

Investigating the Impact of the Integrated Approach on Local Economic Development in South Africa in the Context of Policy Planning and Implementation: The Case of the West Rand District Municipality and its Development Agency

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Abstract: *The West Rand Development Agency was investigated by assessing how fragmented policies impact on integrated approach to local economic development activities under the auspices of the WRDA, whether there is feasibility for an integrated approach to implementation of local economic development activities under the WRDA coordination, and establish as well as recommend intervention strategies to resolve challenges. The research methodology was based on a qualitative method approach, which includes literature review and interviewing different purposefully sampled role players in the discharging of mandate by the WRDA, namely municipal local economic development managers, West Rand Development Agency Board and Business sector representatives within the West Rand District. Interpretation of results revealed lessons learnt, possibilities for an integrated approach to local economic development activities and intervention strategies recommended for the implementation of an integrated approach to the implementation of local economic development activities under the auspices of the West Rand Development Agency. West Rand District Municipality and its Development Agency could make a positive impact through an integrated approach in implementing LED in the district.*

1. Introduction/Background

An integrated approach to local economic development (LED) should be seen by all key stakeholders in cities and districts as a response to poverty, unemployment and inequality in society. A number of researchers and authors have written about the area of LED, not only to introduce new theories and approaches, but to inform policy, planning and implementation of LED. The purpose study investigates the impact of an integrated approach in the implementation of local economic development by the West Rand District Municipality (WRDM) and its Development Agency, with the West Rand Development Agency (WRDA) as both a case study and pilot study.

Around the globe Local Economic Development (LED) has been regarded as an intrusion pillar in stimulating the economy within a geographical space of district. In South African context of local government, the institutional arrangements within municipalities or even development agencies as their entities of setting up LED departments or units is to deal with challenges created by inequality, unemployment and the inability to attract investors.

In giving effect to this approach the West Rand District Municipality established a Local Economic Development (LED) Unit and the West Rand Development Agency (WRDA) with the primary objective of stimulating micro economic initiatives within the geographic subdivision of the West Rand District. The research therefore investigates the impact of the policy directive of the Municipality and its entity in relation to an integrated approach in LED implementation. In reviewing various literatures, it surfaced that quite sizeable amount of work was done in the area of local economic development (Fosler, 1991; Nel 2001). It

also emerged in reviewing the literatures that the thinking of various authors view local economic development as a mechanism of creating wealth through various aspects; to wit, organized mobilisation of human, physical, financial, capital and natural resources in a locality (Fosler, 1991). In accordance with The South African Department of Provincial and Local Government article of 2000a, the LED is regarded as an outcome stemming from local initiative and driven by local stakeholders. In analyzing the above definition, it is important to also look into the various interpretation dilemmas articulated by other authors (Ward, 1990; Nel, 2001; Rogerson, 2002; Simon, 2003), in their respective books when dealing with the experience of the global North and South. Their argument is based on the view that the North has practiced 'formal' LED which focus on place marketing and local boosterism whilst the South practiced communal farming, the informal sector and other forms of community survival

To pursue the thinking emanating from writers referred to here-above, the dilemma on LED has led to two approaches namely: non-developmental LED, and developmental or pro-poor LED. For the purpose of elaboration, non-developmental LED is where social objectives are secondary to investment attraction and developmental or pro-poor LED is where the aim is to integrate disadvantaged and marginalised communities into the formal economy. In responding to the challenges posed by the dilemma on LED, the South African government has followed with policies in order to create a conducive environment for LED to thrive. In the West Rand District, the West Rand Development Agency was hatched precisely to drive the local economic development as a result of declining mining activities within the area (WRDM Growth and Development Strategy, 2006).

