



**Assessing the economic role of small urban centre developments on the  
surrounding rural communities: A case study of Turton in uMzumbe  
Municipality**

**By**

Bonginkosi Churchill Dlamini

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Town and Regional Planning, University of KwaZulu-Natal, School of Built  
Environment and Development Studies within the College of Humanities  
Howard College Campus.

## DECLARATION

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## LIST OF ACRONYMS

BDT	Bangladesh Taka
CBD	Central Business District
CRDP	Comprehensive Rural Development Programme
DEAT	Department of Environmental Affairs and Tourism.
DLA	Department of Land Affairs
DLGTA	Department of Local Government and Traditional Affairs
FET	Further Education and Training
HIV	Human Immuno Virus
ICT	Information and Communications Technology
IDP	Intergrated Development Plan
Idp	Intergrated Development Planning
IRD	Intergrated Rural Development
ISRDP	Intergrated Sustainable Rural Development Programme
ITB	Ingonyama Trust Board
KZN PDA	KwaZulu-Natal Planning and Development Act
LED	Local Economic Development
MDA	The Municipal Demarcation Act
RDF	Rural Development Framework
RDP	Recontruction and Development Programme
SDF	Spatial Development Framework
SDI	Spatial Development Inityiatives
SPLUMA	Spatial Planning and Land Use Management Act
SMMEs	Small, Medium & Micro Enterprise Businesses
TCHC	Turton Community Health Centre

## **ABSTRACT**

The economic role of small urban centres and their relationship with their rural hinterlands, which include movement of people, exchange of goods, capital and other social factors, play an essential role in the processes of both rural and urban change in every country. As a result, major spatial and demographic fluctuations have been characteristic for South Africa from the second half of the 20th century through to the 21<sup>st</sup> century, due to a dynamic process of primary urbanisation marked by intense migration trends taking place between rural areas and towns and cities. This study gives special attention to the economic role and prospects for small urban centres (concentrated areas with a population of 50,000 and below) in South African.

It is interesting to look at the economic role of small urban centres as they are the first stage of the agglomeration of urban activities and therefore are supposed to have a profound influence on the spatial and socio-economic development prospects for the surrounding rural areas. With optimism to achieve a balanced economic growth and development between urban and rural areas, town planners and associated development practitioners have continued to be inspired by small urban centres while also admiring their potential economic role on the surrounding rural communities and contribution on the Local Economic Development (LED).

The study assessed the economic role of Turton on surrounding communities of uMzumbe in comparison with the potential economic role of small urban centres on their rural surroundings as suggested by the by litteriture. To this end the study assessed whether the failure of Turton to bring about the apired economic gains to the surrounding rural communities was a result of poor planning interventions from the municipality, poor or lack of community participation and involvement or structural failure emanating from government's unclear programmes and policies for small urban centres in rural municipalities.

Qualitative information on the economic role of Turton on the surrounding communities was acquired using semi-structured interviews conducted with key informers involved in the development of Turton in uMzumbe Municipality. The information collected from the interviews was analysed by means of thematic analysis. After the analysis, it was discovered that the difficulties experienced by Turton in playing in potential economic role as a small urban centre on surrounding communities was a reflection of power struggles and unclear roles and responsibilities in the system of dual governance rather than integrated development for the rural poor.

Therefore, the research concluded that small urban centres within rural municipalities would continue to struggle to achieve desirable objectives of rural development unless a new approach was adopted that regularised the functioning of the dual governance. A syntactic policy is needed to enhance the economic role of small urban centre development that will give effect to a synthetic model for the implementation that sufficiently integrates the theories of this research. This aims to achieve a solution merging small urban centre development plans with the rural development within the rural municipalities versus the dual- governance.

*Key words: economic role, small urban centre; rural municipality, rural hinterland and dormitory towns.*

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## **Chapter One: Introduction to the study**

### **1.1 Introduction**

Balancing the development gap between the urban and rural communities continues to challenge most of the developing countries especially the former colonies. This situation has created a development landscape that is biased with urban areas being more developed than rural areas seen mostly in developing countries including South Africa. This situation was created by the apartheid economic and spatial development policies and remedial action has, since 1994, been a major problem confronting town planners and Local Economic Development officers in South Africa, especially in rural municipalities. For this reason, the national government of South Africa through local municipalities has placed its emphasis on matters relating to improvement of the quality of life for all, but especially those in rural areas.

These actions by the government are also encapsulated in the constitution of South Africa. Xuza (2006) highlighted this viewpoint arguing that the constitution states that local municipalities must “promote social and economic development” and they must “... give priority to the basic needs of the community”. In practice, this has been seen in both provincial and local governments working together towards the implementation of rural development programmes such as the Integrated Sustainable Rural Development Programme (ISRDP) and Comprehensive Rural Development Programme (CRDP) with the objective of addressing the challenges immediately felt in the rural areas. This also includes the development of new small towns (uMzumbe, 2015) and LED and Spatial Development Initiatives (SDIs) (Xuza, 2006) one of the aims of which is to improve the economic role of certain spaces in rural municipalities where development will be concentrated to benefit the broader rural areas. Therefore, the creation of new small urban centres in the form of small towns and rural service centres and the regeneration of existing small towns have been seen as the most efficient way for successfully meeting the objective of achieving rural development.

In research on public policy and small towns, van Niekerk and Marais (2008) used a population of fewer than 50,000 to define a small town. In comparison to both

international and local definitions of small urban centres, Taccoli (2004) mentions that the population for defining small urban centres can reach up to 500,000 people while on the other hand Atkinson (2008) proposed a population of between 5,000 and 100,000 people. This shows that there is no clear and precise definition of these spaces even in the context of South Africa. Therefore, this study used the term 'small urban centres' to incorporate both small towns and rural nodes that perform the function of being service centres to their rural hinterland. Throughout the research the term small urban centres and small towns is used interchangeably.

The provincial government of KwaZulu-Natal through the ISRDP has mandated various municipalities to formalise about 13 areas that were deemed suitable and have the potential to be transformed into urban centres in most South African rural areas that were lagging in terms of development. The underlying perception is that these areas were targeted for handling most of the services and infrastructures, which will lead to an increased economic role and progressive development of their rural hinterlands. This point relates to the popular conventional wisdom by the planners that suggest that small urban centres play a key role as economic and service hubs for the surrounding rural settlements.

However, there are different opinions concerning this point of view with some authors supporting the small urban centres for their role in the distribution of goods and services that stimulate the growth of the surrounding rural areas as envisaged in the Growth point, Central place and Rural Service Centre or Growth Centres Theory (Cristalier, 1933; Carr, 1997; Perroux, 1958). Contrary to this view, other scholars dispute this perceived role of small urban centres as they argue that they are often characterised by declining economies, poor infrastructure and declining youth population (Xuza, 2006; Gibb and Nel, 2007).

It is important for rural development in South Africa as Mokopanele (2006) mentions that almost half of all households in this country survive on less than R20 per day while about 70 percent, amounting to approximately 5, 2 million households that survive on R20 per day, live in rural areas. Therefore, understanding the contemporary role of small urban centres in rural areas is important as it touches on issues of basic goods

and services, which takes in to account both the economic and social aspects of rural development.

As a result, this study aims to highlighting the situation that faced rural municipalities in implementing small urban centres as a strategy for rural development. The economic role and potential for small urban centre development was chosen as a topic of focus for this study because the provincial government had proposed the establishment of 13 small towns as a strategy for fast tracking rural development in South Africa. The literature has shown that small urban centres or growth centres in rural areas are developed in two ways namely: through the government, choosing spatial areas that already play an economic and service role in their localities or picking new places for capital injection so that they can be developed to play these roles. The study explored the potential economic role of transitioning rural settlements as an important part of small urban centre development

This chapter gives a background on the existing situation concerning rural development in the South African development landscape, especially the use of urban elements in rural areas as a rural economic and spatial development strategy. The theoretical basis for small urban centres has been well documented in both the developed and developing countries. Even so, the recent views by Hinderink and Titus (2002) and in Nel (2005) suggest that small urban centres, as an integral part of the urban hierarchy, has have been neither overlooked nor misunderstood. As a result, the chapter also gives some definition of concepts that are associated with the application of small urban centre strategy in rural development, highlighting different perspectives that have been put forward by various scholars.

Following these definitions, the chapter also gives a precise statement on the nature of the research problem and then proceeds to outline the significance of the study and the objective that it seeks to achieve. Finally, this chapter closes by giving an outline of the following chapters and the structure of the entire document giving a snapshot of its content.

## 1.2 Research Problem Statement

The development of Turton into a small urban centre in uMzumbe Municipality was part of the ISRDP - a 10-year programme that was aimed at tackling South Africa's problems of rural poverty and underdevelopment. This programme was then replaced by the CRDP from 2009 onwards. The implementation of the ISRDP involved identifying certain spatial rural regions by the government that required development assistance and intervention (Harmse, 2009). The author further states that this programme was grounded on spatially selected areas where resources could be focused as a response to problems in meeting the objectives of rural development.

The identified rural region was characterised by great levels of poverty, poor infrastructure, and limited resources (ibid). In the South African map of space economy, these areas are delineated as special problem regions. Likewise, Yussuf (2009) rightfully points out that rural areas are normally characterised by problems of high poverty, low productivity, and lack of adequate infrastructure, reinforcing the low income and rural-urban disparity that exists.

Most academic literature on small urban centres in rural development in South Africa focuses on rural municipalities in general with little attention given to the peculiar challenge faced by various rural municipalities in increasing the economic role of their rural areas. Whilst previous approaches to small urban centres in rural municipalities appear to be problem-oriented and generally dealing with the provision of basic needs with little potential to transform into small towns.

In summary, the implementation of small urban centres within rural municipalities under the current dual governance system remains problematic and further delays the process of rural development. The reason is that difficulties in unlocking the potential economic role of small urban centres in rural municipalities subsequently has a bearing on the economic quality and public service delivery, hence the urgent need to revise and revitalise the current approach.

The intention of this research was therefore to explore the economic role of small urban centre in South Africa with specific reference to rural municipalities and explain the findings using the case study of Turton situated in uMzumbe Municipality.

### **1.3 The main aim and Justification of the study**

Small urban centres are developed in rural areas as a strategy to promote efficient service delivery, poverty alleviation, and promotion, support rural entrepreneurship, job creation, and improve the developmental state of the municipal area. These centres are also meant to decentralise development from rural metropolitan areas. This also includes promotion of rural economic development in previously marginalized rural areas. In this respect, the strategy aims to bridge the gap that exists in the developmental state of major urban areas (metropolitan areas) and the rural areas. Consequently, the study intends to assess the economic role and existing potential for small urban centres within rural municipalities. This is because rural municipalities are where the greatest concentration of poorest communities exist.

In South Africa, these small urban centres are deemed to have failed to promote economic development to a satisfactory level and implementing some of these centres has remained a problem-oriented exercise especially in rural municipalities. This also affects the rural municipalities in achieving the spatial vision that is envisaged in their SDFs and the timeframes that are set for the vision. While it is recognised that vibrancy and functionality of small urban centres is in the interest of their inhabitants, they are also of national interest. This is because of the potential for small urban centres to perform their 'first-best' economic and social purpose within the national spatial and economic landscape.

The research was motivated by the researcher's interest in understanding the planner's economic and spatial development of Turton. Therefore, a reflection on the Turton case study area in uMzumbe Municipality will contribute to the advancement of knowledge on challenges facing rural municipalities in the implementation of small urban centres. The study was also aimed to inform planning policies on the existing situation concerning planning and development of small urban centres.

## **1.4 Key Objectives of the Study**

The research process is always driven by specific objectives. Therefore, in undertaking this research, the researcher sought to accomplish the following objectives:

- 1.4.1 To investigate the economic role of Turton on the surrounding rural communities.
- 1.4.2 To examine stakeholders perspectives on the potential economic role of Turton on its rural hinterland.
- 1.4.3 To identify the challenges that are limiting the economic role of Turton on the surrounding communities
- 1.4.4 To proffer positive ideas and recommendations that could be a solution to the challenges affecting the economic role and performance of Turton as small urban centre.

## **1.5 The main research question**

Given the current nature of Turton, what are the economic gains that a small urban centre development can bring to uMzumbe residents?

## **1.6 Subsidiary questions**

- 1.6.1 What is the current economic role of Turton in relation to its surroundings?
- 1.6.2 What are stakeholder's perspectives on the economic potential for Turton on its rural hinterland?

1.6.3 What are the challenges that are limiting the economic role of Turton on the surrounding communities?

1.6.4 What recommendations can be suggested as solution to the challenges affecting the economic role and performance of Turton as small urban centre?

## **1.7 Research hypothesis**

Taking the economic and development disparities experienced between the urban and rural areas because of the apartheid planning policies and colonialism, well-planned small urban centre development within rural municipalities can contribute economically towards acquiring a better developmental state for the broader communities.

## **1.8 The structure of dissertation**

This dissertation is made of six chapters is chapters. These chapters are structured in the following manner:

### **1.8.1 Chapter one: Introduction to the study**

Chapter 1 introduces the topic of the research by providing the context in which the concept of small urban centres is applied in rural municipalities. The chapter provides the problem statement of the research, main and five objectives of the study. The chapter also provides the framework of the entire research, which brings into light the motivation for the research, main research question and the hypothesis. Lastly, this chapter ends by giving the structure of the research report.

### **1.8.2 Chapter two: Research Methodology**

Highlighting the research methodology helped in validating the findings and recommendations of the study. The chapter provides an outline of the research

methods that were employed in the study. It goes further to describe both primary and secondary data that were used and then gives the strengths and weaknesses of these data sources. The chapter used thematic analysis and delved into the limitation that emanated from the study during the research process.

### **1.8.3 Chapter Three: Conceptual and Theoretical Framework**

The conceptual and theoretical framework gave the ideological parameters of the study that also determined the scope of the research. This chapter gives some of the main concepts and theories that were used during the study, which informed the research and highlighted the content of the existing literature on the concept of small urban centres. Two main theories used were Growth Centre or Rural service Centre Theory and the Integrated Rural Development Theory.

### **1.8.4 Chapter Four: Literature review**

Literature review defines the extent to which the researcher has reviewed the existing literature from other scholars. The chapter proceeds by giving the definitions of small urban centres that are used and includes the background on the use of the concept of urban centre in both a national and international context. It also explores the potential economic role of small urban centre in rural development based on the available literature. Finally, the chapter closes by criticizing the concept of small urban centres.

### **1.8.5 Chapter Five: Historical Background of the Case Study**

The chapter gives general background to the study area, Turton, by outlining the physical location of the area, the nature of the surrounding areas, the population and demographic information, and socio-economic status of the study area. Moreover, the chapter precisely introduces the case study area and then gives historic information on the uMzumbe Municipality area and its development. This section closed by looking on to at the current plans that are put in place by uMzumbe Municipality to enhance the economic role on surrounding rural communities.

### **1.8.6 Chapter Six: Presentation of Findings, Data Analysis and Interpretation**

Chapter 6 provides the results of the research and the analysis. The analysis is broken into themes that make it more manageable and presentable. Finally, the chapter concludes by providing a conclusion that emanates from the analysis of the research findings.

### **1.8.6 Chapter Seven: Summary of key Findings, Conclusion and Recommendations**

Chapter 7 is the concluding section of the research. It summarises the results acquired from the study. The chapter also reflects on the entire research, outlines gaps in knowledge, and makes recommendations for further research. It also concludes the whole research.

## **1.9 Conclusion**

This chapter was the genesis of the research project and acted as an introductory part to the entire study. The chapter provided the background to the problem-oriented exercises of using urban elements in rural development in KwaZulu-Natal, South Africa and the world in general. The focus of the chapter was to contend for the development of a dynamic policy for development of small urban centres in rural municipalities that considers unique challenges faced by planners at each municipality. The aim of the succeeding chapters is to interrogating the subject of the research against previous local and international experience with particular interest in Turton, the case study.

## **Chapter Two: Research Methodology**

### **2.1 Introduction**

This section outlines the instruments used for the purpose of the study and the manner in which the study was conducted and the kind of information that was accumulated for answering the research question. For the purpose and success of this research, the data was obtained by using both primary and secondary sources. The nature of this research is qualitative. This method is presumed to be the best when used in a quest to get information of people's perceptions toward a particular subject or event from questionnaires, surveys, focus groups and interviews (Parkinson & Drislane, 2011).

### **2.2 Identification of the case study**

The selection of the case study was based on a specific criterion to ensure that it possessed the following attributes. The case study area had to be amongst the thirteen areas that were identified by the provincial government of KwaZulu-Natal as special problem region. The study area had to fit within the definitions of small urban centres as defined by the prominent scholar both internationally and in South Africa. This assisted in investigating economic role of Turton it rural hinterland and the challenges facing uMzumbe municipality in unlocking the potential economic role of Turton to its rural hinterland. The aspect of accessibility of the study area also influenced the choice of the researcher, as it was the most accessible to the researcher amongst the areas that were identified by the provincial government.

The area of study had to be located within a rural municipality as this was the area of focus of the research problem. The fourth chapter of the study brings to light the existing situation and challenges that set back the implementation of small urban centres in rural municipalities.

## **2.3 Primary sources of data**

Primary data refers to the data that is gathered directly by the researcher from the original data source and sometimes through the researcher's personal experience and usually involves survey research (Kelly et al., 2003). The process of collecting information in this study employed the following research methods and instruments:

### **2.3.1 Sampling Method**

This section of the dissertation gives a detailed outline of the methods that were employed during the research period.

#### **2.3.1.1 Purposive sampling method**

Purposive sampling method was used in the process of identifying the informants for the research interviews, particularly the municipal officials and the traditional authority and the ward councillor for ward 10. In purposive sampling, the researcher makes a preliminary inventory of the target population for sampling purposes. Denscombe (2010) maintains that by this method, the researcher deliberately chooses samples based on the specific qualities that are appropriate to the topic that is being examined to illuminate the research question. Therefore, the rationale behind this method in this study was to select municipal officials and the traditional Authority and the ward councillor as they all play specific roles in the development planning for areas under uMzumbe Municipality as they are bound by the dual governance.

#### **2.3.1.2 Stratified random sampling**

Stratified random sampling method was used in this study for selecting ward committee members from 10, 15, 16, 17, 18, and 19. According to Shi, (2015) stratified sampling is a sampling method that involves dividing a specific population into several types and then sampling randomly from each layer, as opposed to not sampling randomly straight from the population as a whole. Therefore as advised by this

definition, ward committee members from ward 10,15,16, 17,18 and 19 formed six different layers that the sample of three persons in ward 10 and two person in the remaining wards will be picked to form layers. Stratifies random sampling has an advantage of breaking down different individual in a population through classification base on characteristics which allows the researcher to extract representative samples which at the same time reduce the sample size (ibid). As a result, representative samples for Turton and its surrounding communities was extracted from the ward committee members.

### **2.3.2 Data gathering instruments**

This subsection of the research methodology identifies the tools that were used in the process of collecting data that will be analysed and interpreted in chapter 6 of this research report.

#### **2.3.2.1 In-depth Interview schedule**

An in-depth interview schedule is a guide designed to control the interview process during an in-depth interview session in a qualitative research (ST John's University of Tanzania, n.d). These were used particularly when interviewing the administrative and government officials, which includes the Mathulini Traditional Authority, LED department and the Town Planning Department of uMzumbe Municipality. According to ST, John's University of Tanzania (n.d) suggests that in-depth interview guide ensures respondents are given the opportunity to address all issues that they find relevant to the topic. Semi-structured interviews were used during the study since the informants might have had valuable information beyond the research guide that was prepared researcher. In semi-structured interviews, questions are structure according to particular themes, but may be varied during the session or even added to depending on the responses (Welman et al., 2005). Probing during the interviews was also applied since the researcher had the freedom to tamper with the questions during the process of the semi-structured interviews. Therefore, the researcher had no control

over the number of questions asked; they depended on the responses given by the informants.

