

INTEGRATED DEVELOPMENT PLAN AS A REDISTRIBUTION POLICY IN SOUTH AFRICA: PROSPECTS AND CHALLENGES

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ABSTRACT

This study investigated Integrated Development Plan as a redistribution policy in South Africa. Primary and secondary sources were used for this study. This study revealed that Integrated Development Plan has the potential to be a fully fledged redistribution policy. Two questions (Figures 3 and 4) were raised on separate dates by South African Broadcasting Corporation; Phalaphala FM. Listeners responded by Facebook and Short Message Service (SMS) and answers were read out. From both questions the study revealed that as reflected in Figure 3 and 4, poor roads infrastructure is a serious problem at 50% and 48% respectively. Water followed by 37% and 29% respectively. Lastly electricity received the least support at 12% and 11% respectively. On the 2nd question, listeners also raised various issues such as housing, schools and jobs whose combined percentage was 12%. The study has revealed that inasmuch as slow pace of service delivery is attributed to high number of protest actions which grew from 12, 651 to 13,575 between 2010-2014 service delivery plays a limited role. Yet, the road infrastructure problem might intensify the protest action. The 12% of others being lack of housing, jobs and schools as seen in Figure 4 might be exploited to trigger more protest actions. Sadly the study revealed South Africans as violent people who lack culture of engagement and negotiation with government authorities to solve problems. What can be deduced from this study suggests that community stakeholders are not meaningfully involved in IDP processes where they are able articulate and know about the service delivery happening around their areas. Municipal officials do not understand how to communicate implementation of IDP service delivery projects and coordinated strategy. Municipalities should build capacity to officials to devise strategies to involve communities in the implementation of policies. Officials should also be empowered to monitor and evaluate service delivery policies as well as conducting research to know the type of services communities need.

Keywords: Integrated Development Plan; Protest action; Redistribution.

INTRODUCTION

“Always bear in mind that the people are not fighting for ideas, for the things in anyone’s head. They are fighting to win material benefits, to live better and in peace, to see their lives go forward, to guarantee the future of their children...”

Amilcar Cabral 1965

Imperialism and colonialism are identical twins which have rendered parts of the world poor. The two have given birth to capitalism which in its earliest stage was developed through the slave trade. The world today is divided between developed and developing, as well as undeveloped blocks. Western Europe is generally regarded as developed while Eastern Europe, is comprised mostly of former Soviet Union states: these and some African states are regarded as developing and undeveloped states. But most of these former Soviet States have been incorporated into the European Union and receive funding from the World Bank and the

IMF. The European Union is working as did the Marshall Plan - towards reviving the European economy in the European Union states, including those which are not yet members, such as Ukraine.

Africa, despite the fact that it has abundant natural resources such as gold, minerals, oilfields and diamonds, remains poor. Some African countries such as Tanzania, Zimbabwe and Zambia faced economic crises, while the financial “assistance” in the form of Structural Adjustment Programmes (SAPs) via the World Bank and the IMF has deeply indebted them, since they were unable to repay high interest rates: hence the UNICEF report of 1993 calling this ‘a new slavery’. This was part of the European strategy for “under-developing” Africa (Rodney, 2012).

Independent Africa had sought to implement socialist policies as a mode of production to reverse and move out of underdevelopment. However, this has not been possible because the state officials that replaced colonial staff officials did not have suitable education and are not engaged in production. But worse is that the leaders of new independent states are unable to articulate their economic programmes (Fanon, 1967). Therefore there is an urgent need for independent states to develop their people. This is at the heart of Human Scale Development objectives which define what development is and is not about. Quality of life is said to depend on the possibilities that people have available in order to adequately satisfy their fundamental human needs (Max-Neef, 1991). South Africa suffered under both colonial and apartheid systems where Blacks in particular were discriminated against and were denied access to basic services which were reserved for the minority white group. Blacks in general - and Africans in particular - could not have quality education, proper jobs, health facilities, roads or electricity and were denied citizenship in the country of their birth. When apartheid collapsed in 1994, the current ruling party, the African National Congress (ANC), introduced the Reconstruction and Development Programme (RDP), an integrated, coherent socio-economic policy framework.