The West Rand District Municipality is a coordinating structure of the three local municipalities including its development entity (WRDA). Each local municipality including the district has its own local economic development department or unit, and this creates confusion in achieving an integrated approach in stimulating the local economy within the area of jurisdiction of the West Rand District Municipality (WRDM Growth and Development Strategy, 2006). In order to address the problem, it is imperative for the researcher to look into various ways of how the local economic development within the region could be integrated for the benefits of the community of the West Rand including contribution to the Gauteng gross domestic product (GDP).

2. Literature Review

The German Agency for Development Cooperation, GTZ, defines LED "as an ongoing process by which key stakeholders and institutions from all spheres of society, the public and private sector as well as civil society, work jointly to create a unique advantage for the locality and its firms, tackle market failures, remove bureaucratic obstacles for local businesses and strengthen the competitiveness of local firms (Rucker and Trah, 2007). The practical implementation is the challenge facing different countries especially in African countries where there is a need to mitigate against rapid urbanization and creating employment to a population that is getting youthful (Wekwete, 2014:11).

Global implementation of LED

Informed by the North formal approach to LED and the South informal approach as detailed in the Research Background, LED initiatives were implemented (Nel & Rogerson, 2005). In addition, Blakely (1998), states that multinationals movement in the US benefited the country initially, but hurt the local economies as industries closed down forcing cities and towns to re-engineer strategies to embark on local economic development.

However, Beer (2009) points out to the mix of LED strategies employed which includes: encouraging inward investment, fostering new innovation, nurturing creative investments, promoting start-ups, coordinating infrastructure investments and assisting small business to grow. Furthermore, competitiveness in regional, national and global markets is emphasised as the frame of reference for LED practice globally.

Southern Africa LED implementation

Nel and Rogerson (2005) argue that different colonial histories in the African countries including Southern African countries needs consideration when looking at LED as it has weakened Africa's position in the global economy. The Economic Commission for Africa (ECA) report (2012) further strengthens this view by stating that whilst current LED theories and methodologies originated in developed industrialized countries as a response to decaying urban local economies, the African context is about creating new opportunities where there has been limited industrialization as both urban and rural economies remain severely underdeveloped. However Rodriguez-Pose and Tijmstra (2007) have argued that LED practice in Africa – including

Southern Africa, should follow the standard techniques and approaches already established globally as it is no different from the experiences elsewhere. In the Southern Africa informal economy and traders is a substantial and integral part of the urban economy and therefore LED comes as an intervention to manage the informal economy. (SALGA, 2013)

In South Africa since the advent of democracy in 1994 legislation and policy has served as enablers for implementation of LED. The supreme law of the country, the Constitution of the Republic of South Africa as adopted in 1996, in particular section 152 (c) and 153 (a) makes LED a constitutional obligation to local government. Both the White Paper on Local Government 1998 and the Municipal Systems Act 2000 introduce a developmental local government where LED requires partnership with stakeholders and integration of LED in the Integrated Development Plan (IDP) of the municipality.

Furthermore through the Department of Local Government and Constitutional Development, now Cooperative Governance and Traditional Affairs (COGTA), LED Guidelines to Institutional Arrangement (2000); Draft LED policy (2002); Policy Guidelines for implementing LED in South Africa (2005); and National Framework for Local Economic Development (LED) in South Africa (2006-2011) have been developed nationally as policy perspectives guiding the implementation of LED by local governments like WRDM whether through Development Agencies or LED departments or units.

Wekwete (2014:22) summarises by stating that South Africa has clearly articulated the roles of district and urban municipalities as the implementers of LED. The roles include:

- Plan and coordinate LED strategies within the framework of IDPs;
- Ensure that social and economic development is prioritised in the IDP;
- Identify lead sectors that can kick start development within districts by undertaking research and analysis;
- Promote joint marketing, purchasing and production activities;
- Identify and market new opportunities for financing LED;
- Facilitate LED forums and forging partnerships with other key stakeholders.