#### **2.3.2.2 Focus group discussion**

A focus group is a qualitative data collection method that is proven effective in helping researchers understand social norms of a particular community, including the range of perspectives existing within that community (Smith & Albaum, 2012). The authors further allude that in market studies focus group interviews method are useful in determining what service or product a particular population. Because their ability to illuminate group opinion, the study employed the focus group, method as it was also found to be well suited for socio-behavioural research. This method was measure whether the economic role of Turton met the needs and aspiration of the both the immediate and surrounding communities. Focus group interview method was used to collect data from ward committee members who were involved in the process of development and planning of uMzumbe Municipality. This also included the key stakeholders and community representatives that held reliable information about the area and its development and were part of the community participation. A total of 13-ward committee member participated in the focus group discussion of which two members per ward. These members were nominated from ward 10, 15,16,17,18, and 19 with the ward counsellor from ward 10 as an additional member.

#### **2.3.2.3 Field observation**

In the process of the study, the researcher engaged in the observational aspect of research where the nature of development was assessed through visual interpretation. Sarantakos (2005) defines field observation as a research instrument that is used to study observable facts as long as they remain accessible. The result of this type of research depends on the degree to which the observer participated in the field and the manner in which it was standardised or structured which may include pictures for illumination of the result (ibid). This method was useful in conducting reconnaissance inspection that included a land-use survey of the area while at the same time also

assessing the level of development. This method also played a key role in collecting data that related to the physical and social activities in the area of study. Observation guide became relevant in informing the observation process.

## **2.4 Identification of informants**

In order for a person to take part in the research as an informant, the individual needed to possess particular attributes. These attributes related to the informant being a person who had been or was still involved as a recognised member of a development forum, committee or as an employee of uMzumbe Municipality area. The informants were of any gender eighteen years of age and above ensure validity and reliability of the information. The researcher assumed that the maturity of the informants would translate into mature information that would add more value to the research.

### **2.4.1 Interview with the Local Economic Development (LED) Officer**

The LED officer from the municipality was invited to participate in the study since this officer had in-depth knowledge of the LED issues pertaining to the study area. The role of the informant was based on revealing LED trends and other related aspects. The officer was able to provide information on development of Small Medium and Micro-sized Enterprises (SMMEs), agriculture development, tourism development, and training of cooperatives, facilitation and co-ordination of activities and programmes that aimed at promoting shared economic growth of the municipality (uMzumbe, 2015).

### **2.4.2 Interview with the town planning department**

The Town planner from uMzumbe Municipality was one of the informants approached to participate in the study during the study. This officer was involved in the process of developing the SDF and the IDP of the area. The informant was also involved in preliminary budgeting processes for the development project that took place in the area. From the interview with this informant, the researcher was able to acquire

knowledge regarding spatial trends and plans, development issues and intervention including the issues of funding for these interventions. Since this officer had a direct link to district town planning information, other aspects covered in the interview related to the vision of the district behind Turton and how it was integrated into uMzumbe Municipality.

#### **2.4.3 Interview with the traditional authority of Mathulini Area**

The traditional authority was also invited to take part in the study. This was because most of the area covered by Turton belonged to the Ingonyama Trust Board (ITB) (uMzumbe, 2012). This implied that communal tenure was a predominant type of land tenure in the area. In this way, the traditional leaders became the custodians of the ITB land. For this reason, the traditional authority became appropriate to the subject of the study since it possessed information pertaining to production of land for development. This informant was able to provide information on the role of the traditional authority in the development of the area of the study and the relationship between the municipalities in the process of development.

#### **2.4.4 Interview with ward 10 councillor and ward 10, 15,16,17,18 and 19 development committee members**

The focus group discussion method of data collection was used in gathering facts from ward development committee members that included the ward councillor as the chairperson of the committee. Morgan (1996) defines focus group discussion as a method or as a process where data is collected using semi-structured group interviews, which at times are moderated by a person chairing the discussion. The author further states that this method is mostly preferred in situations where there is a need to harvest a large volume of data in a limited timeframe (ibid). Since the researcher was known in the area, this method was valuable in guarding against bias in terms of selection of people who were only known to the researcher.

Through focus group discussions, the information on community participation in the decisions regarding the type of development that was relevant to the local community was provided and assessed. Other issues that the study observed were issues relating to the community perceptions of the economic role of Turton on the surrounding rural communities. Employment generating activities and type of employment opportunities available to the community members during and after the development project in the area was also assessed. This included the modes of community participation that were available to the community.

## **2.5 Secondary sources of data**

Secondary data sources were used in the study as the basis for the primary sources. According to Punch (2013), secondary data refers to data that is obtained from secondary sources, meaning it has already been gathered by other researchers and is readily available as reference material. In this research, secondary data sources that were used during the study include Ugu and uMzumbe Municipality publications, internet, online journal articles, published books and dissertations. The role of these sources of data was worthwhile in providing the researcher with knowledge and understanding of the concept and theme that needed to be covered in the primary data. As a result, the questions that were asked during the study were all rooted in specific theoretical foundation.

## **2.6 Data analysis**

Qualitative aspect of data analysis was used in analysing the data that was gathered during the study. The data that was acquired through purposive sampling in the interviews with key informants was analysed using the qualitative method of analysis. Concepts such as economic role, development, rural municipalities, small urban centre and rural development strategy that were presumed to have an effect in breaking down the research question for thematic analyses played a crucial role during this process. Thematic analysis is a logical approach applicable in the analysis of qualitative data by way of identifying themes or patterns of meanings through establishing commonalties and relationships (Mills et al, 2010; Guest et al., 2012).

Some of the supervening themes from the study were also made part of the analysis. The final information that resulted from the data analysis was a function of a combination of the theoretical framework, literature review, and the objectives of the study.

## **2.7 Limitations of the study**

The data collection method that was used during the study did not fully represent the whole community of uMzumbe, but only certain individuals of the population who represented the community. In this respect, the result of the study and the conclusions that were reached only represented the views of a section of the community. On the other hand, time and financial constraints were amongst other factors that affected the nature of the research since the researcher had to work within limited time and resources. Another limitation was that the researcher did not have control over the availability of the informants on the set date. In this way, the researcher relied on the appointments times that were made with the intended informants that were not always met during the process of research, which affected the schedule of progress of the study.

## **2.8 Conclusion**

This chapter looked at the methodology used in the quest for data that was used to construct a solid argument and conclusion. This data was then analysed using a thematic analysis approach, purposefully used for the reason that it was compatible with both the Integrated Rural Development approach (IRD) and the Rural Service Centre Theory discussed in this chapter. To understand the economic role of small urban centres in rural development there was a need to draw their ideological and historical origins collectively with the socio-economic and political factors affecting their development. These factors are sufficiently covered in this chapter.

## **Chapter Three: Conceptual and Theoretical Framework**

### **3.1 Introduction**

This chapter deals with concept definition and the literature reviewed. It begins by giving comprehensive definitions of the conceptual framework related to the research topic that includes economic role, small urban centres, rural hinterland and rural municipalities. This part of the research report proceeds by outlining the genesis of some important development theories underpinning the incorporation of urban elements in rural development. It clarifies Frenchman François Perroux's Growth Centre or Rural Service Centre Theory of 1958 and its relevance to this study and then follows by exploring the IRD of 1970. These influential theories serve as the foundation to guide the subsequent discussion of contemporary application of growth centre strategy. However, this study is primarily centred on small urban centre (growth centre) development, an increasing development thinking that was deemed to give the most appropriate theoretical framework for understanding socio-economic development in rural spaces. For the purpose of this study, the term small urban centre was used to refer to urban areas with a population not greater than 50,000 inhabitants.

### **3.2 Conceptual framework of the study**

This part of the research report identifies and explains most relevant operational concepts or terms used in during the study in relation to the research topic. The following are the four terms identified in the study:

#### **3.2.1 Economic Role**

The economic role of any geographical or spatial area is associated with the economic activities taking place in that area. In this study the focus is placed on the economic role of Turton on its rural hinterland. According to Silberfein and Kessler (1988) small urban centres as small towns cannot function as centres of political activity,

employment, marketing, and service provision. Therefore employment, marketing, service provision including production all fell within the economic role of a geographic area.

### **3.2.2 Small urban centres**

There is universal consensus that an urban area is the result of an urbanisation process. However, there are multifaceted approaches to defining an urban area making it difficult to define (Tacoli, 2004). Hence, there is no single definition that explains an urban region of different contexts (Farrington et al., 1999). According to Long (1998) urban areas can be defined using elements such as physical boundaries, the size of the population, the geographic boundaries that have to do with administrative duties.

Different countries have their own criteria for defining what is considered an urban area. For example, in Botswana, urban areas are defined as agglomerations of about 5,000 or more people, most of whom are occupied with non-agricultural activities whereas areas with 2,000 or more people including townships, town planning areas, and district centres constitute urban areas in Malawi (Demographic Yearbook, 2012). All the areas that fall outside these areas are considered as rural and are excluded from the urban statistics because they are not part of an area legally declared as urban.

In developed countries such as the United States, areas that are defined as urban spaces can be as small as some urban areas in developing countries such as Malawi. In the United States and Mexico, any area that is occupied by a population of more than 2,500 people who are involved in non-agricultural activities is considered an urban place (Envio Facts, 2001; Satterthwaite and Tacoli, 2003:9). In addition, other Latin American countries and many European countries also accept 2,500 inhabitants as an adequate population threshold for defining urban areas (Tacoli, 2004; Akkoyunlu, 2013). A low threshold of 2,000 or 2,500 can mean either that the population is dispersed, e.g. rural areas, or that a small area is concentrated with high-rise buildings. According to Frey and Zimmer (2001) and Satterthwaite and Tacoli

(2006). In trying to define and differentiate between urban and rural spaces, most governments use one of the following:

1. through population size thresholds;
2. through population size thresholds combined with measures of population density or the proportion of the population employed in non-farming activities;
3. Through administrative or political status; or,
4. through a list of settlements defined as 'urban' in the national census.

Unicef (2009) support the criteria brought forward by Frey and Zimmer (2001) and Tacoli (2006) as they all explain that depending on the context, an urban area can be defined using a combination of the of the following elements: administrative criteria (e.g., area within the jurisdiction of a municipality or town committee), population size (where the minimum for an urban area is typically in the region of 2,000 people, but differs across the globe between 2,000 and 50,000), population density, economic function (e.g., where most people are not involved in agriculture, or where there is surplus employment) or the presence of urban characteristics (e.g., streets pavements, electric lighting, bulk water and sewerage disposal). This also becomes a determinant of the rate of urbanisation of that particular place.

The most important and common element to note in the above definitions is that urban means that non-agricultural activities overrides any other activity. This may be inadequate for defining urban in the South African context, but to some degree, it can be acceptable. Another element that is worth noting when defining urban and rural areas is the formal delineation of the area under question, a process that lies in the hands of the Municipal Demarcations Board (MDB) in South Africa. The question of whether the policies that operate in these areas are rural or urban also depends on the planning and demarcation process.

What this study refers to as small urban centres is what is referred to in plans and other publications as 'growth centres', small towns, small urban centres, rural nodes, and rural services centres. In this respect, it becomes clear that small urban centres vary from place to place and in their scale.

### **3.2.3 Rural Hinterland/ rural surrounding of a small urban centre**

It is often the case that rural communities are sometimes referred to as rural hinterlands or umlands surround small urban centres. The extent of this areas starts immediately after the boundary of an urban area. As a result, this study uses the definition of Zinyama (1996) cited in Adoyi (2001) who defined rural hinterland as the region outside the urban area which relies on the urban centre for the supply of an array of services required by its inhabitants. The author also alternative used the term peri- urban areas to refer to this area. This study used the term rural hinterland to refer to the area that fall outside Turton boundary as perceived in figure 6 in chapter five of this research report.

### **3.2.4 Rural municipalities**

This study focus on Turton in uMzumbe Municipality that is a rural municipality. This type of municipality is found within the categories of the municipalities that are identified and legally recognized under the Municipal Structures Act (No. 117 of 1998). The municipalities under this category depend on one or two urban centres with a relatively small population, but most of the area remains rural (ibid). The act further states that these municipalities mainly consist of scattered settlements with most of the land held on communal tenure and depend mainly on commercial agriculture. These municipalities are normally found in areas that were former homelands. However, the definition completely covers the case of uMzumbe Municipality area since this area consists of commercial agriculture as the primary sector followed by pockets of subsistence farming and non-agricultural activities (uMzumbe IDP, 2015).

In South Africa, there are 231 of municipalities in this category and according to Patel (2010:3) are further divided into four sub-categories that assume the following fashion:

B1: Local Municipalities with large budgets and containing secondary cities.

B2: Local Municipalities with a large town as a core.

B3: Local Municipalities with small towns, with relatively small populations and significant proportions of urban populations but with no large towns as a core.

B4: Local Municipalities that are mainly rural with communal tenure and with, at most, one or two small towns in their areas.

The MDB has been responsible for demarcation and re-demarcation of these administrative areas since year 2000. According to a report by the MDB:

*“The Constitution and the Municipal Structures Act are silent on the concept of urban and rural when describing Category B municipalities. However, the White Paper of Local Government correctly points out that, in some cases, the separation of rural areas from cities and towns has imposed artificial political and administrative boundaries between areas that are otherwise functionally integrated. It also creates inequity for rural residents who contribute to the town’s economy but do not benefit from its resources. The grouping of rural areas with urban areas in the demarcation of category local Municipalities is not only allowed for in law but also regarded as appropriate.*

*In the demarcation of the municipal boundaries, provision was made for the incorporation of peri-urban areas relevant to future urban growth and which also incorporate any of the hitherto excluded functionally linked suburbs which were the product inter alia of apartheid era displacement.”*

### **3.3 Theories Supporting Small Urban Centres as Rural Development Strategy**

There are number of theories that seek to explain the role of small urban centres in rural development. This section explains two theories that were most relevant in explaining the theoretical premised of the research topic.

### **3.3.1 Growth Centre or Rural Service Centre Theory**

Growth centres or rural service centres are established based on the principles set out in the Central Place Theory. While the Central Place Theory itself emanated from Walter Christaller's paper called *Zentralen Orte in Suddeutschland* of 1933 and Losch's paper in 1954, which explains the spatial organisation and distribution of urban land and activities in relation to its hinterland. The theory declares that economic activities are spatially organised around a hierarchy of central places. According to Hall (1970) this theory puts cities at the upper end of the hierarchy serving a broader area with specialised functions like regional government and higher education; shopping centres in the middle serving intermediate areas; and villages of different sizes at the lower end of the hierarchy serving a smaller area with convenient activities like food shops and local government offices.

In rural development, as mentioned above, rural service centres draw influences from the Central Place Theory promoted by classical theorists like Frenchman François Perroux in 1958 (Manyanhaire et al., 2011). The author's thoughts were brought about by an assessment of the connection between the Central Place and Core-periphery Theories that were also prevalent at that particular time (Krishna, 2011). Different scholars have embraced the concept of growth centres to explain different development scenarios. Some scholars have innovatively used the concept as a tool for modernisation and rural development. Thus, most underdeveloped countries have utilised the growth centre technique to encourage the development of small and medium sized towns using the Central Place Theory mainly in the 1970s and mid-1980s (Krishna, 2011). This concept was also considered instrumental in decreasing the rural-urban differences and establishing a better understanding of the linkage across the development zones (Douglass, 1998).

According to Manyanhaire et al. (2011) growth centres as rural service centres were previously considered central places that belonged to the lower end of the central place hierarchy that were capable of improving the provision of basic socio-economic needs of agricultural producers. For decades, most countries had seen it as a

worthwhile exercise to identify potential areas for the establishment of this service targeted for investment in social services in the form of village units, secondary schools, roads, water, electricity, local markets, transport, primary health care, housing drainage, and ward development centres (GoZ, 1991:3; Krishna, 2011). This argument implies that whenever a growth centre is established in an area, the community should expect a noticeable change in land-use pattern and spatial structure of that area and progressive livelihoods. Therefore, these urban centres are designed to integrate different functions for lower order settlements and introduce the element of planning within the rural setting.

The service centre approach also recommends that, service centres must be deliberately created as a strategy to stimulate development within the planning for rural development programmes and the benefits will be experienced across the broader area (Ibietan, 2010). To ensure that this is achieved, the author contends that strategies to minimise the backwash effect of migrating rural labour and finance to urban centres must be devised (Ibid). Thus, concentration of local labour and finance in rural areas is deemed to allow the trickledown effect and diffusion of development but does not guarantee equitable development.

The growth centre as a strategy draws inference from the Central (Parkinson and Drislane, 2011). Central Place Theory given its relevance in understanding information that relates to functional, demographic, development trends and spatial attributes of service centres in the study areas as outlined in Christaller (1966). Since the theory also tried to explain both the spatial and functional distribution of settlements and their relationship, it was indeed found relevant to the study. Another point that made the Rural Service Centre Theory relevant to the study is that it derives its principle from the central place theory. The central place theory which is relevant to the study in that it also acknowledges the demand for centralised services, an ideology that leads to the establishment of central places such as service centres and the aspect of access which relates to transport to the central places and the functions that they provide. The study also explored this aspect of the theory to assess the synergies between the provisions of public facilities, social infrastructure and community satisfaction. In this

way, the study looked at whether the current rate and the level of supply of infrastructure and facilities in the study area were able to meet the goal of transforming the area into an urban centre.

### **3.3.2 Integrated rural development (IRD) theory**

This approach criticises the past methods used in rural development arguing that they failed to bring about development in these areas as they lacked the element of integration both in theory and in practice. This critique disqualifies the past approaches on the bases that they assumed that rural development can be achieved using a singular project approach. In this respect, there was a need for an approach that would integrate different rural development projects into one vision. The concept of the IRD was certainly unavoidable.

The IRD came to the development scene around 1970 as a new approach that was directed towards rural development and was proffered by donor agencies to developing countries. At that time, donors were of the opinion that the multi-sectoral nature of development of rural areas posed a negative influence on the investment outcomes that were anticipated (Uphoff, 2001). According to Phuhlisani (2009) the IRD approach constituted the following attributes: demand-led development, resource mobilisation (economic and human resources), and material including local communities and integration from below.

This IRD approach is defined as a dynamic approach that incorporates different sectors and numerous projects into one goal of rural development in which components such as agriculture, infrastructure and various industries complement one another (Ministry of RDLR, 2009). The IRD brings a holistic view of rural development and its assessment. The strategy suggests that rural development is broad and therefore cannot be fixed using a singular focused solution. Uphoff (2001) points out that when the element of integration is factored into rural development, the implementation process must rest on the beneficiaries and local entrepreneurs. This

view recommends that involving community and local entrepreneurs as part of the rural development planning would yield meaningful and relevant intervention. The assumption is that combining localised ideas and entrepreneurship in planning will result in desirable and sustainable development in rural areas that will be beneficial to the locals of that specific area.

On the same theoretical premise Chambers (1986) argues that in order to realise positive outcomes out of the IRD, the strategy needs to be transformed into a programme, which is prone to annual reviews, that is, a project approach. In view of how the strategy is applied as a programme, it “...captures and recognizes the essence of all human and material factors relevant to rural development as well as their positive and negative potentials in rural development goals and implementation” (Ibietan, 2010:35). It also attempts to re-orientate some policy challenges and conceptual issues that were experienced in the previous approaches that are deemed to have yielded limited, or no results.

The generally acknowledged failure of the IRD in the 1970s has been attributed to a number of reasons one of which is the top-down nature of the IRD, which explains the policy's loss of popularity amongst its intended beneficiaries (Kole, 2005 cited in Obadire et al., 2013). However, a resurgence of the IRD was seen during the 1990s as a regurgitated version of this strategy that Kole (2005:17) refers to as a modernised version of this approach. This new version is of theoretical relevance to this study. This version entails incorporation of sustainability principles in the integration aspect of the IRD approach. The integrated aspect of this new IRD, relates to diversification of economic activities, community development, environmental and agricultural activities as well as social inclusion (ibid). The study looks at the interrelationships between diversification of the economy, community development initiative and social inclusion and their outcomes.

The author also suggests that another important element of this strategy is the integration of national government strategic agendas and local development. A good

example of this situation is the integration of the previous ISRDP and the current CRDP into the municipality IDPs, which has been common in rural development since 2000 in South Africa. The theory is found to be useful in the study in explaining the manner in which the different levels of government, policies and programmes have been coordinated towards sustainable rural development through small urban centre establishment in rural municipalities.

### **3.3.3 The applicability of the theories in the study**

In this study, both the Growth Centre or Rural Service Centre and Theory Integrated rural development (IRD) theory complemented one another in explaining the subject of the study and the case study area. The RSC theory was useful in locating Turton within the South African urban settlement typologies. While the Growth Centre or Rural Service Centre Theory spatial and functional aspects of small urban centres in relation to their hinterlands, the (IRD) theory explain the integration of socio - economic and institutional aspect of development to achieve rural development. The IRD theory was useful in putting municipalities at the centre of local economic development throw it planning and institutional capacity.