The RDP aim was to mobilise all the people of South Africa and direct the country’s resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future (ANC, 1994). The RDP aimed at eradication of poverty and deprivation which is consistent with the UN’s eight Millennium Development Goals (MDGs), one of which was, “*to eradicate extreme poverty and hunger*” (Sachs, 2005). Indeed people need material benefits, to live better and in peace, to see their lives go forward, and to guarantee the future of their children (Cabral, 1965).

The 1996 Constitution of South Africa embodied the philosophy of the RDP and instructed local government agencies to promote the objectives of democratic and accountable government for local communities; the provision of services to communities in a sustainable manner; social and economic development; a safe and healthy environment and the involvement of communities and community organisations in matters of local government (Constitution of Republic of South Africa, 1996). In order to implement the objectives of local government the Municipal Systems Act (2000) directed municipalities to undergo the Integrated Development Planning (IDP) process which was to culminate in the Integrated Development Plan. The IDP can be seen as a product of a collective effort in terms of community participation in the struggle against the apartheid minority government. However since the introduction of Integrated Development Planning (IDP) in South Africa, municipalities have and are still trying to implement it but without success. Community members some time choose not to attend meetings (Musitha, 2016).

The IDP has also been called upon to contribute to the promotion of UN MDGs. It should be seen as tool of redistribution in service provisioning to eliminate poverty and hunger. However, IDP has failed dismally to eliminate poverty and hunger in the country through effective service delivery. The lack of success could be attributed to lack of knowledge or to inadequate infrastructure development in terms of management of integrated human settlements and provision of basic services, namely water, electricity, sanitation etc. Municipalities are also failing to respond to local economic development plans that promote investment, special projects, and alignment to national priority policies provided for by the Constitution (Department of Co-Operative Government and Traditional Affairs, 2009). These issues raised here are also undermining the provisioning of basic resources such as roads infrastructure, and water and electricity supply to rural areas (Ikeji, 2013). Difficulties in meeting all these challenges are caused by lack of appropriate skills needed for project development and management, and economic planning, implementation, monitoring and evaluation (Koma and Kuye, 2014).

This paper has three objectives, namely to analyse IDP in terms of a redistribution policy; investigating causes of protest actions in South Africa; and proposing strategies for strengthening IDP as an effective redistributive policy.

LITERATURE REVIEW

Conceptualising Integrated Development Planning

It is important to first take an example of economic integration where a group of countries are grouped together in trade blocks through an agreement (Venter and Venter, 2006), for example, regional economic fusion where the economy becomes a single unit (Venter and Neuland, 2007). According to Agubuzu (2004), integration is the best paradigm for responding to the challenges of development and transformation in Africa - and in South Africa in particular. Integrated development plans are the most important mechanism available to government to transform the structural differences in our previously divided society. According to Geyer (2006), the IDP process is one of the primary means available to develop communities. The same author views the IDP as a critically important management tool that can promote transformation, growth and development at local government level (Geyer, 2006). Thus Integrated Development Planning is a municipality's principal strategic planning document (Sections 25 and 35 of the Municipal Systems Act, 2000). Section 153 of the Constitution of the Republic of South Africa 1996, states that municipalities should structure their administration and budgeting and planning processes to give priority to the community's basic needs, namely water, electricity and roads and also to promote the social and economic development of the community. IDPs are aimed at creating synergy between urban and rural areas into a single unit and thus should ensure that there is creation of social and economic development.

IDP policy is therefore a tool of redistribution of basic services such as water, electricity and roads to the people of South Africa, in order to benefit those who were previously underdeveloped thanks to the apartheid government policies. While well-maintained roads contribute to economic development and growth and bring social benefits (Andreski et al., 2006), those that are poorly maintained lead to limited mobility, raise vehicle operating costs, and bring an increase-in road traffic injuries (Andreski et al., 2006). Moreover good road maintenance improves benefits to road users through improved access to hospitals, schools and markets, improved comfort, speed, safety and lower vehicle operating costs

(Burningham and Stankevich, 2005). As for water, it is very important to every household for drinking, cooking, washing and agricultural purposes (Ofuoku, 2011).

IDP IMPLEMENTATION

Basic services include provision of electricity and water, and properly maintained road: these should be provided by government, as provided for in chapter 2 of the constitution. According to Ikeji (2013), rural roads form the basis for transportation and communication and constitute critical infrastructure as they reduce costs of travelling. In terms of water, rural communities obtain water from various sources such as wells, rain water harvesting, streams, rivers, lakes, etc (Ikeji, 2013).