However, whilst there is a strong political push for LED, there are severe limitations for local government as an implementer owing to lack of fiscal decentralisation and the need to combine key factors of production, meaning land, labour, capital, technology and human resources innovatively. (Helmsing and Egziabher, 2005)

Impact of fragmented policies and LED departments/units on the stimulation of local economic development in South Africa

There are many researchers who have made significant contribution not only on the policy making process and policy implementation strategies in different fields and careers but also on the relationship between policy and practice from both a global and South African perspective

(Arfo, 2015). It is not the intention of this study to go much into definitions of policy and related theoretical policy formulation procedures but just to confirm the assumption that Classical and Systems theory is acknowledged for its nature in allowing contributions in form of ideas from ideas of various stakeholders in the policy making process including the implementation, needs analysis (Hanekom, 1987:46; Arfo, 2015). This approach can probably resolve the current fragmented policies and LED departments/units in the West Rand District, a district which is currently facing challenges of addressing unemployment and the shortage of skills in the country because of the nature of its economic outlook. Though there are controversial perspectives as to the term “fragmentation” in the context of policy implementation, this study pursues the view that fragmented policies are a result of policymakers and policy implementers pursuing different views and opinions on the problem to be solved including directions to be taken to address the same problem from a public policy perspective (Lewis 2003; Marisam, 2011; Hudson, 2017; O’Connell & Farber 2014). In the context of these fragmented policies, initiators of programs or projects and agencies are compelled to work separately and independently of one another instead of offering blended/integrated services right across in an attempt to implement same polices for achieving the same common goals (Lewis 2003; Marisam, 2011; Hudson, 2017; O’Connell & Farber 2014). In other words, if less attention is given to combined planning, negotiation and coordination among different agencies/stakeholders will result in policies impacting negatively on the socio- economic growth and development (Lewis 2003; Marisam, 2011; Hudson, 2017; O’Connell & Farber 2014). Critical analysis of literature indicates that fragmentations of policies have an impact on policy implementation one of which is assumed to lead to dysfunctional LED departments/units in the West Rand District. Basing on this view, all stakeholders are considered inefficient, ineffective and reluctant to drive current LED project to achieving intended outcomes (Moe 1989, 1990; Schuck 1992; Kagan 1999; 2001; Lewis 2003; Marisam 2011).

Literature confirms that just like any other district municipality in South Africa, and Gauteng in particular, West Rand District Municipality, despite its fragmented perspective **has also** adopted the Local Economic Development Strategies in compliance to both the national and provincial legal policies aimed at generating employment opportunities for local residents, to alleviate poverty; and to enhance a redistribution of resources and opportunities to benefit all local residents (Mafube, 2011/2012).

Key District and Local policies and strategies as stipulated by the WEST RAND DISTRICT MUNICIPALITY Regional Marketing and Investment Strategy APRIL (2012) includes the following:

- West Rand District Municipality (WRDM) Spatial Development Framework, 2010
- WRDM Local Economic Development Strategy
- WRDM Growth and Development Strategy Review 2012
- WRDM Economic Strategy 2012
- WRDM Tourism Strategy, 2011
- WRDM Vision 2016 Strategic Framework, 2011

- WRDM Environmental Management Framework, 2006
- WRDM Integrated Development Plan (IDP), 2011/12 - 2015/16

The description given by the West Rand District Municipality Regional Marketing And Investment Strategy (2012:1) places WRDM district in a potential position to develop socially and economically considering its location in Gauteng, which is regarded as highly economically active province particularly its proximity to the Johannesburg city which is also easily accessible to the “major national roads namely the N12 and N14, which creates potential in terms of future economic development.” Basing on this economic and social background, there is evidence according to research that the global competition in economic markets as highlighted in the previous sections has become a driving force for global economic development which has also prompted the above pre-scribed economic development policies with the intention to produce suitable and competitive business and efficient workforce to suite various sectors of the society and economy including development of entrepreneurship skills for self-reliance (Wang, 2012; Selaelo, 2012; Meyer, 2013; Meyer, 2013). Because of the fragmented nature of the policies, such changes highlighted above have however continuously raised debate on theoretical and practical approaches relevant enough to review and reconstruct LED policy implementation strategies that creates an integrated and well partnered and coordinated approach with all concerned stake holders which is well managed, implemented and monitored in terms of meeting the local, national and global demands of economic transformation (Wang, 2012). Although it is assumed that social justice and human capital theorists claim to have radically advanced the discipline of LED to meet the social, manpower and economic demands, these are critiqued by the Classical and System theorist for impacting negatively LED policies for lack of partnership and combined participation in leading the LED projects to a success (Wolf 2007:12).