### **3.4 Conclusion**

This section gave comprehensive definitions of the conceptual framework related to the research topic. The applied conceptual framework in this chapter attempted to connect all aspects of variables to the development of an objective argument that maintains this empirical inquiry. The chapter also covered the theoretical framework of the study. From the inception of the theoretical framework, the chapter outlined the Growth Centre or Rural Service Centre Theory and the IRD that help explain the discourse for application of urban element in rural development. The chapter concluded by sketching out the framework and outlining characteristics of legislative framework for rural development in the context in which the investigation was undertaken in this research.

## **Chapter Four: Literature Review**

### **4.1 Introduction**

This chapter deals with literature that was reviewed for the purpose of the study and it begins by exploring the way in which other writers have perceived the urban part of rural development. The chapter integrates literature from both developed and developing countries to shed light on the ways in which different planners and development practitioners put this model into practice. Legislative framework for establishing small urban centres in rural development is also highlighted in the chapter. However, for the scope of this study the focus is placed on the economic role performed by small urban centres on their rural umlands. This section also nominates specific countries with almost similar characteristics as precedents for the study with Bangladesh and follows with the South African precedent.

#### **4.1.1 Placing Turton within the South African rural settlement classification**

The earlier definitions of rural areas and differentiating them from urban areas as given in this study have been filled with ambiguity. From a purely South African perspective, it was in 1995 when 'rurality' was given a new meaning with the realisation that rural areas possessed different characteristics.

The International Institute for Environment and Development (2000) contends that before this time 'rural' was defined as activity taking place outside a formally declared urban area. Even though, some local definitions have added the element of density defining these spaces as sparsely inhabited with natural resources as a primary source for survival and local economy including small urban centres. The problem with these definitions is mainly related to the fact that some of the rural inhabitants have diverse income sources, some of their earnings being from external remittances. In such a case natural resources becomes a weak determining factor of what constitutes rural or urban. The following is the most recent categorisation of rural areas in South Africa.

**Table 1: Different categories of rural areas in South Africa**

Type Of Region	Characteristics Of The Region
Deep rural region	<ul style="list-style-type: none"> <li>- Located in a compromised geographical location, for example very mountainous areas, and isolated in terms of distance and access.</li> <li>- Located at four hours' or more driving distance to a major metropolitan region.</li> <li>- No clear primary node, but a number of small service centres in the form of small villages.</li> <li>- More than 90 percent of land use and economic activities involved in agricultural and/or primary sectors.</li> <li>- Examples include the central and southern parts of KwaZulu-Natal Province and the remote rural areas of the Eastern Cape Province and North-West Province.</li> </ul>
Rural region	<ul style="list-style-type: none"> <li>- Isolated in terms of distance and access, but less so than a deep rural region.</li> <li>- Located two to four hours' driving distance from a major metropolitan area.</li> <li>- Rural nodes in the form of medium to small rural towns as service centres, with a clearly defined hierarchy of nodes, a primary node and connectivity corridors.</li> <li>- More than 75 percent of land use and economic activities involved in agricultural and/or primary sector.</li> <li>- An example is part of the southern Free State Province.</li> </ul>
Fringe/ peripheral rural region	<ul style="list-style-type: none"> <li>- Strategically located on the fringe or periphery of an urban region.</li> <li>- Located within a two hour or less driving distance from major metropolitan areas.</li> <li>- Allows for economic opportunities in sectors other than agricultural.</li> </ul>

	<ul style="list-style-type: none"> <li>- Less than 50 percent of land use and economic activities involved in agricultural and/or primary sector.</li> <li>- Strong hierarchy of nodes and corridors – nodes range from large rural towns to small rural towns.</li> <li>- An example is the northern Free State region (Fezile Dabi District Municipality).</li> </ul>
Urban to metropolitan region	<ul style="list-style-type: none"> <li>- Comprises mainly urban areas in the form of large metropolitan cities, with rural areas dispersed along the periphery of the region.</li> <li>- Less than 30 percent of land use and economic activities involved in agricultural and/or primary sector.</li> <li>- Examples include the Gauteng City region, the Durban functional region and the Cape Town/Cape Flats region.</li> </ul>

Source: Meyer 2014

The above table cannot be said to be the ultimate as it does not account for local rural development dynamic taking place in each place. For example, Turton, as the case study area, would generally fit within the second category, but one problem is that according to uMzumbe (2015/2016) agriculture accounts for 22.5% of the area. This means that agriculture is not the main driver of the local economy as it is not significant since the manufacturing industry accounts for 24.0%, which is above other sectors. This implies that the dividing factor between some of the categories is still not clearly understood and a cause for confusion.

#### **4.1.2 Placing Turton within the South African classification for urban centres**

In the context of South Africa, urban centres have been defined in accordance with the prominent human settlement definitions taking into account a variety of variables, for example, regulatory limits, size, geographic boundaries and administration structure. Despite the fact that these said elements are plainly delineated in South Africa, separating these spaces has never been a simple assignment as in numerous

different nations. As indicated by the Department of Environmental Affairs and Tourism (DEAT), (2005:6) this has led to a settlement pattern for example *that “...comprises settlements of varying sizes and geographic locations; places that are urban and rural, planned and unplanned”*. The following is the categorisation of South African human settlements as indicated by DEAT that also feature different urban centres.

**Table 2: Top down categorisation of urban centres in South Africa**

<b>In 1995, the Urban Development Strategy</b>		
Type of settlement	Population size	Description
Large metropolitan areas	over 2 million people	Urban node
large cities	(500 000 to 2 million)	Urban node
medium sized cities/large towns	(100,000 to 500,000)	Urban node
medium sized towns	(50,000 to 100,000)	Urban node
<b>The White Paper on Local Government (1998)</b>		
Type of settlement	Population size	Description
small towns	(less than 50,000)	Urban node
displaced urban or dense rural settlements	(less than 50,000)	Can be urban centre/ rural area
large rural villages	(between 5,000 and 50,000)	Rural area
small rural villages and scattered settlements	settlements (of less than 5,000)	Rural area

Source: (Author, 2015) - Adapted from (DEAT, 2005)

The table shows that development policies before 1998 have concentrated on urban areas with little emphasis on rural areas, hence the categorisation of development areas and development policies were urban orientated. From 1998 onwards, development policies in South Africa began to demonstrate an acknowledgement of rural areas as places that were equally important as urban areas and so was the development of these areas.

The settlement categories illustrated above indicate that their range and complexity cannot simply be reduced to straightforward terms such as urban or rural, formal or informal, planned or unplanned. Alternatively, it must be acknowledged that there is a continuum of human settlement categories within most places. The DEAT (2005) legitimately brings up that the different typologies outlined above have attempted to separate between urban and rural but the truth remains that defining 'urban' and 'rural' is subject to debate. The underlying reason behind this argument is that there is still a hazy area between characteristics separating one settlement typology from another.

In accordance with this perspective, the White Paper of Local Government (1998) also noted that the separation of rural areas from urban (implying cities and towns) has led to artificial political and administrative boundaries separating areas that are somehow functionally integrated. For example: urban areas are said to be densely settled and developed while on the other hand rural areas are said to be scattered and poorly developed (DEAT, 2005). In contrast, in the context of South Africa some of these settlements possess perceived attributes for both urban and rural areas, such as Turton. This may be one of the short falls of the categorisation in the above table. In this regard, the study places Turton in what the table displays as displaced urban or dense rural settlement.

## **4.2 Unravelling small urban centres in rural development discourse**

Since the early 1970s, the development landscape in developing countries has been subject to urban bias and a disappointing consequence in their attempt to evenly spread economic activities between urban centres and rural areas. This includes nations like South Africa. Accordingly, urban centres have been an important topic for debate in the field of planning, human topography and economic development advancement. Generally, a small urban centre can be considered as a strategy that incorporates the concentration of urban activities, services and population that translate into vibrant economic growth and development. As indicated by Story

(1991:307-315 cited in Sibiya, 2010) there has been a growing need to investigate new methods of rural development owing to the significant and on-going debates that are continually taking place in these areas.

Interestingly, literature on development and planning has succeeded in linking urban elements with rural development and has outlined some of the positive effects that can be brought about by these linkages. For example, classical theorists like Perroux, Friedmann, Hirschman and Rodwin recognised the synergies between urban functions and rural development. Small urban centre in rural development is a current appreciation potential economic role this centres on their surroundings. Several studies have concluded that there are interlinkages between small urban centres and their rural hinterland (Nel, 2005). Vara (1989) argues that small urban centres as service centres in rural areas should develop using an incremental approach that is guided by a planned spatial framework.

#### **4.2.1 Influence of growth of agricultural production on small urban centres**

The literature reveals that some authors have agreed with the view that the quality and diversity of the function of small urban centres in rural settings hinges on the development of their surrounding service areas or hinterland (Hinderink and Titus, 1988; van den Bos and Helmsing, 1998 cited in Xuza, 2006). This view suggests that in these small urban centres, agriculture becomes the key source for emergence and growth of non-agricultural activities within the rural areas. In this manner, the sustainability of the non-agricultural sector in urban nodes depends on the performance of the agricultural sector. Evans, (1989) and Tambunan (1994) cited in Xuza (2006) supports this suggestion as they argue that, without surplus agricultural products from the rural hinterland, the economy of small urban centres in rural areas would remain stagnant.

Similarly, Mellor (1995) found the case of India's green revolution of the 1970s to be a good example to substantiate this argument. The author argues that during the green

revolution in India, selected areas experienced indigenous and demand led growth because of increased levels of consumption in rural areas that led to endogenous, demand-led growth in the green revolution area. This was mainly derived from the increased prosperity leading to growth of the entire region. The author also observed that this growth spread across the area and stimulated the development of non-agricultural activity that initially manifested in small urban centres (Mellor, 1995).

The process described by Mellor (1995) has been broken down into three rural growth linkages in Van den Bos and Helmsing (1998, cited in Xuza, 2006). According to these authors, the process starts with an increase in agricultural productivity leading to a rise in rural incomes from profits acquired from consumption linkages. Secondly, urban nodes can generate profits through what these authors call demand-led or supply-driven linkage accruals that arise from increased agricultural production. Lastly, small towns can experience investment linkages; this takes place when profits from agricultural production are used for non-agricultural activity investment.

The relationship between the urban centres and their rural sphere of influence is not without sceptics, as Xuza (2006) points out that there are many hanging questions related to this relationship. Van den Bos and Helmsing (1998) also agree with Xuza's assertion as they argue that there is strong disagreement on the type of linkages, their importance and the manner in which they function. This debate arises from factors related to the characteristics of the rural hinterland, population, and the type of demand created by agricultural growth and whether investment in non-agricultural activities is drawn from local savings (Xuza, 2006).

#### **4.2.2 Influence of small urban centres on rural development**

Literature on growth centres or rural service centres in former colonial countries shows that the concept of small urban centres in rural areas took place long before these countries gained independence. This observation is evidence that this concept is a phenomenon of the colonial era. Chirevo (2012:194 cited in Nhede 2013) agrees that

this was the case in Zimbabwe, Das (2010:130) in the case of Bangladesh, and Vara (1989) in the case of South Africa. Interestingly, growth centres in these areas gained more momentum after the countries were given independence especially in rural areas. Hence, the case of Turton settlement in the research area of this study is not peculiar to that of Bangladesh or Zimbabwe that have been mentioned. This is because small urban centres in rural settings become growth centres and service centres making them important areas steering the local economy and development of the area.

Dixon (1990) argues that the growth centre policy has been applied in various countries since its introduction, but a large proportion of the small urban nodes that emerged through this policy have not been successful for different reasons that can be attributed to the responsible authorities. The growth centre approach stipulates that there must be a central point where development and economic growth will start and then spread across the broader area. With small urban centres, people in rural areas are presumed to experience progress in terms of productivity, service provision and their standard of living. Such progress can facilitate a balance by minimising development inequalities that have been created during the colonialism and the apartheid periods. In view of how this strategy works, urban node strategy is conceived as an instrument to minimise disparities between rural and urban areas (Douglass, 1998).

Some authors have concurred that there are various ways that small urban centres are deemed to stimulate development of their rural hinterland. This includes the provision of employment opportunities and increasing the markets for agricultural products of the rural areas. These small urban centres can also play a key role in increasing the efficiency of agricultural support services that include commercial and financial services and physical infrastructure (Xuza, 2006). According to Tacoli (2004) small urban centres in rural areas can incorporate a wide range of industries such as small manufacturing, agri-processing and SMMEs that could create employment opportunities for local residents. AEROE (1992) suggest that, in the event that the economy within these rural settings is directly linked to the agricultural sector in the rural hinterland, then it can be agreed that small urban centres do stimulate the

increase in rural agricultural development. This is because in this scenario, these nodes provide a market for agricultural products. Whilst on the other hand van den Bos and Helmsing (1998) noted the ability of small urban centres to draw financial resources from to their rural counterparts. In contrast to this point, the cities themselves can take the initiative to the extent of development of neighbouring rural areas such as improvement in education and health services, transportation networks and cultural facilities. This is one way of minimising the influx of people from rural areas to cities.

The view that small urban centres play a significant economic role in the development of the surrounding rural areas hinges on their ability to generate a 'trickle-down effect' against their ability to limit a 'backwash effect' that absorbs rural resources (van den Bos and Helmsing, 1998). Supporting views proffer the idea that small urban centres play the role of market places including opportunities for diversification of rural incomes (Rondinelli, 1988; Gaile, 1992) while other perspectives suggest that these centres have limited impact on rural economic development (Hinderink and Titus, 1988; Tambunan, 1993). This point suggests that, the planners' optimism with regards economic role of small urban centre in rural development must also be informed by the negative impact that it poses to rural development.

#### **4.2.3 The importance of small urban centres on rural development**

Depending on the history and the economy of a particular country, there are different reasons that make small urban centres important in both regional and rural development. In developing countries, especially the former colonies in Africa, the importance of small urban centres in rural development is that they bring urban services close to the rural people. This is because without urban elements, African rural areas were perceived as backwards, lacking innovation and isolated from the mainstream economy and development thereby requiring special attention from government policy to develop (Siwale, 2013)

In developed countries like Britain, small urban centres are important for the reason that they are places where consumers and producers of agricultural produce meet; therefore, they provide a sustainable market. Urban population also sustains rural tourism, as they normally perceive them as areas that are picturesque, good for cycling and riding while at the same time providing a natural environment (Pugh, 2003; Woods, 2010). Thus strategically locating a small urban centre within rural areas allows space for accommodating tourists from major urban areas. This however, depends of the attractiveness of that area. Even though the reasons may differ, proper planning becomes crucial to the functionality of these places in both these cases.

Furthermore, it is worth noting that even though the importance of small urban centres may differ according to place and circumstances but there is no one factor that is common across the globe. It is that most of the people are reside in small and immediate urban centres (Tacoli, 2004; Abou-Korin, 2013). This specifically relates to the urban centres with a population of between 5,000 and 100,000 inhabitants where more than half this urban population is living in areas with less than half a million people. This viewpoint, however, proves that the world is gradually moving towards urban living rather than a rural lifestyle. Therefore, the need for proper planning for these environments makes small urban centres important, especially to rural areas where most of the poor are situated.

In addition to this point Tacoli (ibid.) mentioned that this settlement pattern was expected to continue and in the developing countries, the population in small urban centres was expected to contribute more than 40% percent of the world's total growth rate between 2000 and 2015. Indeed, this outlook seems to be a real reflection of the trend in the world's settlement pattern. Likewise, this author also substantiated this point by noting that the urban population grew from 30 percent in 1950 to 47 percent in 2000 and if it were to continue at that rate, it was estimated that world's rural population would be equal to that of their urban counterpart by 2007. Another factor that makes small urban centres important in rural development is that since the early 1960s they have caught the attention of planners and policy makers as their role in

regional and rural development has been linked to dependency and modernisation theory (Tacoli, 2004:3-4).

Even today, small urban nodes are still regarded as places where modernisation would take place and gradually spread across the surrounding rural areas. Hence, these urban centres are conceived to be an effective strategy for rural development for the ability to allow concentration of facilities, services and urban infrastructure that could otherwise not have been economically efficient if they had been located in dispersed rural areas (ibid).

#### **4.3 Potential economic role of small urban centres in rural development**

Regional spatial policies have been centred on the assumption that small urban centres can influence regional and rural development in various ways. According to Tacoli (2004), there were four main assumptions that had been driving planners to continue to use this strategy as follows:

**As markets places for agricultural produce from the rural hinterland:** As market places, small urban centres can be common places where local consumers and external markets converge. This point however, depends on the scale of agricultural activities, as some of these nodes can produce only enough for the local market. Tacoli (2004) explains that access to markets is a necessary step that leads to increase in incomes for local agricultural producers especially when urban node is in close proximity to the agricultural production areas.

**As areas for the production and distribution of goods and services:** as common places, small urban centres allow concentration of goods and services in a dedicated space. Tacoli (2004) rightfully points out that this concentration leads to reduced cost and better access to an array of all sectors such as rural households, enterprises,

public and private sector. These urban centres become lower order service centres focusing on the services outlined in Appendix D.

**As areas for growth, rural non-farm activities and employment:** small urban centres have also been admired as areas where economic growth could begin from and also provide people with non-farm employment opportunities as opposed to popular farm-related employment that was commonly associated with rural areas. Within most rural municipalities IDPs in South Africa, government services and informal sector have been most responsible in diversification of rural employment opportunities. It has also been observed that economic growth and diversification of income opportunities is achieved by promoting SMMEs Taccoli (2004).

**As areas for retaining rural migrants from the surrounding hinterland:** Despite the fact that curbing migration of rural population to metropolitan areas was marked with unsatisfactory results small urban centres played a key role in retaining some of the people in their local areas. Taccoli (2004) points out that through increased non-farm employment opportunities, demand for non-farm labour was stimulated thus at the same time decreasing pressure on larger urban centres that come with hosting extra population.

#### **4.4 Rural economic development planning at local level**

At a local government level, rural economic development guidelines were first provided for in the White Paper of Local Government of 1998, which proposed the implementation of LED on municipalities (Abrahams, 2003 cited in Qayi, 2010). This also included rural municipalities. Within the municipalities, the LED units were responsible for coordinating the preparation of LED plans and providing support to the community development projects. In practice, the LED office tasks normally translated into spatial and physical reconfiguration of certain points such as informal trading areas and taxi ranks.

In rural municipalities, understanding the concepts of rural and LED often caused confusion creating challenges and complexity in the implementation. The reason was that while the local governments were supposed to play a facilitative role in attracting business and investment and support entrepreneurship, some of the project relied on district municipalities for budget and capacity reasons (DPLG: MSA, 2000). In this regard, implementation of the LED project also depends on the coordination between both local and district government.

#### **4.5 Legislative framework of the study**

The failures of the apartheid development policies to account for rural areas have shaped the government policy intervention on rural development. Currently, this has resulted in the South African government directing a significant amount of the national budget and policies to focus on rural development and land reform. This effort by the government is clearly seen in the recent proposal to formalise 13 small urban centres and the revitalisation of existing ones with declining economies. This is a strategy for promoting sustainable rural development and reducing the rural urban divide that has always characterised the South African development landscape. In this context, the study places emphasis on the potential economic role of small urban centres on the surround rural communities. The South African government has also come to realise the economic role of this centres both their hinterland and at the national level. To try to accomplish this, the government has implemented the following legislations and programmes:

##### **4.5.1 The Constitution of the Republic of South Africa 1996 (Act 108 of 1996)**

Together with the rural development strategy in 1996, the democratic Government of South Africa made an extended effort to strengthen rural development policies. This was evident in the adoption of a new constitution. Found within this constitution, is a clear outline of the role of the government and responsibilities regarding people's

human rights and government institutions (Kole, 2005; Obadire et al., 2013). This includes the people living rural areas and the manner in which rural development programmes would be undertaken and managed. The constitution of the republic of South Africa stipulate that local municipalities have a duty to:

*“...structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community”*

The above statement referred to all local municipalities in South Africa. However, in rural municipality small urban centres became the hope for enhancing and sustaining rural economy.