The implementation of IDPs is currently frustrated by the division of the country into citizens and subjects, where citizens are ruled according to the constitution while others fall under traditional customary law (Mamdani, 1966). This makes it difficult to utilise property and land rates in the case of subjects because they are mostly poor people, while it is left to urban citizens to be the state's cash cows (Sassen, 2002). The study by Bogopane (2012) revealed that the failure of the IDP to deliver on its mandate could be attributed to lack of monitoring and failure to operate an effective evaluation tool. And this should take place through monthly, quarterly, and annual progress reports (Koma and Kuye, 2014).

All role players need to be involved in the processes of IDP formulation and implementation as required by the Constitution of the Republic of South Africa (1996): unless this is accomplished, civil society will mobilise and put pressure on autocratic and unresponsive states by demanding democratic stability and good governance (Mohan and Stokke, 2000). This is consistent with the study by Geyer (2006) which revealed that monitoring and evaluation cannot be left to government alone: business and labour organisations, (e.g. NGOs, CBOs and other civic collectives) should be encouraged to participate and assist because they represent the interests of groups within the broader community. Alignment of plans should allow for scarce resources to be saved and mobilized in order to empower the citizens. This will ensure that no service will fail to be delivered because it is supposedly dependent on the competencies of another sphere of government (Department of Cooperative Government and Traditional Affairs, 2009). In order to ensure that targets and goals are achieved, municipalities should have correct information in order to address poverty and other service delivery targets. In other words it is vital that there should be accurate collecting of data from research to guide organizational planning and the movements of citizens: up-to-date statistics are essential in terms of growth and proper planning (Mphahlele, 2016).

REDISTRIBUTION

Redistribution is a tool that is used to fight poverty via distribution of basic services to the poor. People are regarded as the real wealth of the nation (United Nations Development Programme 2010). They should therefore be assisted to live long, healthy and creative lives (UNDP, 2010). RDP document points out that:

Democracy requires that all South Africans have access to power and the right to exercise their power. This will ensure that all people will be able to participate in the process of reconstructing our country (ANC 1994:120).

The state, together with its public institutions, is responsible for ensuring that redistribution policies are crafted in order to achieve the goal of redistribution (UN, 2006). The Constitution

of South Africa, 1996 has a Bill of Rights chapter which guarantees equality to all its citizens. Section 27 (1) provides that everyone has the right to have access to the following: (a) health care services, water and social security (b) sufficient food and water and (c) social security. The ANC's Reconstruction and Development Programme (RDP) (1994) states that services should be provided to the victims of apartheid policies. According to Section 2.6 water should be provided to all South Africans in a sustainable manner while section 2.7 states that energy and electrification constitute basic needs and must be provided to all: section 2.9 states that road safety should be provided. Municipalities are instructed to formulate Integrated Development Planning policies to ensure that these basic needs are distributed to the people: participation must be in line with section 152 of the constitution. Therefore as can be seen, the IDP seeks to be a state intervention tool for poverty alleviation through basic services' provisioning. According to Krugell, Otto & van der Merwe (2009) the mandate of redistribution implies that this is therefore the responsibility of local government.

METHODOLOGY

Research design

This is a descriptive and explanatory study based on primary and secondary data.

Data collection

The data for this study were obtained from primary and secondary sources. Primary data were obtained from South Africa Broadcasting Corporation, Phalaphala FM listeners. These listeners responded to the question in Figure 3 that was asked by the radio announcer on the 21st April 2016. There were 21 respondents who responded via Facebook and SMS. The second batch of primary data was from listeners who responded verbally on radio to the question (see Figure 4 above) from the same Radio station on the 22 April 2016. Responses were all recorded when the 27 respondents called back to the station.

Secondary data were obtained from documents. Data were extrapolated from Municipal Integrated Development Plan (IDPs) projects; the Constitution of the Republic of South Africa 1996 and the Municipal Systems Act 2000. Data were also collated from the literature, articles, policies, government legislations, municipal meeting resolutions, attendance registers and reports. The speech by, Mr Ben Mphahlele, the Chairperson of the Statistics Council of South Africa, on the occasion of the launching of the Community Survey in Bolivia, Polokwane, South Africa, 3rd March 2016, also provided data for this study.

Data analysis

The responses from the listeners who were calling back to the radio were recorded and classified into groups in terms of themes. They were counted to check the number of problems mooted, e.g. responses on water were grouped together and counted. Spreadsheets were used to capture responses from listeners and analysed to produce graphs.