Despite the national effort of establishing policy perspectives guiding the implementation of LED by local governments whether through Development Agencies or LED departments or units, research still indicates that many municipalities in South Africa including WRDM are still battling with inclusion of local economies that utilise local opportunities to address local such as economic growth and poverty eradication in a co-operative manner (Makhubo, 2015; Selaelo, 2012; Meyer, 2013). Evaluation of the above discussion in the context of this research gives an assumption that on the stimulation of local economic development in South Africa fragmented policies and LED departments/units impacts negatively on the implementation of LED policies in any country and local municipalities including the country including the WRDM. Since this is an assumption, further investigation in needed with reference to the WRDM in the context of this study.

Feasibility of integrating the various local economic development activities under the auspices of the West Rand Development Agency in South Africa

Literature analysis indicate that The West Rand Development Agency (WRDA) although no evidence of

effective practice coordinates various role-players to facilitate development, coordinate focused LED implementation, unlock latent economic development potential, encourage private sector investment and create economic development and job opportunities for the poor in its drive to alleviate poverty (Westonaria Local; Rogerson, 2014. Makhubo, 2015) However, guidelines for the implementation of Local Economic Development Strategies have been presented by the various spheres of government. Legislation and policy on this subject matter provides a legal framework and influence the manner in which local authorities conduct local economic development (UE, 2011). In partnership with The Department Of Trade And Industry (DTI), The Industrial Development Corporation (IDC), Trade And Investment South Africa (TISA), Small Enterprise Development Agency (SEDA), Development Bank Of Southern Africa (DBSA), National Development Agency, The Gauteng Growth & Development Agency (GGDA), The Gauteng Enterprise Propeller (GEP), The Gauteng Tourism Authority, Gauteng Department Of Economic Development, West Rand Development Agency, and Other Business Support Organizations (West Rand District Municipality Regional Marketing And Investment Strategy, 2012). Though the feasibility of integrating these various local economic development activities under the auspices of the West Rand Development Agency in South Africa may not sound easy in practical terms, the assumption of maximum achievement to the implementation of LED policies seem to entirely rely on proper intervention strategies which is an area of discussion in the following section. However, this area needs investigation as part of this study.

Possible intervention strategies the implementation of the integrated LED approaches within the West Rand District

Referring to the previous sections, the challenge of LED in South Africa is that most local municipalities do not have adequate economic growth strategies in place that are implementable and therefore are unable to address poverty and unemployment (Makhubo, 2015; Meyer, 2013).

For LED to be successful there should be a coherent planning process involving all stakeholders within the local area. The process takes place over time, involving all sections of the community and covers all matters that affect quality of life in a local area, particularly those that need most support (Meyer, 2013). Currently, huge backlogs still exist in the provision of basic services, which is a problem endemic to areas with a large rural component. Consequently, the majority of projects currently being implemented within this sector comprise IDP projects to address these backlogs.