#### **4.5.2 The Rural Development Strategy 1995**

This strategy became a succeeding approach to the RDP that was made to cover the rural development gaps that were deemed to have not been sufficiently covered by this programme. Bannister (2000, cited in Kole, 2005) asserts that in 1995, the rural development strategy and its implementation was spearheaded by the Department of Land Affairs (DLA). The author further outlined that the strategy was crafted with the intention to *“create greater equality in the [use of resources in] rural areas, especially land, through tenure security, restitution and reform programmes. It is argued that this strategy focused more on the infrastructure development aspect of rural areas”* (Bannister, 2000). Many setbacks remained typical features for this strategy such as underdeveloped infrastructure not to mention the weak land restitution and reform programmes. The Integrated Development Strategy suggested that without good infrastructure in place to support the people living in rural area, rural area will remain underdeveloped. This also included the economic aspect of rural development, which became the focus of this study.

#### **4.5.3 The Municipal Structures Act (Act 117 of 1998)**

The Act defined a hierarchy of municipalities that determined the duties and responsibilities that belonged to municipalities at each level. In so doing, the act mostly set up the different categories of municipalities which according to Patel (2010) are:

Category-A (Metros) –, which are large urban areas with a population exceeding one million and accounting for 56% of all municipal expenditure in the country

Category-B1 – which are local municipalities with large budgets and containing secondary cities.

Category-B2 – which are local municipalities with a large town as a core

Category-B3 – which are local municipalities with small towns with relatively small populations and a significant proportion of urban populations, but with no large towns as a core.

Category-B4 – which are local municipalities that are mainly rural with communal tenure and with, at most, one or two small towns in their areas.

Category-C1 – which are district municipalities that are not water service authorities; and finally

Category-C2 – which are district municipalities that are water service authorities.

The Municipal Structures Act was found useful in the study as it also deals with of geographical areas particularly the municipalities. As a result, the study was able to locate uMzumbe municipality within the category B4 of the municipal categorisation list stemming from this act. Municipal structures act was indeed useful in defining the scope of the study.

#### **4.5.4 The Municipal Demarcation Act (Act 27 of 1998)**

This Act allows for the formulation of a Demarcation Board that is legally recognised for subdividing land into different municipalities including the wards inside those

municipalities. In this way, the Act determines the functional boundaries of each of the municipalities and the spatial differentiation within the municipality. This is, nevertheless, inclusive of the case of demarcating spaces that are urban and differentiating them from those that are rural within municipalities. Without this MDA municipal boundary, demarcation process will remain problem oriented and full of contestation. The MDA helps in defining municipal boundaries that provided information that the study used to identify the extent of uMzumbe Municipality.

#### **4.5.5 The Municipal System Act (Act 32 of 2000)**

The legal nature of a municipality includes the local community within the municipal area, working in partnership with the municipality's political and administrative structures to provide for community participation. The Municipal System Act (Act no 32 of 2000) was formulated to guide municipalities in terms of the system that they needed to put in place to be in a position to provide services adequately. This included community participation and cooperative governance as key in the service delivery process of municipality. This Act defined processes and operational features such as IDPs. Theron (2005:135) also defined it as a strategic and comprehensive plan for municipal development which included: (1) integration and coordination and also assess to various plans proposed for municipality's area of jurisdiction; single, inclusive and strategic plan for the development of the municipality which (a) linked, integrated and coordinated plans and took into account proposals for the development of the municipality; (b) aligned plans with the capacity of the resources (c) formed a policy framework under which the annual budgeting process could be conducted.

The IDP was a point of departure for all municipalities in pursuit of their functions that explained, measured, and presided over all other plans that had to do with the development within administrative boundaries (Theron, 2005:135). Also featured within the IDP was the aspect of rural development. In the perspective of local and rural development, the IDP process became an important strategic planning tool to guide and monitor the manner in which resources were used in municipalities (Sibiya, 2010).

DEAT (2002) cited in Sibiya (ibid) states that IDP effectively contributed in reconciling the legacy of inequitable development inherited from the past. Nekwaya (2007:23) agrees with this statement in stating that IDPs lead to improved quality of life through instituting a state of ownership in community development projects leading to sustainable projects. The IDP allowed municipalities to make planned changes leading to a desired service delivery and resource allocation.

#### **4.5.6 Integrated Sustainable Rural Development Strategy (ISRDS) 2000**

Two years into the RDF, the republic of South Africa saw a major move from the RDP legacy into a new strategy also made to supplement the programme. The announcement of the strategy came directly from former president Mr Thabo Mbeki during his 1999 state of the nation address (Mbeki, 1999 cited in Obadire et al., 2013). The Presidency (2000) as cited in Kole (2005) and Obadire et al. (ibid) stated that the ISRDS was grounded on the following key elements: Integration - The co-ordination of efforts at local government level through IDPs; Rural development - Multi-dimensional, including an improvement in the provision of services and enhanced local economic growth; Sustainability - This contributes to local growth and features local participation and ownership; The existence of growth dynamics in rural areas; and the existence of rural safety nets as an integral part of the ISRDS.

The presidency also went further to change the governance system into one that would respond to the changes in the rural development policies. This was evident in the presidency's introduction of a new governance system called the Integrated Governance System in 2000 (Kole, 2005). In addition, Obadire et al. (2013) also alluded to the idea that the new system assisted in the creation of the ISRDS as it succeeded in blending different departments into one goal of rural development. Indeed, this governance system made way for the implementation of the ISRDS up to 2009.

A paper by Nic Olivier et al. demonstrated that this strategy “...*focused on coordination and integration, especially with regard to (municipal) IDPs and was meant to plan, sequence and coordinate existing budgets and programmes (including, amongst others, the Local Economic Development Fund, Spatial Development Initiatives (SDIs); SMME incubators and Skills Development Services*” (Olivier et al., 2010). Therefore, it can be concluded that the Integrated Governance System only made the implementation and monitoring of ISRDSs possible. However, in-depth discussion on rural development and local government is presented in subsequent sections.

#### **4.5.7 Comprehensive Rural Development Programme (CRDP) 2009**

As noted in the above sections, the notion of rural development had been significant in South African politics and national debates on development since 1994. However, the rural development policy trend from 1994 to 2009 highlighted the government's failure to come up with a suitable programme that would be a solution to rural problems. Jacobs and Hart (2012) mention that there was yet no guarantee that the current conceptualisation of rural development sufficient in South Africa. So far, the hope for an improved developmental state of rural areas rests within the CRDP that has been in operation since 2009. According to the MRDLR (2009), the CRDP seeks to tackle rural development through emphasis on an improved land reform programme; coordinated and integrated broad-based agrarian transformation; and strategic investment in economic and social infrastructure.

**Broad-based agrarian transformation** - This point is concerned with increasing different types and scale of agricultural production including employing suitable and sustainable technology, knowledge dissemination on sustainable use of natural resources, expanding food security and finally upliftment of the lives of rural communities (MDRDLR, 2009).

**Strategically, improved rural development** - This point involves speeding up the process of delivery of social facilities and amenities like roads, clinics, ICT centres,

and recreational facilities, reticulated water, sewerage disposal and adequate housing (Jacobs and Hart, 2012). This point does not disregard the previous efforts of service delivery in rural areas but tries to make it better in terms of quality and quantity delivered. This point also hinges on the institutional capacity fostering coordination between the provincial and local municipalities

**The improved land reform programme** - This point deals with speeding up the process of land reform, restitution and redistribution, which is crucial to the transformation transfer of land tenure. Therefore, in comprehensively dealing with the above-mentioned strategy, the programme is assumed to achieve rural development. This means that people residing in rural areas would be able to enjoy the same benefits of development as their urban counterparts. According the DRDLR (2010:3) the success of the strategies will be measured by the progress achieved in three phases that are as follows:

- ❖ **Phase 1 (the incubator stage)** – this stage deals with meeting the basic needs of the rural communities and then will progress to the second stage.
- ❖ **Phase 2 (the entrepreneurial development stage)** – deals with large-scale infrastructure development and then will succeed to the final stage.
- ❖ **Phase 3 (the stage of the emergence of industrial and financial sectors)** – the assumption is that this stage will mark the emergence of small, micro and medium enterprises followed by village markets and then progress to the industrial and financial sector.

#### **4.6 International precedent on small urban centres in rural development**

Bangladesh is one of the countries that have developed small urban centres as growth centres for rural development over the years. Different observations from various authors such as Mahmud (1996), Sen (1996) and Bhattacharya (1996) on rural development in Bangladesh have agreed that there has recently been a major change in rural labour towards non-agricultural employment. This transformation is attributed

to the implementation of growth centres in various depressed rural areas. Nevertheless, some other countries have used the same strategy, but the outcomes have been marked by a variety of results.

Therefore, this section used Bangladesh as the main precedent case study since a literature review on this country has provided one of the rare cases of success on the subject. The research then used the case study of Kenya and Zimbabwe and other countries to create a comparative analysis of the success of the small urban centre as a rural development strategy. The researcher looked at the aspect such as employment and earnings to local communities, relationship between distance from urban centre and land value turnover for traders within the urban centre and impact on the delivery of services and facilities as elements for comparison.

#### **4.6.1 Employment and earnings to local communities**

An increase or decrease in employment and earnings can determine whether the strategy of growth centres was successful or not, referring to the rural area in this case. As indicated by Das (2010) after the establishment of Goraikhali, a small urban centre in Bangladesh, the local communities experienced an increase in the following aspects: the number of employed people increased from 412 to 569 between 2000 and 2005.

The author also noted that this particular growth centre opened its doors to employment opportunities for more than 346 people positively contributing to poverty alleviation (ibid). Without a doubt, this implied progress in poverty elevation since the employed people were able to be close to work meaning less cost on transport, more disposable income that could lead to a propensity to save. On the other hand, the case studies on small urban centres in Kenya and Zimbabwe show that these centres were often perceived as beneficial to only a few well-established farmers and offered limited employment opportunities.

#### **4.6.2 Turnover for traders within the small urban centre**

Another aspect that was noted to have been achieved by the Goraikhali growth centre was a consistent increment in business turnover. This was apparent in an overview by Das (2005) which clearly demonstrated that the main nine shops had a turnover increment of around 2-3 thousand BDT. Das (2012) further contends that this suggested that there was an increased demand for goods and services meaning more profit for entrepreneurs. This change meant financial advancement, a process leading to a vibrant urban centre. In Mali, Grad (2001) stated that traders within the small urban centres such as Baguinéda experienced positive results with regard to turnover due to high demand for horticultural produce from larger urban centres. In Zimbabwe, traders within the growth centres were commonly known to experience minimal turnover, which was attributed to uneconomic rates and levies (Manyanhaire, 2009 and 2011).

#### **4.6.3 The Relationship between distance from urban centre and land values**

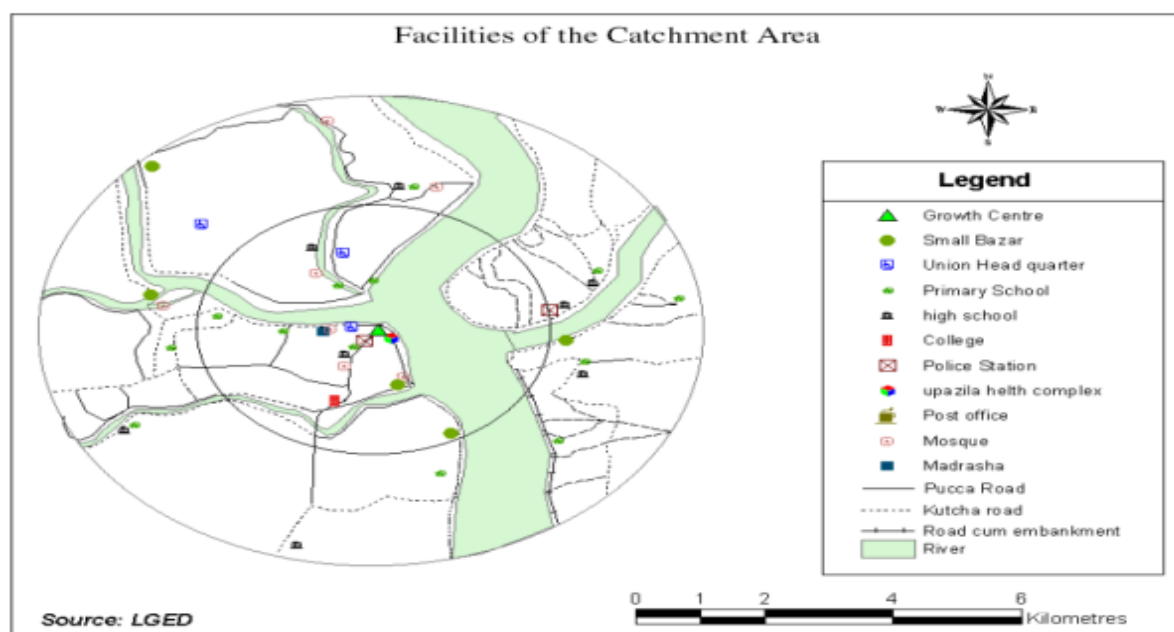
The case study of Bangladesh revealed that the overall land values in the broader area declined as one moved away from the centre, but there were other elements that affected the land values besides the distance away from the centre (Das, 2012). Away from the growth centre, land values were determined by the ability of the land to generate income such as breeding livestock, fisheries and production of vegetables, rice and cereals (ibid).

Close to the urban centre, land values were determined by proximity to services like transportation network, service facility and production areas (Das, 2012). This phenomenon created a high demand for land next to the centre that significantly increased the value attached to the land. However, literature from other countries failed to precisely show the relation the distance from small urban centres and the land value relationship. It could be that studies on the impact of small urban centres on rural development were often not quantitatively evaluated in most cases.

#### 4.6.4 Impact of mall urban centre on the delivery of services and facilities

Access to social services and facilities was one of the determinants of the level of development of a particular area and since the study concentrated on rural development strategies, it was meaningful to look to the way in which Goraikhali urban centre performed in terms of this aspect. The literature revealed that after the implementation of a small urban centre development in Goraikhali the residents' experienced increased access to social facilities that were not present prior to the growth centre. The impact of the Goraikali centre supports the statement in the hypothesis of the study in chapter one section 1.7, which suggests that well planned small urban centres in rural municipalities can lead to better developmental states of the marginalised rural communities. Below is a figure showing the situation in Goraikhali.

Figure 1: goraihkali urban centre – map of social facilities and catchment area.



Source : ( LGED cited in Das, 2010)

The Goraikhali growth centre was capable of providing improved level of services and social facilities that also influenced the re-configuration of a range of services starting from roads, social institutions, a rural mall, educational facilities and bazaar and

recreational facilities to link with the areas outside the centre (Das, 2012). Das also states that within the centre, services such as a reticulated water system, sanitation, internal road network, drainage and a solid-waste management facility were provided and impacted on both the visitors and traders' welfare (ibid). Also found within the centre was an integration of commercial, business and administrative services, especially ones of higher priority according to the community needs (Das, 2012). Even though the literature provided no quantifiable result from other countries on the impact of the provision of social and infrastructure services on small urban centres it became clear that the outcome was unsatisfactory. This was attributed to insufficient capital injection by the government to these centres (Manyanhaire, 2011).

The study by Das (2012) also illustrated that there was solid institutional support such as finance-related and social institutions that ranged from the three NGOs (BRAC, Prodiapon and PROSHIKA) that provided services and loans to the rural poor and location of a police station for surveillance of the small urban centre. The availability of social services meant that people were able to articulate matters of social welfare and ease of access. Since these institutions were locally available, they were also able to devise financial and development strategies that were suitable in the local context.

#### **4.7 South Africa precedence on small urban centres in rural development**

Despite the fact that the idea of small urban centres took place before the establishment of municipalities, municipalities were able to take the implementation of small urban centres to their responsibility. In the South African context, small urban centres have been given a different connotation such as the service centres in (Wanmali and Islam, 1995) growth centres (Manyanhaire et al., 2011) and small towns (Nel, 2007; Meyer, 2014), and rural service nodes in most municipal spatial plans. In this study, this rural development strategy is referred to as an urban node strategy. The term urban refers to the nature of the area including its population, administrative boundary and the type of settlements found within the area whilst the term node refers to the manner in which it has been communicated in the SDF of uMzumbe Municipality (also see: locality map in chapter three). Investigating the socio-economic situation in

South African small urban centres that were used as a rural development strategy offers a chance for understanding the forces behind the changes taking place in the urban centres.

The South African context is different to the case of the small urban centres in Bangladesh and Britain where these centres are associated with improved rural life and attractive to urban population. In South Africa, these centres are known as places with a high rate of migration of skilled population, high poverty levels and depressed or declining economies (Nel, 2005). This circumstance is likewise accelerated by poor local government intervention strategies as they often lack capacity to perform their tasks. What also separates the case of South Africa from most other developing countries is that a declining population is not the major problem that they are faced with, but is part of a framework of problems.

Keal (2009) adds to this argument by arguing that increasing levels of impoverishment coupled with a large section of the population being unemployed are the main areas of concern. Metropolitan urban centres are not an exception to these conditions as they are also faced with sustained urban poverty. However, metropolitan urban centres are beyond the scope of this study. Xuza (2005 cited in Keal, 2009) rightfully indicated that planners must also be concerned with small urban centres since they have a direct impact on the availability and access to services of the surrounding rural areas. Hinderink and Titus (2002) also supported by Nel (2005) made an interesting argument that corrective intervention strategies to the deficiencies of the past implementation continued to be a problem.

The vast amount of literature that was reviewed in this study also confirms this point as it was discovered that a gap in the research existed with a misunderstanding on what would amount to sustainable small urban centres in rural municipalities in South Africa. Thus, the hypothesis of this study has already assumed that well planned urban centre development within the rural municipalities can contribute towards acquiring a better developmental state for the broader community especially in rural areas.

Throughout the literature review, Nel (2005, also cited in Xuza, 2006) and Van Rooy (2007) compared to others made an interesting list of general trends taking place in small urban centres in South Africa outlined as follows:

**Breakdown of the mining centres:** collapse of most of these centres was one of the causes affecting the stabilisation of many small urban centres in most rural areas. Some small urban centres were offering services to people who came to work in a mining centre and in return, these centres offered job opportunities leading to increased income and better buying power. When these mining centres closed down, the centres lost both a skilled and unskilled population to other bigger urban centres.

**Collapse of rail transport:** the breakdown of the rail transport negatively affected small urban centres in South Africa as some of them had developed around the rail transport. Rail transport lost its significance to road transport. As a result, small urban centres that developed due to the influence of the railway lost their function. Noupoot in the Northern Cape Province is evidence of this scenario where commercial activities in this node were primarily dependent on rail transport and declined as rail transport lost its impetus (Gibb and Nel, 2007). .

**Decline in the agricultural sector:** some small urban centres were negatively affected by the decline agricultural activities leading to growth of alternative activities as substitutes, such as game farming and tourism, a phenomenon that affected the traditional function of small urban centres (Gibb and Nel, 2007). This point relates more to the agricultural regions with small urban centres performing the service centre function.

**Better communications and transport routes:** Advancement in communications and transport technology in South Africa had a detrimental impact on small agriculture service centres. This effect combined with the changing retail patterns also changed the original functions of small urban centres. As Gibb and Nel (2007) noted, the

advancement of the two sectors, increased access to distant urban centres creating competition with metropolises leading to the demise of the local small urban centres. People tended to by-pass the small urban centres to access bigger urban centres as they provided more services than the small urban centres. Therefore, people preferred to combine their grocery shopping with services that they could access in larger urban centres.

**Demographic decline:** there were a number of factors that fell in to this point such as growing economic dependence on state welfare, lack of formal jobs, escalating poverty levels and continuous migration of skilled workers. A study by Qayi (2010) on a small urban centre called Keiskammahoek in the Amahlathi local municipality revealed that most people in the area depended on state welfare grants. According to South African Social Security Agency (SASSA) (2010), the grant dependent population in the area amounted to 3,157 people and 8.5% of the total population that made up an estimated sum of R2, 628,839.00 injected into the area. While on the other hand, towards the end of the ISRDP, in 2008 56% of the potentially economically active population of the small town of Hamburg had no formal employment (Demarcation Board, 2008 cited in Keal, 2008).

