequately confirmed. This study is a social science hence the non-positivist approach which is qualitative, non-probability sampling and supports humanistic tendency which concurs with the methodological application.

The methodological application in this study required a phenomenological data collection using *inter alia* phenomenological interviews, interview schedules, interview transcripts, interview guide as well as interview recorder. These are the most essential and appropriate instruments for data collection in social science research. The methodological choice was also instrumental as stated which was able to respond to the study's aspiration to address the problem statement which was also enunciated in this study. It is important to further highlight the methodological limitation in this study. The methodological limitation in this study suggests the use and the delineation between the application of qualitative (subjectivity) and quantitative (objectivity). The methodological limitation and methodological conclusion provided the basis that informs the empirical relevancy of

this study which is crucial in providing clarity in terms of the application of the methods in social science. The methodological findings are crucial as they relate to Chapters 4 and 6 which are the key to research in terms of its nature to phenomenological observation in social science research.

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