Despite the above highlighted challenges, Kellerman (1991: 52) defines community participation as a complex and an ongoing process through which people are enabled to exercise varying degrees of influence over development activities that affect their lives. Merely taking part passively in externally designed and managed activities, or using facilities provided through a development project does not in itself represent participation (Selaelo, 2012). Taking into consideration the identified role players in the LED

implementation strategies, the Classical and Systems theory as previously acknowledged in the previous section is assumed to as a possible strategy for creating an opportunity of allowing contributions in form of ideas from ideas of various stakeholders in the policy making process including the implementation and needs analysis (Hanekom, 1987:46; Arfo, 2015). For confirmation of this assumption, further reach is needed to qualify this theoretical framework as a possible intervention strategy of resolving challenges of the implementation of the integrated LED approach within the West Rand District.

In the view of the researcher the literature review confirms the articulation of the conceptualisation of LED, but gaps need to be attended to at implementation level, and this presents an opportunity for this study.

3. Research Design and Methodology

The nature and characteristics of this study made it suitable for a case study design which according to Yin (2003:14) is a research strategy comprising of all-encompassing method, covering the logic of the design, data collection techniques, and specific approaches to data analysis. In this study, LED managers from the municipalities, WRDA Board and the Business Sector were investigated to give their perceptions on the impact of integrated approach to local economic development in West Rand District Municipality and its Development Agency.

In the context of this research, the methodology chosen involved LED managers from the municipalities, WRDA Board and the Business Sector as respondents to the topic through the active participation in a form of interviews. This is cemented by the ideas of authors like Collis & Hussey (2003) based on the rationality that qualitative researchers during interviews are given a chance to clarify issues and ask questions whenever they arise. Farrell (2011) explains research methodology as the strategy of investigation. In addition, investigating impact of integrated approach to local economic development in West Rand District Municipality and its Development Agency needs such interactive approaches whereby probing and social interactions reflects true realities (Polit and Beck, 2005).

A. Sampling methods

In this study, the target population includes all LED managers from the municipalities, WRDA Board and Business Sector within the West Rand District. Non – probability sampling has been applied because of being qualitative in nature. Lincoln & Guba (2000) identifies the following sampling methods for non-probability sampling: snowball, haphazard/ convenience, quota and purposive/judgmental. In this study, the respondents were selected based on the assumption that they had experience, knowledge and better understanding of the contents of LED policies including the implementation process and accessibility. This research was left with no option except utilising the judgemental/purposive sampling which is characterised by the same attributes as advocated by Simmons-Mackie and Lynch (2013:1286) who perceives that purposive sampling is when a sample is deliberately

chosen based on the fact that participants may have a relationship with the study.

B. Instruments

This study made use of standardized open-ended interview questions to investigate impact of integrated approach to local economic development in West Rand District Municipality and its Development Agency and no questionnaires were used. In line with set objectives of the study, open-ended questions were formulated in order to solicit information based on Perceptions on the impact of fragmented policies and LED departments/units on the stimulation of local economic development in South Africa, feasibility of integrating the various local economic development activities under the auspices of the West Rand Development Agency in South Africa, and establishing and recommending possible intervention strategies of resolving challenges of the implementation of the integrated LED approach within the West Rand District.

C. The Interview

As indicated above, open-ended interviews were used in this research as they made it possible unlike other approaches of probing the respondents in such a way that they were able to render perceptions in form of opinions, views and attitudes towards establishing the impact of fragmented policies and LED departments/units on the stimulation of local economic development in South Africa, rationality on feasibility of integrating the various local economic development activities under the auspices of the West Rand Development Agency in the West Rand District and provision of recommendations of possible strategies of resolving challenges of the implementation of the integrated LED approach within the West Rand District. The interview approach also made this study collect accurate data and clarification simultaneously on the same day without wasting time.

D. Data Analysis

This study followed the suggestions of Ganapath (2013:108), Schiellerup (2008) and Burns (1997:329) whereby Nvivo was the program used to manage the raw data. This was followed by making use of voice recording, note taking and making use of the word processing document to transcribe the data. Coding involved the researcher organising data into categories in order to make sense of all the information gained. The interpretation and analysis part of the research involved placing data into themes in order align this to the main research question.

4. Statement of Results, Discussion and Interpretation

This section states the findings of the researcher, the discussions and interpretation of the results.