## **4.8 Conclusion**

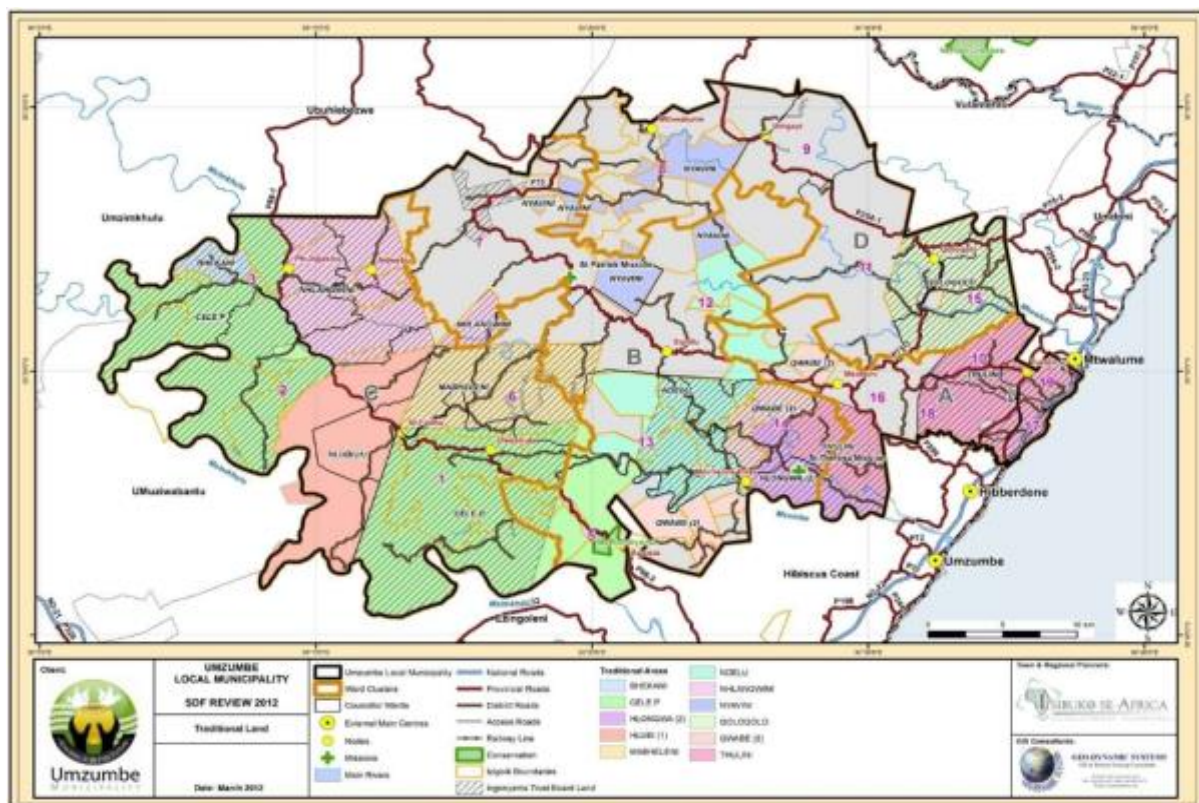
The chapter engaged on a comparative analysis of existing literature by organising the discourse on small urban centres and their economic role in rural development. This chapter dealt with literature that was relevant to the study and it began by exploring the way in which other writers have perceived the urban part of rural development. The chapter integrated literature and legislative framework for small urban centres in rural development, which showed that Africa had not done well in this model of development. This section also nominated a precedent for the study with Bangladesh as the area of study and followed by South African precedent.



Turton is situated inside uMzumbe Municipality whose history is popular within the greater Ugu area and in the country. The area incorporates four wards, which are ward 10, 17, 18 and 19. Turton also forms part of the historical background of uMzumbe Municipality since the area is a portion of this municipality's area of jurisdiction. Therefore, it is worthwhile to start by giving a glimpse on the background history of uMzumbe Municipality in order to understand that of Turton.

UMzumbe Municipality is the second amongst the two biggest local municipalities out of the six that make up Ugu district. According to uMzumbe Municipality (2015), this municipality is estimated to be around 1,260km<sup>2</sup> with a coastal belt on the eastern edge and after that spreads out for an estimated 60km to the hinterland. Figure 2 above shows that the region is seats between uMtwalume and Hibberdene. Out of the total amount of space mentioned, only a small percentage is considered semi-urban to urban land and rest of it remains with a rural status.

Figure 3: Map of land ownership



Source: (uMzumbe, 2015/2016:153)

According to Nxhumalo (2011:11) a significant part of the area in uMzumbe is held under communal tenure under the custodianship of 17 traditional authorities administered by the following Amakhosi; Bhekani, Cele, Dungeni, Emandleni, Frankland, Hlongwa, Hlubi, Izimpethu Zendlovu, Mabheleni, Ndelu, Nhlangwini, Nyavini, Qoloqolo, Qwabe N, Qwabe P, Shiyabanye and ema-Thulini. Within their respective areas, these administrators are responsible for the facilitation of land allocation and distribution for different land uses. Currently the traditional authority land amounts to 96,295ha, which is 75.4% of the municipality's area (uMzumbe, 2015/2016). Therefore, aMakhosi were crucial sources of information regarding the land ownership in this municipality. uMzumbe Municipality is also famously known for two cultural heritages such as Isivinane sika Shaka (King–Shaka's heap of stones) tourism site shown in map (figure 4) and Ntelezi Msani Heritage Tourism site in map (figure 5)

Figure 4: picture showing Isivinane sika Shaka commemoration



Source: <http://www.uMzumbe.gov.za/isivivane.html>.

Isivivana sikaShaka marks the territory that was utilised as a camping ground by King Shaka and the 50,000 warriors that accompanied him on an expedition to the former Pondoland now known as Eastern Cape. This remarkable expedition occurred around 1828 on the verge of an attack on King Faku and the return home of the amaZulu ‘the Zulus’ that fled from Shaka’s administration (IOHEELH, 2012:6). As these warriors came to this particular point, King Shaka requested them to stop with their luggage. Each warrior had to throw a piece of stone to a central point resulting in this heap of stones as a mark and substantial proof that they once came to that place (IOHEELH, 2012). Up to this date, the site has been recorded as a crucial historical and tourism attraction site in uMzumbe area followed by the Ntelezi Msani Heritage site shown below.

Figure 5: Ntelezi Msani heritage site.



Source: (uGu Annual report, 2008:32).

This particular memorial site is also one of the places that make uMzumbe Municipality famous. The site is a new burial ground for uNdunankulu (Premier) Ntelezi Msani ka Khukuleka who passed away on St. Helena Island during exile after he was convicted

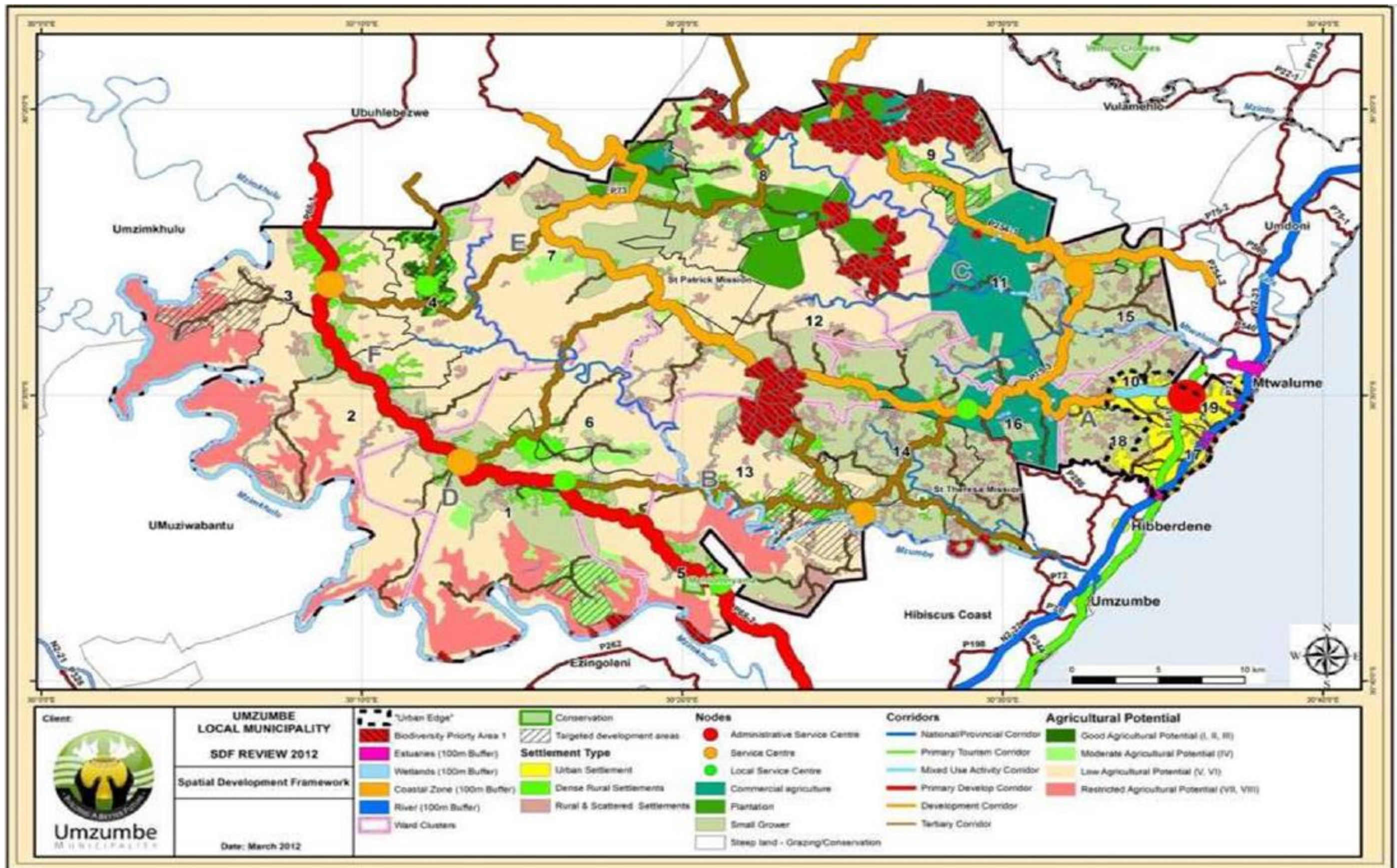
for being amongst twenty people who lead the Bambatha Rebellion (Ugu Annual report, 2008 :32). This site is known for its proposed formalisation by Ugu district municipality thereby placing uMzumbe Municipality at the forefront of the heritage tourism debate. Even though the project is still waiting for implementation, the precinct plan proposal that includes a library, museum with modern interactive archive centre, tourism information office, a memorial arch for the 1906 Ugu Heroes and an amphitheatre has been well-publicised (Ugu Annual report, 2008:32). Since the site is located in uMzumbe Municipality, this municipality has also embraced this project for its enormous potential to unlock the tourism sector and sustain the proposed Turton small town.

### **5.3 Historical background of Turton**

In the pre-apartheid era, people were scattered round the now called uMzumbe Municipality area according to seventeen different traditional authorities that caused the population to settle in pockets of isolated settlements. Like any other area that was held by traditional authorities at that time during apartheid era, the area was rural mainly focusing on subsistence farming with a population migrating to cities for job opportunities. The area also had commercial farms that fell outside the traditional authority land of which some still exist up to this time.

The period of post 1994 saw an increase in the mobility of people between different places and communities accessing their freedom of movement and association. As a result, the current uMzumbe Municipality area experienced an increase in the number of people coming from neighbouring rural areas. This population increase was mostly experienced in Turton. As a result, the area is currently marked as a high-density settlement sufficient to form a small town (uMzumbe, 2015/2016:34). It has been about two decades after 1994 and Turton has remained underdeveloped, yet attractive to a poor black population who wanted to re-locate next to the main roads for easy access to transport to take them to various destinations especially employment areas such as Port-Shepstone, uMzinto and Scottburgh. This resulted from the fact that the area had at that time no formally established town.

Figure 6: uMzumbe Municipality SDF



Source: (uMzumbe, 2015:185)

Turton is one of the areas within Ugu municipality situated along the coastline and its spatial structure is characterised by a higher concentration of settlement than any other area in uMzumbe Municipality. The area is made of ward 10, 17, 18 and ward 19. As shown In (figure 6) above the area is found on the eastern side of the boundary of uMzumbe Municipality between uMthwalume and Hibberdene which areas are adjacent to the site marked with black dotted lines.

## 5.4 Demographic and economic information of Turton

### 5.4.1 Population and racial integration in Turton

Turton has a population that is estimated to be more than 41,730 people out of the estimated total 160,975 population of the Municipality. Africans are the predominant racial group making up 99.6 percent of the total population of the municipality while Turton accounts for 41,519 Africans (uMzumbe, 2015/2016). Other categories of racial groups account for only 0.17 % of the total population unpacked in the following manner:

**Table 3: Population by racial categories in Turton**

<b>Race Group</b>	<b>No. of individuals</b>	<b>% of total population</b>
Africans	4,1517	99.6%
Whites	26	0.06%
Coloured's	86	0.21%
Indians	54	0.13%
<b>Total</b>	<b>41,730</b>	<b>100%</b>

Source: Author (Adapted from uMzumbe, 2015, wards1 0, 17, 18 and 19)

The main factor contributing to the high population in Turton can be attributed to two reasons. Firstly, coastal wards that are wards 19 and 17 have densities of 600 to almost 800 people per Km<sup>2</sup> (uMzumbe, 2015). Secondly, wards 10 and 18 experience the same phenomenon due to their proximity to the R102 and Sipofu Road which are higher order roads connecting different activity nodes uMzinto and Port-Shepstone.

#### **5.4.2 Gender profile of the population in Turton**

The majority of the population in uMzumbe Municipality are females who constitute 55% of the total 160,975 individuals while males account for the other 45% (StatsSA, 2015). This scenario is also evident in Turton since the area has an estimated 19,300 males and 22,430 females. According to the IDP, this situation can be attributed to the fact that males in uMzumbe including Turton migrate to metropolitan areas such as Gauteng and eThekweni Metropolitan areas for economic opportunities.

#### **5.4.3 The population profile by age in Turton**

UMzumbe Municipality has an estimated 72% of the total population falling below the age of 35 years of which 56.3% is in the working age group (StatsSA, 2015). Turton holds a large number of the population, as mentioned previously, of which 74% is below the age of 35 and 38% falls within the working group category. This condition shows that Turton has the possibility of more migration of this population group in the future, if there no employment generating activities are put into place.

#### **5.4.4 The levels of educational in Turton**

There is no statistical information regarding educational levels of the people residing in Turton, but the area is no different to the general statics for uMzumbe Municipality. The municipality's levels of education are directly proportional to the local availability

of skills. An estimated 4% of the population has acquired tertiary education, while an estimated 20% possess a secondary education qualification (StatsSA, 2015).

These statistics show that, even though effort has been made to improve education since 1994, uMzumbe Municipality remains with a low rate of literacy. This implies that there are skills shortage in the area that calls for urgent intervention.

#### **5.4.5 The levels of poverty in Turton**

Poverty is one element that characterises the Turton area. Being part of uMzumbe Municipality, the area is challenged with unprecedented poverty levels. Like any other area whose residents were Africans because of apartheid laws, uMzumbe Municipality as a whole remains poverty-stricken. With 51 percent unemployment rate and 77.7 percent dependency rate (StatsSA, 2015) the uMzumbe area is one of the areas that requires special intervention. Hence, the ISRDP and the CRDP also pointed out the area as a special problem region, thereby targeting it for anti-poverty, development, infrastructure upgrading, improvement of economic and skills capacity and increased provincial representation.

#### **5.4.6 The Health status of the population in Turton**

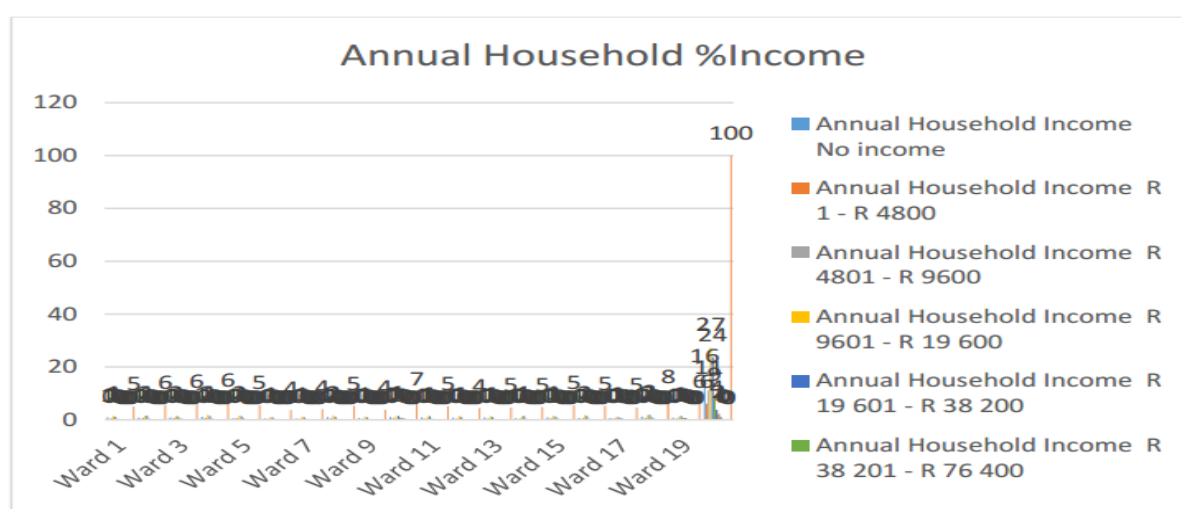
Turton is also characterised by an increase in the number of people infected with HIV and AIDS, a challenge that has been facing the uMzumbe Municipality for more than two decades. Currently, an estimated 4,185 of people in the area affected by HIV and AIDS in uMzumbe Municipality with a growth rate of death associated with HIV of 32.3 per year (Department of Health Statistics, 2011). This situation combined with migration is the major factor that contributed to the sharp decrease in the population of the area since 2001. Even though HIV has been one of the critical challenges facing Turton, the most tricky health issue is the growing number of sexually transmitted infection that is currently above 8,000 (StatsSA, 2011 cited in uMzumbe, 2015).

### 5.4.7 Employment opportunities in Turton

The large gap between the number of the employed and unemployed in the population is one of the overarching challenges facing uMzumbe. According to StatsSA (2011), about 10,000 people out of the 190,975 people reported to be employed, whilst the majority of people had no formal employment. The municipality has no established urban centre for sustainable employment opportunities. uMzumbe Municipality (2015) also mentions that a large percentage of the population lives in poverty with social grants as their source of income. Amongst other employment sectors, government services are the main employer accounting for 24.4% of the labour-force followed by community services that accounts for 20.8% of the economically active population (uMzumbe, 2015). Turton contains a large number of different government service offices.

### 5.4.8 Income distribution in Turton

Figure 7: Statistic SA data showing annual household income percentage per ward.



Source: (Stats SA, 2011 cited in uMzumbe, 2015).

Figure 7 above depicts that ward 19 is better than any other ward in the uMzumbe Municipality in terms of annual income per percentage of population. This figure also includes both the earning brackets in various occupational levels discussed earlier and informal sector earning levels and social grants. This section is important as these

findings have critical implications on income concentration and the affordability of services in the area. As ward forms part of in the Turton as envisioned in the IDP, it becomes clear that most of the income concentration is experienced in this area.

#### **5.4.9 Existing services & access to community facilities in Turton**

As far as access to water services is concerned, uMzumbe principally uses community standpipes at 200m - 800m intervals in most places with just 5.1% of family units using piped water inside their living units as reflected in the census 2011 (StatsSA, 2011). Turton is leading concerning access to piped water, but it is disturbing that around 35% of the family units relies upon river water and are prone to water-borne diseases. This relates to the lack of water infrastructure. However, Turton residents have more access to flush toilets than the total percentage of the population of uMzumbe that the latest census statistics reported.

UMzumbe (2015/2016) put forward that an estimated 69% of the residents had sanitation that is below the RDP standard. However, the municipality specified that major difficulties be faced with solid waste disposal where around 84% of the residents were dependent on their own refuse dumps while just 1% depends on privately owned businesses. This shows that access to legitimate solid waste disposal is almost absent in Turton.