RESULTS

Protest action against lack of service delivery in South Africa

The South African Institute of Race Relations (2015) has published statistics covering protests in South Africa from 2010 to 2013. According to these statistics, there has been a 96% increase in social protests since 2010: this also comes from the South African Police

Service's annual report for 2013/14. A table in the police's annual report records that there were 971 "unrest-related incidents" in 2010/11 and this number had risen to 1,907 in 2013/14 – an increase of 96%. Figure 1 below gives the crowd-related incidents from 2010-2014.

Figure 1

crowd-related incidents				
	2010/11	2011/12	2012/13	2013/14
Peaceful Incidents	11, 680	10, 744	10, 517	11, 668
Unrest-Related Incidents	971	1, 194	1, 882	1, 907
Total	12, 651	11, 938	12,399	13, 575

Source: adapted from SAIRR 2015

Figure 2 below shows how protest actions have taken place in the whole of South Africa. These protests by communities were allegedly caused by the lack or slow provisioning of basic services from government structures. Communities are allegedly concerned about lack of water, roads, electricity, and they use all sorts of protest action from blocking roads, preventing children from going to schools, damaging public property and burning households and businesses. Figure 2 shows protest areas and reporting forums.

Figure 2

Area	Media and date	Violent behaviours
Solomondale and Sebayeng east of Polokwane	<i>Rise N Shine</i> , 24 – 30 October 2014	Tyres were burnt on road with pupils not going to school. They demanded general service delivery
Mankweng	<i>Capricorn Voice</i> , 22 – 28 October 2014	Learners prevented to write Grade 12 examinations. They demanded water supply.
Malamulele	<i>Sowetan</i> , 17 October 2014	Shops, road and Government buildings were damaged. They demanded own Municipality
Mmakau in North West Province	<i>Sowetan</i> , 15 October 2014	Officials with vested interest in water contracts stuffed plastic bag to disturb water supply at water reticulation plant.
Opinion comment for South Africa by Nompulelo Runji	<i>Sowetan</i> , 16 November 2014	Service delivery turns poor communities into passive clients who resort to violent service delivery protest when not getting free services.
People arrested for Tshikuwi riots	<i>SABC Radio News</i> , first week of January 2015	Two households burnt as blamed for witchcraft. Road blocked and several private cars damaged
No schooling in Malamulele	<i>SABC Radio News</i> , first week of 14 January- 16 February 2015	No schooling and burning of businesses

Source: Rasila 2015

Figure 3 provides responses from Phalaphala FM Radio Station listeners who were asked on the 20th April 2016 about challenges faced in relation to service delivery. They were asked to send their responses through Facebook and Short Message Service (SMS) and later the responses were read out. The service delivery issues they raised involved provision of water, electricity and road infrastructure. 21 respondents responded. Figure 3 shows responses of the respondents to lack of services.

Question: What are the service delivery problems you are facing at your place?