Current fragmented policies and led departments/units impact on the stimulation of local economic development.

When asked to share their views regarding the impact of fragmented policies and LED department impact on the stimulation of LED, majority of participants were of the perception that LED departments impact negatively LED

departments. Prior to that, the researcher had to firstly establish policies used by the WRDA to discharge its mandate in order to determine how fragmented policies and LED departments influence the mandate to drive local economic development, the primary findings indicated that respondents or participants had varying degrees of understanding as indicated by the following selected comments:

Respondent 1:

"...it is important to read from the objects of local government section 152 subsection (1) (e). From the Constitution there is legislation, in this case legislation is the Municipal Structures Act section 83 that talks to the mandate of the district. In terms of section 83 amongst others states that the district is responsible for socio-economic development for the district as a whole"

Close analysis of the above comment indicates a fair understanding of section 152 of the Constitution of the Republic of South Africa as adopted in 1996, the Municipal Structures Act of 1998 in particular section 83 and Municipal Systems Act of 2000 section 86 E as the legislation that forms the basis for the existence of the WRDA and its mandate. Secondary findings regarding literature analysis supports the view that the National policies on LED serves as guide to district plans which are used as WRDA policies in giving effect to the legislation and policies internal arrangements have been established by the WRDA, which includes establishment of the LED Committee within the WRDA Board with clear terms of reference. The terms of reference are appended as Appendix D (West Rand District Municipality Regional Marketing and Investment Strategy (2012:1). However, evidence of fragmentation of policies and LED departments was sighted as having a negative impact in implementing projects leading to duplication. The example given was the identification of Rand West City Local Municipality area of Brandvlei by a National department for a Mega Agri Park with Agro-processing and a stone throw away in Mogale City Local Municipality area of Tarlton was identified by a provincial department for Agro-processing. The same has happened, where lack of collaboration by LED departments on incubator buildings in each of the three local municipalities of Mogale City, Randwest City and Merafong, supposedly all coordinated by the district municipality. The Agency picked up these as discrepancies that undermine local economic development stimulation.

Respondent 2

The acknowledgement of the law as the basis for the establishment of the WRDA by the WRDM. No adherence to policy especially with private sector investment engagement. The example was the signing off of the big investment Agricultural project with the WRDA only to learn in the meeting that Mogale City has a R20m investment on the same targeted farm from the provincial government. Municipalities are implementing different by-laws leading to changing policy decisions. An allegation of fragmentation led by bureaucracy and greed also seen as having a negative impact on stimulating local economic development.

Respondent 3

Gauteng economic development policies were sighted as those used, however, lack of youth, economic diversification and tourism policies were highlighted as lacking. The transport, land used and environmental policies fragmentation I seen as the reason for negative impact on stimulation of local economic development under the auspices of the WRDA. Furthermore, an example given was of the EPWP policies where each municipality has a different approach on recruitment and labour rates, whilst in the same distinct municipality. In addition, at LED departmental level lack of specialist people and financial resources in the WRDA contributed to fragmentation as some LED departments are more resourced than the WRDA.

Respondent 4

There is acknowledgement that the Agency is established in terms of the Municipal Structures Act of 1998. However, in terms of policy the WRDA has not developed specific policies, but utilises the WRDM LED strategy, Marketing Strategy, Tourism Strategy as part of the service delivery agreement entered into between the WRDM and WRDA. The WRDA has developed its own business plan encompassing all strategies as mentioned.

Even though sectors of the economy are identified in the the strategies district wide, municipal LED departments instead of coming up with implementation plans they develop their own strategies applying territorial approach.

Respondent 5

There is an understanding that the Agency was established in terms of Municipal Structures Act of 1998, however, the cause for fragmentation was lack of clarity on the terms of reference, and therefore municipalities saw the Agency a belonging to WRDM with passive involvement of local municipalities in the district. In addition turf protection by officials causes unnecessary competition for investor between the Agency and LED departments. However, there are warm bodies in LED Units with no budgets for projects whilst the WRDA attracts investment projects with limited internal capacity.