Other than the above specified service deficiency, Turton has great access to roads with around 164.783km of these roads being surfaced while 419.246km are unsurfaced (uMzumbe Infrastructure Master Plan, 2009 as cited in uMzumbe, 2015/2016). The study area also has great access to power with around 49% of family units using power for lighting that is a huge increment from 29.2% in 2001.

There are no public libraries within uMzumbe. This has serious implications for student and the general literacy of the youth, since people have to travel to neighbouring

municipalities to access this facility. In terms of planning standards, at least one library should be provided for every 5,000 - 50,000 people. As such, at least three libraries are required in uMzumbe Municipality.

In terms of access to community facilities, the Department of Education Ugu Region Report (2014 cited in uMzumbe, 2015/2016), states that there are 140 schools within uMzumbe Local Municipality. Turton holds 33 out of the total number of these schools including one Further Education and Training College (FET), three combined, 23 primary schools, and 7 secondary schools capable of accommodating 13,518 pupils (ibid). This implies that access to basic education facilities is not a problem. Turton also enjoys access to four community halls out of the 28 in this municipal area (uMzumbe, 2015). Turton is well catered for with sports fields and holds 10 out of the 74 sport fields (ibid).

## **5.5 Conclusion**

The significance of this chapter of the study is that it provided information on the historical background of the case study, which was essential in developing an understanding of the context in which the research was undertaken. The chapter started by giving a historical background of the broader area of uMzumbe Municipality and afterwards continued to the history of the Turton, which is area of interest of the study. Apart from providing the background on the history of the case study area, this section additionally provided the socio-economic background relating to the area. This chapter also pointed out the planning interventions that have been designed to improve the developmental state of the area under consideration in the study.

## **Chapter Six: Presentation of findings, data analysis and interpretation**

This part of the study examines the economic role and significance of Turton on the surrounding rural communities. This chapter reports the findings of the study, data analysis and interpretation. This section is structured according to the following thematic order: (a) Historical role of Turton as a service centre and economic node, (b) Existing land uses in Turton and its surroundings; (c) Role players in local economic and development planning in uMzumbe; (d) Economic role of Turton and its rural surroundings; (e) Existing programmes in place to enhance local economic development; and (f) perspectives on the economic potential for Turton as a small urban centre.

### **6.1 Historical role of Turton as a service centre and economic node**

Historically Turton, as mentioned in chapter five, was a small-dispersed rural settlement and later grew to a cluster settlement mostly attractive to the working class who wanted to locate next to a transport major route for ease of access to transport to and from work.

Prior to the introduction of uMzumbe Municipality, Turton survived on a Magistrate court, government services and traditional administrative services. Residents from the surrounding rural villages were service consumers and labourers in the above-mentioned sectors. Besides the above-mentioned services, Turton was mainly dominated by sugarcane fields. The decrease of the sugarcane fields in the area, due to the abolition of the apartheid regime, resulted in settlement re-sizing as doors opened to people empowered by freedom of movement and association.

Based on the current field research, the focus groups and respondents commented on the way Turton was satisfactorily managed and maintained during the apartheid era and the way it functioned and serviced the needs of the rural surroundings. The focus group and the Traditional Authority mentioned that there was a public works office responsible for maintenance of existing infrastructure at that time. The

infrastructure services were mainly for government employees while the majority of the population resided in rural communities. According to the focus group, Turton was well maintained with regards to cleanliness and maintenance of infrastructure (Field research, 2015). However, the economic role of Turton was insignificant with few scattered retail shops incapable of supplying people from surrounding villages with all their necessities.

### 6.1.1 Existing land uses in Turton central area

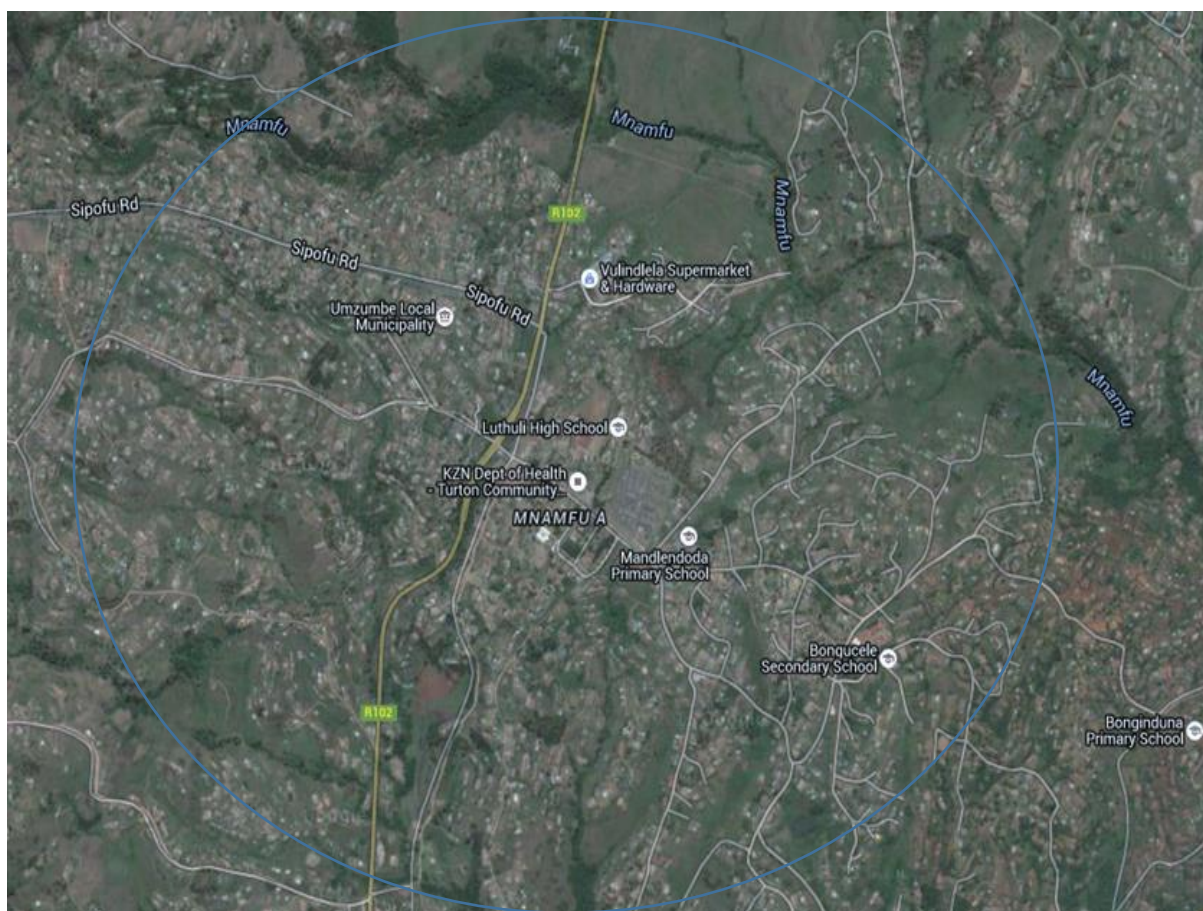


Figure 8: Aerial photo showing existing public and community facilities at 2km radius.  
Source: (Google maps, 2016)

The land-use survey and field observations revealed that one of the outstanding activities of the Turton case study area, in the immediate vicinity of uMthwalume taxi rank, is the vehicular movement along the R102 (Old main road) where most of the

commercial activities and public transport points and facilities are situated. The space where this activity occurs is not well planned and maintained to cater for the demands placed upon it. The reservation of open spaces such as play lots, sports fields, and parks is critical in the maintenance of a balanced urban environment and Turton lacks this aspect. There is a large amount of unused space, which requires planning intervention so that the attractiveness of the area is increased and pedestrian movement maintained.

The area is characterized by medium and high (about 15-30 dwelling units per hectare) residential land use. It can be assumed that a further increase of densities to about (20-35) dwelling units per hectare in the residential component of both the R102 and Isipofu Road could increase the demand for education, health and welfare and other public buildings and facilities. The implementation of such residential development would lead to a general increase in activity in the area. The location of these facilities would also increase the amount of commercial activity in the area making the area more vibrant.

The types of businesses identified along the R102 and Isipofu Road varies but appears to have a clear element of specialisation rather than diversification. Businesses range from hardware, take-away and supermarkets, spaza shops, liquor outlets and a livestock market. Other land uses include public buildings such as the clinic, municipal offices, FET college taxi rank and informal pension payout point, among others. Even though these activities found along the intersection show some aspects of diversification, commercial retail is the dominant activity as per the following figures in section 6.3 below.

## **6.2 Role players in local economic development planning in Turton**

The study found that the key role players in the Local economic development process in Turton were the municipal officials, private sector, ward committee and traditional authority including other community representatives chosen by the community.

However, the involvement of the private sector was minimal, a situation that was attributable to the lack of attractiveness of the area to investors. The focus group mentioned that municipal officials should ensure that the development interventions and plans for development were clearly communicated to all the stakeholders. Provincial government representing different departments were also mentioned to be key stakeholders in the process of economic and development planning through the department of Comparative Governance and Traditional Affairs.

Burkey (1993) indicate that full participation of the rural poor in their own development process was said to be a key factor in the success of development projects. However, the case of Turton provided contrasting results. The focus group felt that community involvement in LED planning was minimal as they often felt that their views were not taken seriously during the planning for development in Turton. They indicated that they were of the impression that their participation was more of a consultation than involvement.

One of the reasons that were raised in the focus discussions was that the municipality did not give timely feedback on the progress regarding the development plans, projects and programmes. As a result, the community indicated that this had led to a situation whereby they lacked knowledge of the outcome and progress of projects and programmes.

Similarly, the respondents from the traditional authority also indicated that their role in the development and planning of Turton has been reduced to consultation instead of involvement. Ntsebeza, (2006:257) argued that recognising hereditary institutions of traditional leadership in conjunction with the liberal democratic notions of representative local government in the same constitution was conducive to contradiction. Indeed, the case study corresponds with Ntebeza's viewpoint as the focus group had indicated that during community meetings the community had often raised that the information that they received from the traditional authority concerning development was not the same as the information from the municipality. This point

was attributed to the fact that in uMzumbe community still had strong faith in traditional leadership perceived as an agent entrusted with decisions concerning traditional community development and land administration. This implied that for the local government to get access to land LED projects it was essential to approach the traditional authority, which exposes them to risk of not obtaining land, which could consequently lead to inadequate development of the rural communities.

The case of Turton was not an exception to this situation as it was found to be one of the reasons hampering economic development. An interview with the traditional authority acknowledged that weakened functioning of the dual-governance existing in uMzumbe had exacerbated this condition. This was attributed to the opinion that the municipality imposed plans rather than integrating them with existing structures when it came to economic development and planning. In addition, the traditional authority indicated that as long as the development plans were undertaken in this fashion economic development planning in Turton remained a challenging exercise.

### **6.3 Current economic role of Turton on the surrounding rural communities**

As most literature claimed in the literature review, small urban centres serve as commercial services centres or nodes to their rural hinterlands and offer urban and commercial services such as ... *“banks, administrative offices, retail facilities and filling stations”* (Qwayi, 2010). Similarly, Turton provides some retail and commercial services to its rural hinterland. However, Turton performs its commercial aspect on a small scale because of lack of variety of services offered by the area. Field research revealed that Turton nevertheless performs an important role as a primary service centre to the surrounding rural communities. The area also possesses potential to serve as an important commercial centre for the retail and grocery due to its proximity Turton Taxi Rank and Turton intersection. Currently, Turton has limited Infrastructure to support business and private sector investment. Within the currently perceived urban boundary available, the area constitutes the following commercial facilities and social facilities:

### 6.3.1 Existing economic activities in Turton Central

Figure 9 and Figure 10: Types of Businesses next to Turton Intersection.



Source: (Author, 2016)



Source: (Author, 2016)

Figure 11 and Figure 12: Retail activities.



Source: (Author, 2016)



Source: (Author, 2016)

Figure 13: Informal traders next to SASSA offices and FET College



Source: (Author, 2016)

Figure 14: Saloon and Fast Food Shop next to the FET College.



Source: (Author, 2016)

In terms of the economic role Turton is driven through a variety of activities as shown above. Figure 9 shows the livestock market which was located at the Turton intersection. This was the only existing livestock market in the central area of Turton. Figure 10 shows Vulindlela Hardware which was also located at the Turton intersection

opposite the livestock market place. Figure 11 displays a spaza shop also located in the central area next to the Turton Healthcare Centre. Figure 12 shows Woza Waza which was located adjacent to Mthwalume Taxi Rank. In the area there was a high visibility of legal liquor establishment around Turton intersection. The number of these establishments decreased and became more scattered away from the intersection. Figure 13 Shows an informal market in the form of stands located next to the main road, SASSA offices, Esayidi FET college, Luthuli High School and THCC. Opposite these informal market was the saloon and fastfoods store, as displayed in figure 14, also next to the road trying to take advantage of access.

Even though there was an aspect of diversification in these activities, field observation found retail activities to be the dominant economic activity in the CBD. This could mean a need for more diversification of economic activity and investment in the area since the retail industry cannot generate enough employment opportunities for the surrounding rural communities.

Literature on Growth Centre or Rural Service Centre Theory by Krishna (2011), Manyanhaire et al. (2011) and Tacoli (2014) show that small urban centres should perform a combination of the following four functions: (1) Acting as centres of demand/markets for agricultural produce from the rural region; (2) Acting as centres for the production and distribution of goods and services to their rural region; (3) Acting as centres for the growth and consolidation of rural non-farm activities and employment; and (4) Attracting rural migrants. The study revealed that Turton was already performing some of these functions at different scales even though the area had not been formalised.

The respondents shared similar views on the role of Turton in the rural development of uMzumbe Municipality. All the respondents agreed that Turton was an important area in the development of uMzumbe Municipality in terms of access to goods and services. They mentioned that the study area was the centre for goods and services as it had the highest level of services and facilities for the rural poor compared to other areas in the municipality. However, the range of goods and services provided by Turton was of great concern to the respondents as they mentioned that things like

financial services, clothing, post office and furniture shops were not available in Turton. Therefore, bigger centres were always the best option to use as they could combine other activities with groceries on their trips.

People residing in Turton and the surrounds depended on the Mthwalume Taxi rank, which was located at the Turton intersection, for their day-to-day travelling. This, combined with the availability of an array of public facilities, attracted people to the area activating the space and making it more vibrant. This increase the number of trips for public transport, which positively contributed to the economic sustainability of this type of transport.

The respondents also indicated that Turton was not only a market place and a service hub for its surrounding rural communities but also generated employment for the community that improved the condition of rural poor and their livelihood. The contribution of Turton to formal employment creation established an example of economic development of the rural poor. According to the respondents, Turton was leading in terms of opportunities for formal employment in relation to other areas found in uMzumbe Municipality. Most people with formal employment were employed in the study area especially in the public sector.

The interviews with the municipal officials also revealed that the coastline on the eastern border of uMzumbe Municipality, which also forms part of Turton, played a significant role in tourism attraction and development in the area. An example that was put forward during the study was Turton Beach, which has played a catalytic role in tourism development in the area. A respondent from the LED department also brought to light that even though the beach was new the Turton beach festival had made a positive contribution in increasing the number of tourists to uMzumbe Municipality during the festive season.

Therefore, it can be deduced that the role of Turton in the surrounding communities needed to be extended to financial services and should be diverse enough to also provide sustainable job opportunities to semi-skilled and unskilled labour as well.

### 6.3.2 Existing economic infrastucture

Figure 15: Water supply in Turton



Source: (Author, 2016)

Figure 16: Depicting roadside water meter boxes



Source: (Author, 2016)

Figure 17: Exposed PVC water pipe



Source: (Author, 2016)

Figures 15 and 16 above display the existing water infrastructure in the area. Chapter 3 already mentioned that there were two levels of water supply in the area. Some households got their water supply from the communal standpipes placed at 500m intervals. This was for households that could not afford to pay for an individual water service. The second level of water supply was the paid individual connection with meter box, which the community paid on a monthly base. Water pipes ran parallel to the road even though in some areas, especially with gravel roads, with water pipes were exposed by soil erosion as shown in figure 17.

Figure 18: Unsheltered public transport facility next to Turton Health Centre



Source: (Author, 2016)

Figure 19: Tarred road and pavement that lack maintenance



Source: (Author, 2016)

Figure 20 and Figure 21: showing modes of transport in Turton



Source: (Author, 2016)



Source: (Author, 2016)

The area possessed both road and rail transport. However, private vehicles were the most dominant type of transport in the area followed by taxis. Figure 20 shows the traffic caused by both these modes of transport during early hours of the day. On the other hand, figure 21 shows the nature of the railway line that was mainly used to carry cargo also in good condition. The presence of this railway line presented a potential for revitalisation of the rail transport for passengers.

Figure 22: Gravel road with traces of soil erosion



Source: (Author, 2016)

The main roads that make up the Turton intersection is a tarred road as displayed in figure 19 while the access roads to individual households are gravel as displayed in

Figure 22. The condition of the roads gets poorer and narrower further away from the Turton intersection.

Figure 23 and Figure 24: Poorly maintained storm water and manhole blocked by



debris Source: (Author, 2016)

The area possessed a storm water drainage that showed lack of proper maintenance. Figure 23 shows a storm water manhole that had been filled by debris. While figure 24 displays a concrete storm water channel which was blocked by masonry bricks and some broken storm debris. However, some parts of the area around the intersection showed better-maintained storm water drainage next to the municipal offices as displayed in figure 25 below.

Figure 25: Storm water drainage next to the Municipality's Offices



Source: (Author, 2016)

### 6.3.3 The nature of existing recreational facilities

Figure 26: Turton Beach site proposed for formalisation



Source: (Author, 2016)

Figure 26 displays the proposed site for formalising Turton Beach aimed to be one of the important tourist attraction sites in uMzumbhe Municipality especially during the festive season. Even though the site was not part of the current envisioned CBC boundary as shown in figure 31 below, this site was considered influential in sustaining vibrancy of the centre. The respondent from the LED department indicated that the site had already hosted the Turton Beach festival on 16 December 2015 as a way of marketing the site; the attendance rate was sufficient and promised to increase in the future. The LED also mentioned that the site had also successfully hosted an event called the Beach games that was also meant to put the area in the tourism spotlight while at the same time contributing to development of the area.

### 6.3.4 The existing settlement typologies in Turton

Figure 27: Rental housing next to Mthwalume taxi rank



Source: (Author, 2016)

Figure 28: Single and double story housing next to Turton intersection



Source: (Author, 2016)

Vertical expansion and cluster development are other ways in which Turton displayed an increase in Housing densities and in the aspect of demand for land for housing developments. Figures 27 and 28 depict these types of developments.

#### 6.4 Existing programmes in place to enhance local economic development

There were limited local economic development programmes that had been implemented by uMzumbi Municipality. Out of all the programmes, not even a single programme had been put in place specifically for Turton in order to enhance its economic role in the surroundings as a small urban centre. However, an interview with the LED department indicated that most programmes are focused on the municipality as a whole but there was one that took place in Turton in the form of an agricultural cooperative. This cooperative was called Siggobhinhlabathi specialising in agricultural organic produce as depicted in figure 29 below.