Figure 3

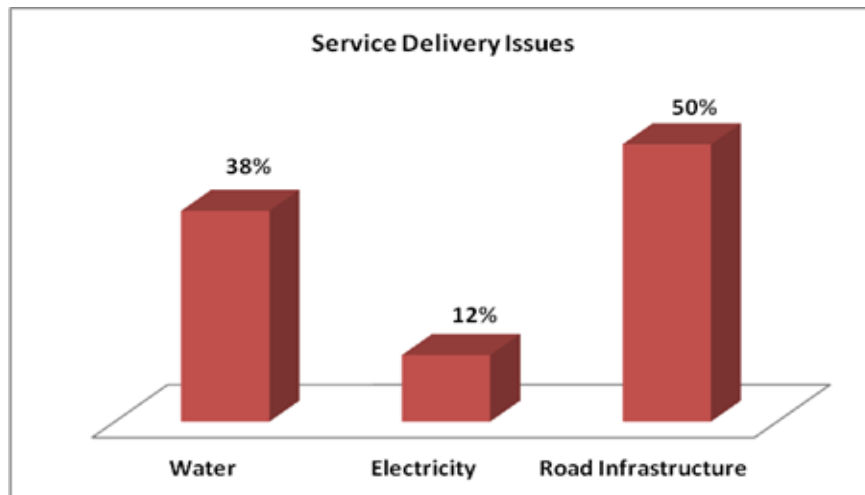
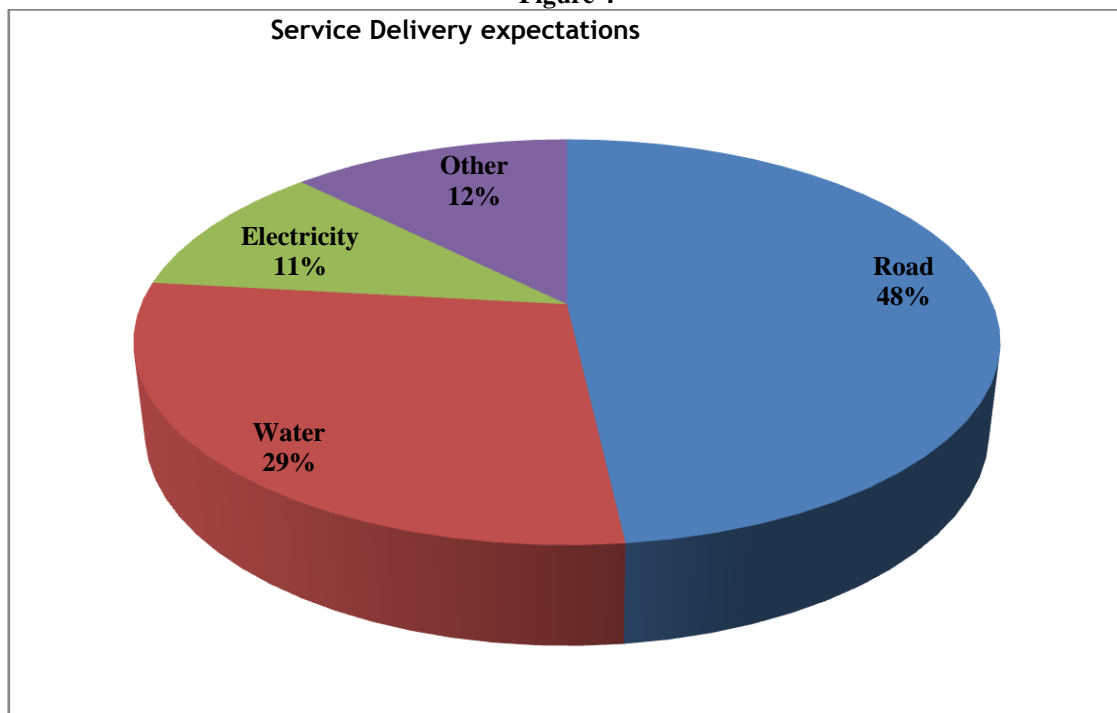


Figure 4 provides responses of Phalaphala FM Radio Station listeners who were asked a question on what do they want new municipalities do for communities after the municipal local government election on the 3rd August 2016 in South Africa. 42 listeners called back to the public broadcaster. These listeners come from Vhembe District since Phalaphala FM serves this area. Some listeners mentioned more than one response. Their responses are captured in figure 4.

Question: What do you want the new municipalities to deliver on after 3 August 2016?

Figure 4



DISCUSSION

Protest actions have escalated in South Africa since 2010 to 2014: this has allegedly been caused by slow or non-existent service provisioning. Shockingly, in this period, there was a 96% increase of such incidents. Numerically, there has been a growth from 12,651 to 13,575 protest actions between 2010 and 2014. This suggests that all the relevant role-players have not been involved in IDP formulation and implementation as required by section 152 of the Constitution of the Republic of South Africa (1996). This is consistent with the Mohan and Stokke (2000) study which found that if and when civil society groups feel they have been excluded from development projects they mobilise and put pressure on so called 'autocratic and unresponsive states' with demands for democratic stability and good governance.

South Africans do not have a culture of engagement and negotiation with government authorities to solve problems but tend rather to resort to violent protests which makes them a seemingly violent people. Study findings by Musitha and Rasila have identified corruption as a contributive factor for violence (Rasila and Musitha, 2015). Figure 2 (see above) shows that protesting communities burnt public and private property and used school children as a shield to achieve their goals. Print media played a significant role in reporting incidents and protest actions across South Africa.