Analysis of the above comments reflects the following emerging themes associated with negative impact on policy implementation of current LED policies: lack of collaboration in policy implementation, fragmentation of policies, lack of clarity on terms of reference, passive involvement of local companies, unnecessary competition for investors and limited internal capacity. This is the reason why literature analysis confirms that South Africa is still battling with inclusion of local economies that utilise local opportunities to address local such as economic growth and poverty eradication in a co-operative manner (Makhubo, 2015; Selaolo, 2012; Meyer, 2013).

The implication is that, fragmentation of the policies is due to lack of collaboration, total participation, lack of community involvement and lack of expertise and skills within the policy implementers within the municipality. Secondary findings from literature analysis point out that if less attention is given to combined planning, negotiation and coordination among different agencies/stakeholders will

result in policies impacting negatively on the socio-economic growth and development (Lewis 2003; Marisam, 2011; Hudson, 2017; O'Connell & Farber 2014).

Feasibility of integrating the various local economic development activities

When asked to share their views regarding feasibility of intergrating the various Local Economic Development, the following were the primary findings from the selected recorded comments:

Without quoting in full Respondent 4 stated that "The Agency need to consolidate all the plans in the region, and what each municipality need to implement, for example Mogale City has a lot of establishments and therefore anything to do with tourism should be Mogale, in terms of Agriculture you will then say Randwest as all mega projects with Agriculture are with Randwest. You take Merafong and say in terms of the new technologies so that they don't unnecessarily compete making it easy for the Agency to coordinate.

Across all respondent it emerges that the integration of various local economic development activities under the auspices of the WRDA is feasible. A workshop for buy-in and acceptance of WRDA as a single window for local economic development in West Rand seems to be on course. In this regard local municipality has been allocated catalyst economic sector to champion instead of duplication and competition e.g. Mogale City its tourism, Randwest City its agriculture and agro-processing and Merafong its renewable energy. Secondment of the WRDM LED Manager is also seen as step in the right direction in integrating local economic development activities under the auspices of the WRDA.

The emerging themes from the recorded comments are as follows: consolidation of plans according to policy, co-ordinating LED projects by making use of technology, workshopping concerned stake holders and, integration of policies stated in principle and not in practice. The implication from the emerging themes as part of the primary is a clear indication that if policies are effectively implemented, there is a possibility of integrating the various local economic development activities. Literature also confirms that though The West Rand Development Agency (WRDA) indicates some form of theoretical call for coordination of LED implementation to create economic development and job opportunities for the poor, no practical implementation is evident (2014. Makhubo, 2015).

Intervention strategies of resolving challenges of the implementation of the integrated approach within the west rand district

As already stated on 4.2 buy-in workshops and allocation of catalyst sectors of the economy to each local municipality is seen as a way to resolve the challenge of implementing an integrated approach to LED in the West Rand District. Furthermore, respondents see the secondment of the WRDM as a way of integrating LED activities under the auspices of the WRDA as confirmed by respondent 5 who stated that

“There should be a working relationship between the Agency and LED units given the warm bodies is needed for the Agency to have those warm bodies”

In the view of the researcher the legislative frame work has laid the ground for local economic development to be driven by local government either through LED departments/units or an Agency established by the municipality. As confirmed by available literature policies from the legislative frame work, and respondents or participants in this research confirmed the existence of national, provincial and local government policies and strategies approved by the WRDM and different local municipalities within the WRDM (Mafube 2011/2012). However, this is implemented in a fragmented manner owing to a number of challenges, which are mostly about silo planning and protection of turf by LED departments (Makhubo;2015; Selaelo, 2012; Meyer, 2013)

The critique to be made though is that different role players can't articulate the policies used to discharge the WRDA mandate with the same eloquence as confirmed by Respondent 5 statement "...issues of policy were not that clear in terms how we want to see the Agency performing". In the view of the researcher this can also undermine current interventions of trying to integrate local economic development activities in the West Rand District under the auspices of the WRDA.