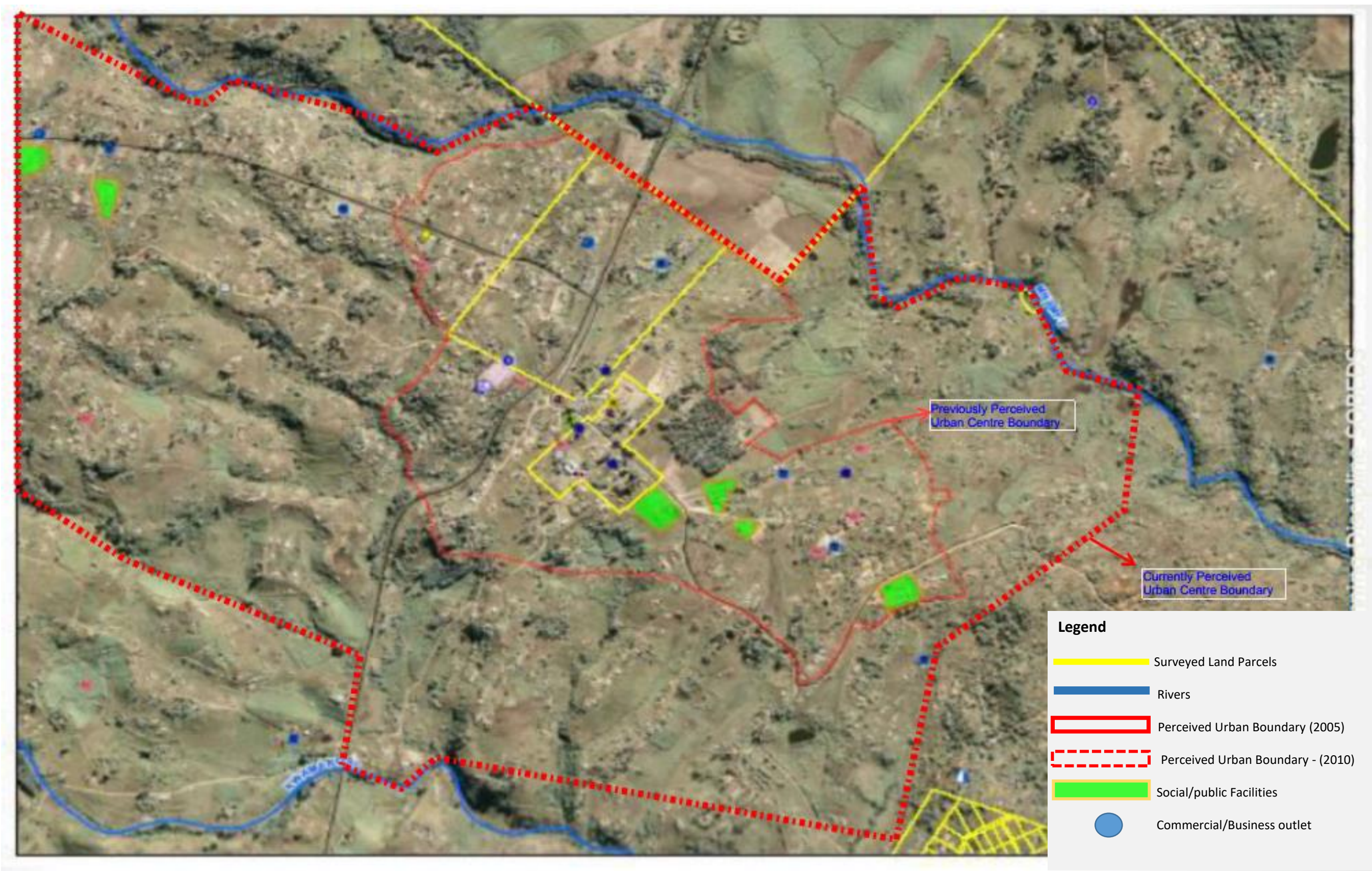
Figure 29: Depicting Siggobhinhlabathi organic fruit and vegetable cooperative



Source: (Author, 2016)

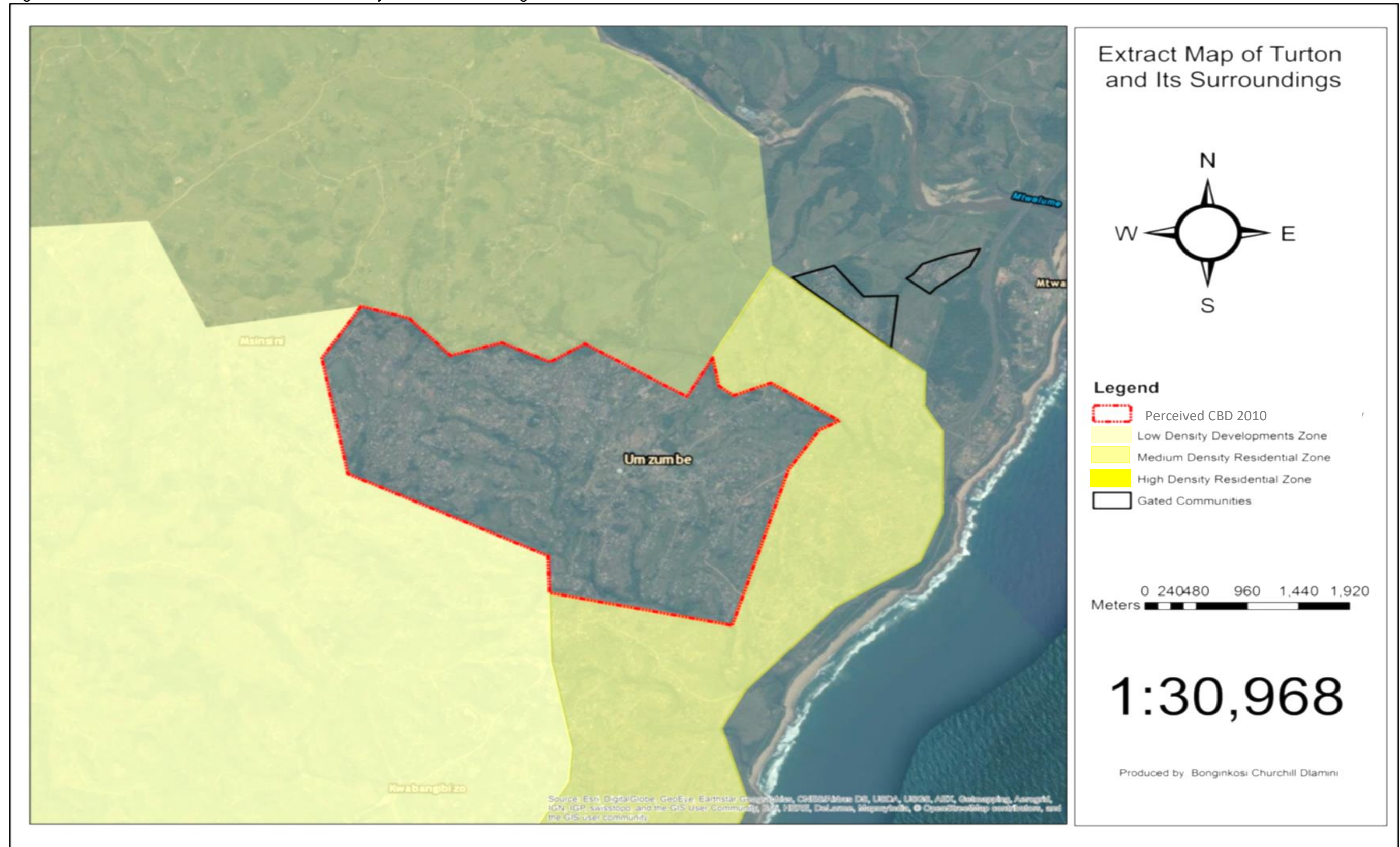
The following two diagrams shown below give the delimitation perspective of the area that was already semi-urban transitioning into an urban area.

Figure 30: Earlier Perceived Turton CBD



Source: (Authors description adapted from lecture notes, 2015)

Figure 31: Perceived Turton Urban Centre boundary and its surroundings



Source: (ArcView version 10.2, 2016)

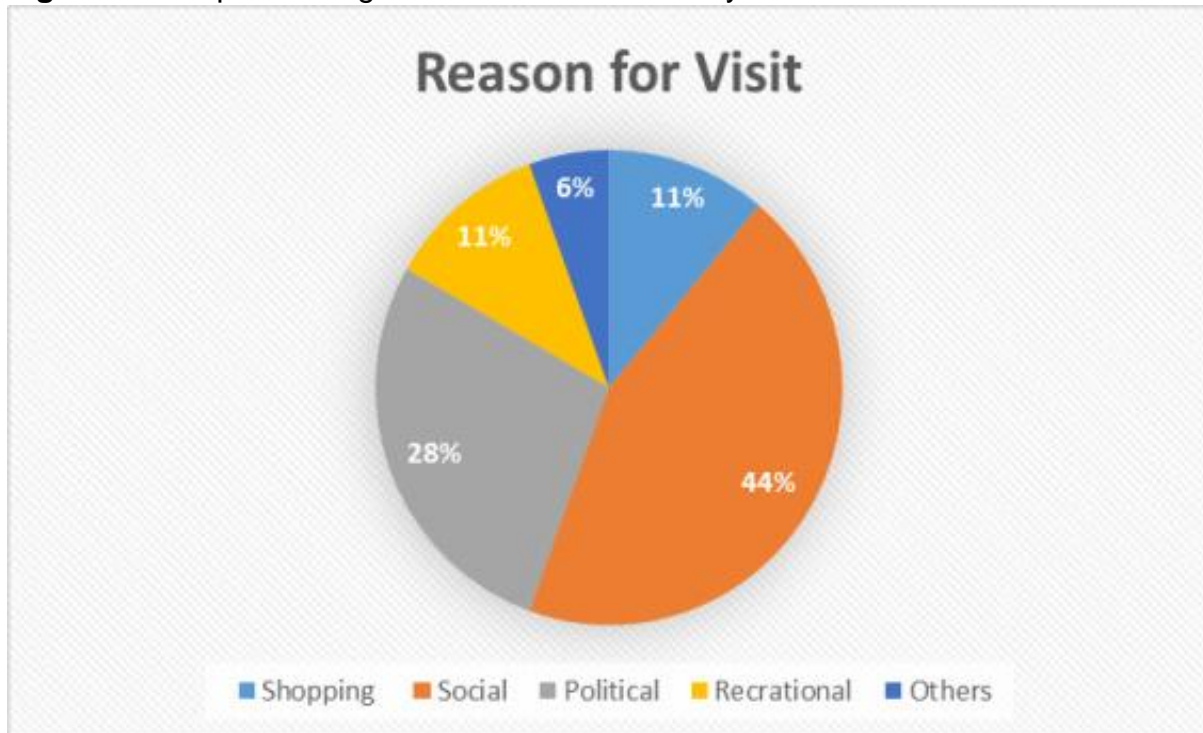
Figure 30 above shows the Turton Central Business District CBD as perceived by planning consultants who have previously attempted planning intervention in the area. Figure 30 is adapted from map expression dating back in 2005 showing the extent of that perceived CBD boundary for Turton. On the other hand, figure 31 defines the CBD boundary perceived by planning consultants in 2010. Comparison between the figure 30 and figure 31 shows a significant expansion of the CBD boundary that can be due to increase in urban activities or infrastructure. However, the study suggest that the consultants consider the coastline in the demarcation of the CBD in the future, as it is an important natural and economic resource.

## **6.5 Perspectives on economic potential for Turton to its rural hinterland**

All respondents who participated in the study shared similar views on the economic potential for Turton on the surrounding rural communities except the traditional authority. The focus group and the municipal officials were optimistic Turton about the economic potential for Turton as a small urban centre. The respondents agreed that the centre displayed many characteristics that matched the expectation of an urban area. One of the characteristics that was mentioned is that Turton had some urban infrastructure and facilities such as formal roads, magistrate court, SASSA offices, schools, regional health centre and an FET college. Amongst other things found in the study area that were mentioned to be characteristics of a small urban centre was the population size as displayed in Chapter 5 section (5.4.1) and demand for increase in infrastructure and services.

The focus group also revealed that people who lived outside Turton most of the times visited the area for government service more than for any other reason. The focus group participants were also asked to rate the reason that attracted people to Turton according to the purpose for the visit and the results are displayed in the following manner:

**Figure 32:** Purpose rating for attraction to Turton by visitors



**Source:** (Author, 2016)

The pie chart above displays that only 11% of the respondents from the focus group believed that people living outside Turton were attracted by shopping activities which displays a low rate of attraction to the area; the reason being that there were not many commercial activities taking place in the area, except for small general dealers, spaza shops, one hardware and liquor outlets. 44% of the respondents felt that social services were the ultimate reason that attracted people to the area. Government institutions being the main source of employment in the uMzumbe Municipality caused this. The mentioned government institutions were the magistrate court, Turton Health Care Centre, SASSA, municipal offices and schools.

Chapter 3 also mentioned that Turton held most of the government institution offices also refer to section 6.1 above. However, 28% of the participants were of the opinion that political activities were the second best reason that attracted people to the area following social activities. This was linked to the existence of different political parties in the area that gave rise to increased political activities. Recreational activities were mentioned by only 11% of the participants. Purpose under the category classified as other, such as tourism, was indicated by 6% of the respondents to be the least

amongst the reasons that attracted people from outside Turton to the area. The respondents indicated that this was because the area had only two sites of historic significance.

The municipal officials and the focus group believed that strengthening the economic role of Turton is necessary as it would open doors for new economic opportunities such as external investment that would improve employment opportunities in the area. A respondent from the planning department further highlighted the existence of Turton intersection made by two major transport routes (Isipofu Road and the R102) and mix in land uses as necessary preconditions for a vibrant economic node.

One official from the planning department who took part in the study also highlighted that the small urban centre in Turton by the provincial government was in line with the municipality's vision as shown in the SDF of uMzumbe IDP. The respondent from this department also stated that a strong line of communication between the provincial government and uMzumbe Municipality had to be established in order to strengthen the economic aspect of Turton.

The traditional authority provided a different opinion from that of the municipal officials concerning Turton. Even though the traditional authority also suggested the need to enhance its economic role and potential for Turton, the traditional authority believed that development challenges facing Turton outweighed its economic potential of the area. The traditional authority raised some concerns about the lack of cooperation from the municipality when it comes to planning. The traditional authorities believed that the municipality disregards the principles of dual governance when it comes to development planning. As a result, the authority felt sidelined when it comes to development planning, which has also become detrimental to the economic role of Turton on the surrounding rural communities. In this way, the traditional authority believed that investors are losing confidence in the area as they always get ambiguous information from both traditional authority and the municipality.

The respondent was sceptical about the lack of employment opportunity in uMzumbe Municipality as a whole, which made the local communities dependent on other areas for employment. The respondent believed that without employment generating activities to provide sustainable employment to the local communities, Turton had little potential to becoming a successful small urban centre. With reference to uMzumbe IDP, the traditional authority felt that tourism alone could not provide enough employment to sustain the viability of a small urban centre. Therefore, the local community would still rely on external employment opportunities.

## **6.6 Conclusion**

This chapter has dealt with the results and analyses of the data obtained from respondents in Turton. This data was collected using interviews, ArcView version 10.2, and field observation. This chapter has displayed that the existing land use in Turton was characterised as incompatible with dilapidated infrastructure and illegal developments due to lack of planning. The chapter also outlined the role players in development of uMzumbe Municipality who included municipal officials, ward committee members, and the traditional authority. This research report has shown that Turton played an insignificant economic role in surrounding rural communities. The chapter finally observed the challenges facing uMzumbe Municipality in rolling out proper planning which included the implementation of a small urban centre in Turton.

## **Chapter Seven: Key findings Summary, conclusion and recommendations**

### **7.1 Introduction**

This chapter summarises the findings of the study revealed using the aims and objectives of the research outline in Chapter 1. This study had the aim of assessing whether Turton played a significant economic role on the surrounding rural communities. The research questions that developed in the quest for data succeeded in gathering information and in offering recommendations arising from these findings. Earlier chapters discussed various theories of small urban centre development, which included Growth Centre or Rural Service Centre Theory, and IRD in order to understand the necessary conditions for developing a small urban centre. The study also took a tour of both international and local precedents in order to see how these theories have been put to practice and the outcomes that could be a lesson for emerging small urban centres.

### **7.2 Summary of the finding of the case study**

The summation of the case study finding follows the sequence as outlined in chapter 1 of the study.

#### **7.2.1 The economic role of Turton on the surrounding rural communities**

This was guided by the hypothesis that plays a significant role in the creation of market links for agricultural produce, non-agricultural activities employment from the surrounding rural areas or local consumers.

The case of Turton partially covered the hypothesis since the case study area did not play a significant role in creating market links between local consumers and agricultural produce from the surrounding rural areas. Hence, agricultural inputs were

mainly produced for external market as uMzumbe primarily depended on sugarcane that was processed outside uMzumbe Municipality.

The study also found that the LED department from uMzumbe Municipality has played an insufficient role in enhancing the economic role of Turton. This has been due to the lack of programmes that focused on attracting business and investment in Turton.

On the aspect of the role of Turton in the provision of goods and services for the surrounding rural areas, the study found that the area played a significant role in the provision of local services to the broader rural community of uMzumbe. Even though it performs well in the provision of goods but, the area has no financial service sector activities leading to more people bypassing Turton to consume financial services in Hibberdene, uMzinto, Port Shepstone and Scottsburg which are outside uMzumbe.

The study also found that Turton played some role in the diversification of economic and employment opportunities for both the immediate and surrounding rural communities even though the economic impact had been minimal.

### **7.2.2 Existing land uses in Turton and their relationship**

This was based on the assumption that existing land-uses are conducive to a small urban centre's development and further enhancing its economic role to the surrounding rural communities.

PLUREL (2008) suggests that *"lack of plans leads to spatial chaos, ineffective use of space, social and spatial conflicts."* Concerning the nature of the existing land uses in Turton and its surroundings, the study found that in Turton there was poor planning taking place to guide development leading to incompatible land uses taking place next to each other. Some of the liquor outlets were located next to social and public facilities such as the taxi rank and municipal offices.

The study also found that other land uses had developed on restricted areas such as road verges, under electrical pylons and on flood-lines posing threats to the life and health of the people. Commercial uses took advantage of the major road intersections with no infrastructure to support function of these activities.

### **7.2.3 Perspectives on economic role of Turton on surrounding rural villages**

This was based on the assumption that the socio-economic and political environment in uMzumbe Municipality is conducive for enhancing the economic potential for as a Turton small urban centre.

In this aspect of the study, it was found that there were mixed opinions from the respondents with both the focus group and municipal officials sharing the same view that Turton had great as a small urban centre. However, in Chapter 6 section 6.5 the focus group showed little understanding of the small urban centre and its socio-economic implications. The study also found that the traditional authority believed that Turton did not currently possess potential play sufficient economic role on the surrounding rural communities as small urban centre due to limited economic and employment activities to support the viability of such a development. As a result, the spontaneous developments in the case study area were a reflection of the power struggles resulting from weak and competing interest between the municipality and traditional authority in the economic development planning in Turton.

### **7.2.4 Challenges hindering economic role of Turton on surrounding villages**

This was based on the premise that uMzumbe Municipality might be facing challenges that can be resolved in the short-term and increase the economic role Turton on the surrounding communities.

This hypothesis was disapproved the case of Turton as the nature of some of the challenges required time and process oriented solutions that required long periods of time to manifest. The study found that the challenges that were limiting the economic role of the case study area were; cooperation between stakeholders, feedback, lack of capacity from the municipality and persistent Illegal developments.

Concerning the nature of existing land uses, persistent illegal development taking place on prohibited areas was the main spatial problem in the development and LED planning. The study also found that all the respondents interviewed including the focus group were willing to confront the challenges facing uMzumbe Municipality in development in order to come to a constructive resolution.

Regarding the cooperation between stakeholders in the development of Turton, research found that there was lack of cooperation between development stakeholders, which dragged behind the process of development planning in the study area. This has led to peace meal planning which also negatively affect the economic planning process.

In the aspect of community participation and involvement in economic development and planning in Turton, the study also discovered that there was no feedback on the community's views regarding development plans and programmes discussed in the community meetings. uMzumbe Municipality experiencing a shortage of human resources and financial capacity to efficiently perform their activities and responsibilities to a satisfactory level.

## **6.1 Study conclusion**

The overall conclusion emanating from the research findings was that the implementation of rural development plans involved different people including the provincial government, local municipality and local community. The theoretical

framework suggested there was no specific spatial structure that could guarantee the economic potential and success of a small urban centre in playing their economic role that they serve to rural communities. Hence, it depends on various factors such as policy regulation, population size, sphere of influence and function of that particular area.

The economic role of small urban centres as noted in the theoretical framework in Chapter 3.1 borrowed its basis from Chrestaller (1933) and advanced by Isard and Losch (1954) who perceived the role of these settlements as centrally located service provision of shopping, welfare, education legal and administrative services to their immediate and surrounding population. This theory was well proven by the case study of Turton. This comes from the observation of that study which established that even though Turton has played a significant role in public service but the area played an insignificant economic role on the surrounding rural communities. As a result, the study was able to establish the economic role Turton on its rural hinterland.

The case study area met most principles of theoretical perspectives of the Growth Centre or Rural Service Centre Theory outlined in Chapter 3.1 of the study. The phrase 'most of the principles' suggests that some of the principles of the theory were partially met. Turton played a significant role in the modernisation through urbanisation and rural development in uMzumbe Municipality even though it performed poorly in acting as a market for rural produce, increase in local employment and attraction of external investment. In this regard, the Growth Centre or Rural Service Centre Theory was the most suitable and relevant to the study and covered by the case study. Umzumbe Municipality also lacked the aspect of community participation in local economic development planning. This situation was contrary to the principles of IRD that vouches for rural development interventions to uplift the spirits of community participation and involvement in local projects including LED projects. The definition for IRD suggest that it is a process that thrives on achieving desirable development of rural communities with economic development as one of the aspects. In this principle of the theory, economic development of Turton was based on the desire of a high-

ranking power that was vested with the power to drive forward or destroy any community development project that went against their interest.

Therefore, the answer to the research question raised in chapter 1 section 1.5 is that Turton played a limited economic role in uMzumbe Municipality which negative affect the vision of the IDP, which views Turton as potentially becoming a successful small urban centre. Chigara (2013) indicates that land subdivision in small urban centres serve both development needs and as avenues for raised revenues to municipalities. This suggest that if attention can be given to the challenges facing facing uMzumbe municipality in economic and development planning in Turton can bring about opportunities for new economic activities and additional revenues in the municipal coffers.

The weakness in the functioning of the dual governance system that was operating in the study area coupled with the limited natural resource endowment and poor community participation further limit the expansion of the economic role of Turton in in the surrounding rural community's development. Unfortunately, this will lead to prolonged economic deprivation of the rural communities of uMzumbe Municipality that will negatively affect the process of rural development. In summary, the conclusive answer to the research topic is that Turton plays a crucial public service delivery in uMzumbe municipality but provides little economic gains to the immediate and surrounding rural communities due to deficiencies in the development planning process.

The study upheld the hypothesis of the study that claimed, "Well planned small urban centre development within rural municipalities can contribute towards acquiring a better economic and developmental state of the broader community especially rural households". The analysis of the case study of Turton revealed that lack of planning and leakages in the overall planning processes were responsible for the development challenges facing rural municipalities in developing small urban centres in rural development. The hypothesis of the study was tested using the various aspects of

small urban centre development in rural areas that included spatial analysis (analysis of current trends and plans), social aspects (analysis of community participation and involvement) and political and economic aspect (analysis of community representation and economic analysis).

## **7.3 Study Recommendations**

### **7.3.1 Recommendations for uMzumbe Municipality**

Having reached the conclusion of the research journey it was worthwhile to make recommendations based on the available information acquired from various sources in an attempt to find workable solutions for the challenges that were revealed in Chapter 6. The case of Goirkali growth centres in Bangladesh was also used as one of the best practice solutions for small urban centre development explored in the study.

#### **7.3.1.1 New approach for community participation and involvement**

In order to enhance the economic role and achieve local economic development in Turton, uMzumbe Municipality needs to look at new and innovative ways for community participation. In his paper on economic development planning, Bush (1999) suggested the use of community vision workshops and charrettes as a potential vehicle to achieve strategies aimed at promoting economic development. The key to charrettes is to make the community feel involved and increase the sense of ownership by involving them throughout the planning process and continuous feedback. Quoting the Chinese proverb which states that *“tell me and I’ll forget, show me and I may remember, involve me and I will understand”* the author suggests that charrettes have had remarkable success in local economic development in the USA, Australia and New Zealand.

Similarly, community vision workshops and charrettes are recommended for uMzumbe Municipality to enhance the economic role of Turton on the surrounding rural

communities. However, as the findings of the research have shown uMzumbe LED office normally responds to the development plans from the planning office. Prior to the implementation of the charrette approach the Municipality must set up a formal policy that allows the LED officer to report to the planning department of prospective investors and their needs. Before the investor's proposal and the development plan then a round table meeting between the LED officer, investor and the planner where they can discuss issues may be necessary. This will allow mutual understanding between the LED officer and investors bring the planner of the issues that need to be dealt with before the development application forward.

Therefore, there are three benefits that that will result from charrettes. Through charrettes, the community will get frequent updates on the local economic development plans and programmes. The municipal planning and local economic development department will have a clear understanding of what needs to be sorted out before the investor makes a development application. While on the other hand, the investors have a platform to communicate their requirements prior to their application being made. This will encourage convenience and speed up the application process and economic activities that will translate into a speedy LED process.

#### **7.3.1.2 Establishing a development structure for Turton**

The research findings from the field observation revealed that Turton had an informal structure due to spontaneous and persistent illegal developments taking place at an unprecedented rate. As a result, Turton is characterised by irregular plots with poor access, incompatible and hazardous development in some areas with lack of open spaces and poor solid waste disposal. According to Bhoora, (2009) there is no proven specific size, shape or combination of activities that determine the success of an urban centre. The author further stipulates that the criteria for measuring success depend on the location and context of the urban centre. From this point, the study suggest that in order for uMzumbe Municipality to realise better economic potential for as a small urban centre in Turton, the town planning department must focus on extending the

economic role and function of the study area on surrounding rural communities and maintaining a constant flow of people to the area.

The study proposes that uMzumbe Municipality in conjunction with eMathulini traditional authority should work jointly in a quest for a solution to unplanned settlement by planning and organising for plot sub-division and strictly adhering to the municipal by-laws. In this point, an informal subdivision of new plots and advising the community on the importance of re-configuring the existing plots to allow for future infrastructure development is essential. This will help ease the process of developing a land-use management system in the form of a Town Planning Scheme in the future that can be strategically used to attract investment in the area. The Town Planning Scheme will be able to set aside specific land portions that will only allow economic activities.

PLUREL (2004) rightfully pointed out that a rural municipality can carry out development without a formal plan even though it is not always advisable. The author suggested that without a land use development plan local authorities could accomplish spatial development based on two kinds of administrative decisions namely: assessment on conditions of development and economic activities services for public purposes. Similarly, uMzumbe Municipality can use this concept in Turton, which could be adopted in a form of what PLUREL (ibid) referred to as a “local by-law”. As with the case of Turton, the study suggests with the intervention of department of Rural Development and Land Affairs as an intermediary a “*Turton special development committee*” which would include municipal officials and traditional authority since most the area is under traditional custodianship. This committee could be responsible for making decisions for development while the national government looks for solutions for effective governance. This would discourage unplanned development. This could also help in attracting private investors on designated potential plots where investors might need a building permit. PLUREL (2004) suggested that in making this spatial decision only five conditions must be strictly emphasised namely:

- at least one neighbouring plot should be built-up,
- plot must have access to public road,

- the plot must be equipped with technical infrastructure (or technical infrastructure is planned to be built),
- special kind of permission is not required to change agricultural or forest areas into other forms of use of land,
- The plot must not conflict with special legislation concerning e.g. national parks or other protected areas.

Recent model for rural development has seen the national government put emphasis on rural development intervention to use land-use schemes as a mandatory requirement. This was first stated in KZN PDA and further elaborated on by SPLUMA as section 43 (1) of the Act stipulates, “*The Municipality must, by 1 July 2020, adopt a land use scheme for its whole municipal area...*” (uMzumbe draft by-laws, 2015)

### **7.3.1.3 Ensure sustainable local economic and skills development**

The success of small urban centres requires a solid component of local economic sustainability. Therefore, future planning decisions by both uMzumbe Municipality and the provincial government need to ensure the long-term viability of economic activities and in particular the ability of the centre to generate local employment opportunities to the surrounding communities. This situation can be rescued by promoting inclusive development, which will be able to increase local economic growth providing a significant number of jobs. As Meyer (2014) postulates, employment opportunities generally lead to increased quality of life and development of rural population.

Therefore, ensuring sustainable economic activities coupled with an increase in skills development in Turton would help in containing the working age population within uMzumbe. The economic sector can be encouraged through establishment of a business incubation programme especially for those with the potential for producing labour intensive job creation. This will not only ensure wealth creation within the local rural communities but will also increase the role of Turton in the surroundings thereby attracting more people to the area. This comes from the fact that uMzumbe is not

endowed with significant natural resources and agriculture has no symbiotic relationship with urban activities taking place in Turton. Therefore, the national and provincial government must ensure that grant funding to rural municipalities is linked to capacity-building initiatives and structured assistance, so that systems are built to improve the municipality's ability to collect revenues due and increase the quality of spending.

Given the skills and resource shortages in rural areas, uMzumbe Municipality must also explore greater collaboration with uGu district municipality, and neighbouring local municipalities and provincial government to pool resources in order to ensure greater planning and investments. As a rural municipality, uMzumbe must look at better performing municipalities and best practice methods should be shared through peer learning arrangements among municipalities.

Or

UMzumbe municipality can also consider planning Turton as a dormitory town. Turton has a great potential to serve as a dormitory town for nearby employment centres such as uMkhomazi, Scottsburg and Port Shepstone Coast and a tourism and recreation destination due to its being located. Cambridge (2015) defines a dormitory town also coined as commuter towns as town that people stay in and from where they commute to work in a bigger town or metros. Most literature on dormitory towns suggest that while the main role of this towns is housing the commuting working class but, they do accommodate few retail outlets for 'the day to day' necessities of the local residence. Combined with the railway line and good roads network, which includes N2, Sipofu Road and R102 that pass through Turton can contribute significantly in archiving this vision. In this work, the economic role of Turton will be to contribute in uMzumbe municipality coffers through rate payments.

### **7.3.2 Recommendations for Policy**

#### **7.3.2.1 Reinvigorating the system of dual governance in rural municipalities**

The study found that the duality of the currently authority structure that exists between traditional leaders and municipalities has remained a great concern. Allen and Thomas (2000:40) cations this situation as they argue, “*there is also a danger of trusteeship where elites believe they should “do development for other people”*”. Nevertheless, In Turton, the functioning of this authority structure has been criticised for lack of cooperation between both the municipality and the Traditional authority. The study has shown that with the unsatisfactory community participation from the municipality and the existence of the traditional authority as an agent in rural development that includes LED, the community suffers from representation rather than taking rural development in their own hands. Therefore, the lack of coalition between the traditional authority and uMzumbe municipality in their role as economic development agencies has been the main reason reduced economic role of Turton on surrounding rural communities and a detriment to the rural development.

If government needs to give meaning to the essence of governance by the people, it should strengthen monitoring mechanisms to ensure accountability of the traditional leadership and municipalities as provided for in legislation. Therefore, the study recommends that in rural development, the government identify urgent measures and policies to solve the functional challenges of this authority structure as it directly involves the production of land for development including for economic development activities, which then also affects the planning. This is because, in rural municipalities where most of the land falls in the hands of the traditional authority, there is often overlapping responsibilities and contrasting views in terms of how development should unfold. The solution to this problem is a clear definition of the roles and responsibilities of the traditional authorities and municipality concerning rural development strategies in rural municipalities. Without this being addressed at national level, Turton will continue to face difficulties in the enhancing it economic role.

### **7.3.2.2 Cooperation between and across different government departments**

The need for cooperation between national, provincial and local government must be not only emphasised on paper but it must also be realised in practice. Therefore, the government must ensure that sustainable cooperation throughout the different levels of government especially between the provincial and local governments concerning rural economic development. Ensuring an effective line of communication is necessary for the formulation of development plans, strategies and programmes that will build a common understanding of vision for development. In this way, the provincial and local governments will share a common vision when it comes to development of local municipalities. This will help in linking the provincial government's rural development programmes such as the CRDP with the SDF of the local governments. This must be accompanied by realistic assessment of the local municipalities' capacity to deliver rural economic development projects and related activities.

There should be clear understanding of the roles and responsibilities between the provincial and local government when it comes to rural development. Draft Green Paper on Development and planning (1999) postulates that with respect to local government planning provincial government should perform a facilitative, supportive and co-ordinating role rather than controlling and monitoring the process. Adhering to this notion can help uMzumbe Municipality to realise their spatial vision of the proposed development node in Turton, hence contributing in rural development.

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## **Appendix 1. Informed consent Letter**

### **INFORMED CONSENT FORM**

#### **Project Title:**

Assessing the economic role of small urban centre developments on the surrounding rural communities: A case study of Turton in uMzumbe Municipality

#### **Specific Location:**

Umzumbe Local Municipality is a category B municipality located within Ugu District Municipality. The area stretches between the coast for a short strip between Mthwalume and Hibberdene, and then moves inland to cover a significant amount of land for approximately 60 km (Umzumbe SDF, 2012). The area is said to covers an estimated 1260 km<sup>2</sup> rural area of with approximately 1% only being semi-urban to urban and is the second largest municipality within the district Umzumbe Municipality. The community survey (2007) cited in Umzumbe IDP (2012) suggests that the area of the Umzumbe Municipality has a population of approximately 176, 287 people.

My name is Bonginkosi Churchill Dlamini (Student Number 210507494). I am registered Masters Candidate at the University of Kwa Zulu-Natal. My research theme is entitled "Assessing the economic role of small urban centre developments on the surrounding rural communities: A case study of Turton in uMzumbe Municipality." You are being asked to take part in this research project. I will explain the project to you in detail. You should feel free to ask questions at any time. All potential interviewees are being asked to volunteer for participation in the research study.

#### **My contact details are:**

Email: churchillbd@gmail.com

Cell: 0780295311

The contact details of my supervisor are:

Email: myeniv@ukzn.ac.za

Cell: 072 497 9334

Specific Enquiries (HSSREC Research Office contact details):

Ms Phumelele Ximba

Tel: (031) 260 3587

Email- [ximbap@ukzn.ac.za](mailto:ximbap@ukzn.ac.za)

### **Description of the project:**

The primary objectives of this study are:

1. To investigate the economic role of Turton in relation to its surroundings.
2. To investigate stakeholders perspectives on the economic potential for Turton on its rural hinterland.
3. To identify the challenges that are limiting the economic role of Turton on the surrounding communities
4. To proffer positive ideas and recommendations that could be a solution to the challenges affecting the economic role and performance of Turton as small urban centre.

### **The main research question**

Given the current nature of Turton, what are the economic gains that a small urban centre development can bring to uMzumbe residents?

### **Subsidiary questions**

1. What is the current economic role of Turton in relation to its surroundings?
2. What are stakeholder's perspectives on the economic potential for Turton on its rural hinterland?
3. What are the challenges that are limiting the economic role of Turton on the surrounding communities?

4. What are the recommendations that can be proposed as solution to the challenges affecting the economic role and performance of Turton as small urban centre?

**Interviews:**

- ❖ The interviews will take place once you have been contacted, informed of the parameters of the research, have read over the informed consent form, and have signed the consent form.
- ❖ Interviews will be conducted and responses documented (interviews may be recorded)
- ❖ The time required will depend on the nature and depth of your responses
- ❖ Participants may be contacted again to elaborate on a response or for clarity

**Risks or discomfort:**

There are no potential risks or discomforts that will be associated with the research process.

**Benefits of this study:**

There will be no direct benefit to you for taking part in this study. The benefits of the research will contribute towards an existing body of knowledge.

**Compensation:**

There is no form of compensation for you.

**Voluntary participation and withdrawal:**

Participation in research is voluntary. You have the right to refuse to be in this study. If you decide to be in the study and change your mind, you have the right to drop out at any time. You may skip questions whatever you decide, you will not be disadvantaged in any manner.

## **Questions, Rights and Complaints:**

If you have any questions about this research project or any concerns about your rights as a research participant in this study, please feel free to contact me (see contact information at the beginning of the document).

## **Confidentiality:**

As the primary focus of the research is to document opinion on, and perspectives and opinions of low income housing construction related challenges and their impact on completing the projects on time there is no need for confidentiality unless you (the interviewee) request such anonymity (see below). The research is of public interest and most of the themes are in the public domain.

## **Consent statement:**

Do you give your consent for: (please tick one of the options below?)

Your name, position and organization, or

Your position and organization, or

Your organization or type of organization (please specify), or

None of the above

To be used in the report?

I..... (Full names of participant) hereby confirm that I understand the contents of this document and the nature of the research project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project at any time, should I so desire.

SIGNATURE OF PARTICIPANT

DATE

Please write your email address below if you wish to receive a copy of the final research report:

## **Appendix 2: Interview with the Local Economic Development (LED) officer**

1. Can you describe the economic role and significance of Turton in the surrounding rural areas?
2. What is the vision of the LED department concerning economic planning for Turton?
3. What has been your experience with the implementation of LED development projects for uMzumbe municipality area?
4. Is there any community participation in LED planning process? If yes, what kind of support and in what way?
5. How has Turton been of benefit to its residents and those in the rural hinterland?
6. What do you think the economic development Turton would be like in the future and why?
7. Are there any new industry sectors or economic activities that have shown interest in investing in Turton. If yes, what attracted them in Turton?
8. What are the challenges that affecting the economic role of Turton on surrounding rural communities?

### **Appendix 3: Interview with the town planning department**

1. Can you describe the economic role of Turton on the surrounding rural communities of uMzumbe?
2. Who are the stakeholders in the economic and development planning uMzumbe?
3. Can you share the perspectives and attitude of stakeholders with regards to the economic and development planning in Turton?
4. What socio-economic impact does Turton have on the lives of people from the surrounding areas?
5. Are there any new development proposals that have come to attention of this office specifically for Turton?
6. What are the challenges that are faced by this planning department regarding the economic and development planning in Turton?

#### **Appendix 4:** Interview with the traditional authority of Mathulini area

1. What role does Turton play on the surrounding rural communities?
2. What is your understanding of Turton and its development?
3. What is your understanding of the economic role of Turton on the surrounding rural communities?
4. What role has been played by this Traditional Authority in the economic development of Turton?
5. How has Turton been of benefit to its residents and those in the rural hinterland?
6. Based on the current economic role of Turton on its hinterland, what do you think is the potential economic role of Turton?
7. Are there any modes of communication between the traditional leadership and the municipality regarding economic and development planning in Turton? If yes. Do you think this relationship has worked well for economic development and planning in Turton?

**Appendix 5: Focus group** interview with the counsellor and ward committee members

1. Can you describe the economic role of Turton on the surrounding rural communities?
2. Do you think the economic role of Turton has changed over the past 5 years? If yes, how?
3. How is the community economically benefiting from Turton?
4. Is the Turton community involved in the planning for Turton? If yes, how has the community been involved in the planning processes?
5. How often do people outside Turton visit the place and what could be the reason for their visit?
  - a) Social
  - b) Shopping
  - c) Political
  - d) Recreational
  - e) other
6. How has Turton been of benefit to its residents and those in the rural hinterland?
7. What do you like about Turton?
8. What do you think can be done to improve the economic role of Turton on the surrounding rural communities?

## Appendix 6: Ethical clearance letter



12 November 2015

Mr BC Dlamini 210407494  
School of Built Environment and Development Studies  
Howard College Campus

Dear Mr Dlamini

Protocol reference number: HSS/1433/015M

Project title: An evaluation of the effectiveness of Category-B Municipality's Urban Node as a rural development strategy within UGU District Municipality: The case study of Turton Node in Umzumbe Municipality

**Expedited Approval**

In response to your application dated 30 September 2015, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. Please note: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Dr Shenuka Singh (Chair)

/px

cc Supervisor: Mr Vincent Myeni  
cc Academic Leader Research: Dr Cathy Sutherland  
cc School Administrators: Ms Lindile Danisa

Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

Postal Address: Private Bag X54001, Durban 4000

Telephone: +27 (0) 31 250 3587/8350/4657 Facsimile: +27 (0) 31 260 4609 Email: [kimbap@ukzn.ac.za](mailto:kimbap@ukzn.ac.za) / [anymen@ukzn.ac.za](mailto:anymen@ukzn.ac.za) / [nomun@ukzn.ac.za](mailto:nomun@ukzn.ac.za)

Website: [www.ukzn.ac.za](http://www.ukzn.ac.za)



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## Appendix 7: Field observation Tool

Existing services & facilities:	Number	Current Condition	Emerging or Exiting
Commercial & Retail			
Clothing store Fuel station Bank (ATM) Hardware Liquor Tourism accommodations			
Social facilities			
School Tourism office Health facilities Sports field Community hall			
Urban services & employers			
Post office Municipal office Police station Magistrate's court Government departments NGO's Communication offices Funeral services Furniture factory			
Infrastructure	Type	Current Condition	Existing or Absent
Water supply Roads Sewer Solid waste disposal Storm water			