5. Findings from the study

The first part of the study involved investigating how the current fragmented policies and LED departments/units impact on the stimulation of local economic development in South Africa.

Primary findings confirmed that the current fragmented policies and LED departments negatively impact the stimulation of local development Agency in South Africa. This associated with lack of collaboration, total participation, lack of community involvement and lack of expertise and skills in LED policy designing and implementation. Secondary findings in the form of literature analysis confirms that there is a negative relationship between lack of collaboration, fragmentation of policies and effective implementation of LED policies (Makhubo, 2015; Selaelo, 2012; Meyer, 2013). It is therefore concluded that such fragmentation of policies has contributed to the deterioration of the social and economic development of the West Rand Municipality community.

The second part of the study examined the feasibility of integrating the various local economic development activities under the auspices of the West Rand Development Agency in South Africa. Primary findings indicated that there are chances of integrating various local economic development activities in the stated location. This is only possible according to findings that if consolidation of plans according to policy are done, co-ordination of LED projects is facilitated and activated by use of technology, proper training and workshops are conducted among concerned stake holders and, integration of policies stated in both principle and practice. Literature analysis has indicated that though the vision of this integration is stipulated on paper,

no practical initiation is evident (2014. Makhubo, 2015). It is there're concluded that it is possible to integrate the various local economic Activities by the West Rand development Agent if all stated precautions are taken.

The last part of the study involved establishing and recommending intervention strategies of resolving challenges of the implementation of the integrated LED approach within the West Rand District. Primary findings indicated that community involvement in planning, designing and implementing LED policies is one of the strategies to address challenges that addresses poverty and unemployment in the West Rand community. Secondary findings acknowledge the important role of the Classical and Systems theory as a possible strategy for creating an opportunity of allowing contributions in form of ideas from of various stakeholders in the policy making process including the implementation and needs analysis (Hanekom, 1987:46; Arfo, 2015). It is concluded that lack of community engaging is hampering development in the West rand Municipality.

6. Conclusions and Recommendations

It is concluded that in responding to the main e problem, the problem the study created the basis for this research as captured in previous sections. The literature reviews revealed that a number of authors have written on the concept of local economic development and this has influenced the implementation of LED globally, continentally, nationally, provincially and locally. However, it has emerged implementation remains a challenge and therefore justified the need for this study. findings informed by information shared by the respondents and analysis of data confirmed the impact of fragmented policies and LED departments and units as feta to progress in stimulating local economic development in the district. However, it has emerged that the current intervention even though not adequately articulated present a feasibility for an integrated approach to the implementation of local economic development activities under the auspices of the WRDA.

Recommendations in the following areas should be considered in strengthening the implementation of an integrated approach to local economic development that will lead a positive impact by the West Rand District Municipality and its Agency.

Policy coordination

A joint workshop of both the political principals, the Chief Accountable office (Municipal Manager, LED unit heads and WRDA needs to be used not only as a platform to buy-in or accepting the Agency as a single window for LED, but should be held annual as platform to strengthen monitoring ad evaluation of policy adherence and implementation.

Fragmentation on implementation

All three local municipalities by council resolution should take a decision to second their LED units and respective budgets as support to the WRDA so that they can be held accountable for implementation of agreed projects on a common platform as a way of also totally eliminating unnecessary duplication and competition within the District.

Resourcing the WRDA

The integration of all LED units and their respective budgets should be taken as the first step in the resourcing and capacitation of the WRDA. However, because municipalities themselves owing to the size of their budgets, provincial and national departments should be approached to second specialists in the different sectors of the economy identified by the District, especially those who are already budgeted for by departments and deployed in regional offices.

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