This study has revealed that some communities in South Africa are more concerned with road infrastructure than water and electricity. This is clear from the responses of listeners who sent SMS's and Facebook comments in response to the question from Phalaphala FM, i.e. what are the service delivery problems you are facing at your area? Figure 3 (see above) shows that 50% of respondents perceive lack of roads as their main problem. At face value, it would be expected that water which is at 38% would top the list but this is not the case. The reason according to Ikeji (2013) is that communities get water from various sources such as wells, rain water, streams, rivers, lakes, etc.

In both Figures 3 and 4, communities are apparently more concerned with the state of their roads. According to Andreski et al (2006) this is because roads contribute to economic development and growth and bring social benefits to communities. According to the same authors poorly maintained roads lead to limited mobility, raise vehicle operating costs, and increase road traffic injuries (Andreski et al., 2006:). Burningham and Stankevich (2005) argue that improved roads can provide benefits to road users through improved access to hospitals, schools and markets: moreover they improve comfort, speed, and safety and also lower vehicle operating costs. This therefore, suggests that many people have vehicles: therefore they want better roads for the safety of their cars. This also suggests that the economic status of the citizens has improved and this is a reason why they see lack of roads as an issue.

The lowest priority item raised by the respondents is electricity. Electricity is also an item which was expected to be at the top and not at the bottom (i.e.12%) of respondents' priorities. This suggests that the government is delivering on electricity. But this again might also suggest that citizens are able to provide their own energy through candles, traditional lamps, wood fire, solar energy etc.

In response to another question by Phalaphala FM which sought to find out the expectations of citizens from new municipalities after 3 August 2016, as shown in Figure 4 (see above), respondents once again confirmed the previous findings (see Figure 3 above). What can be

deduced is that the problem with sub-standard roads is shared in different areas of South Africa. There is clearly dissatisfaction in terms of maintenance and construction of roads. It appears that South Africans in the areas targeted in this study are satisfied with electricity supply provision. However it seems clear that their local authorities need to improve road systems while maintaining evident satisfaction with provision of electricity and water. The findings of this study indicate that roads infrastructure has reached a crisis point in parts of South Africa. Inability to deal with road infrastructure challenges may be attributed to lack of skills in implementing project development and management, as also lack of monitoring and evaluation, as revealed by Koma and Kuye (2014) study. This is consistent with Fanon (1967) argument, i.e. that the national middle class which replaced colonialism was characterised by under-development.

This study suggests that the violent protests in South Africa are not largely caused by lack of service delivery. This is because this study has revealed that South Africans in some areas in Limpopo do not have major problems with water and electricity but that problems with roads are seen as greater priorities. This is consistent with the views of Limpopo Premier, Stan Mathabatha who, when interviewed by ANN7 TV channel on the 27th April 2016 in Giyani at the Freedom Day celebrations, said that: *'Protests actions are not caused by service delivery but are politically motivated.'*

Violent protests might be caused by other factors as indicated in Figure 4: these might range from lack of jobs, to poor school infrastructure, and to lack of housing and indeed could be politically motivated. Section 152 of the Constitution of South Africa 1996 directs municipalities to promote social and economic development in order to provide for needs such as job creation and housing provision through intergovernmental relations with provincial and national spheres of government which are directly required to provide for housing.

CONCLUSIONS

The study has shown that the IDP has the potential to be an effective redistribution policy despite protest actions which amounted to almost 1000 between 2010 and 2014. These protest actions were not only limited to dissatisfaction with provision of basic services but on occasions were politically charged, e.g. demands for own municipalities in some areas. Yet, the study has revealed that South Africa has succeeded in large measure in providing water and electricity: however it has a serious problem in with regard to road infrastructure. The study has further revealed that water and electricity provision are not serious problems. However municipalities need to ensure proper maintenance.

The study recommends that stakeholders should be involved in the IDP processes since IDPs by their nature are people-driven. All sectors of the society including women and traditional leaders who represent their constituencies should also participate. There is a need for training of officials in order to build capacity, and provide the necessary knowledge in order to use technology that can help to promote a better life for all. Institutions of higher learning should be engaged in building technical skills in the officials as the findings by the study by Musitha (2012) revealed. Research should be used as a tool than consultants to provide information for planning in municipalities. Research data will provide the baseline for proper budgeting rather than budgeting in the darkness.

Municipalities should adopt monitoring and evaluation tools for analysing their performance. This should be undertaken at two levels, i.e. firstly, through monthly, quarterly, and annual progress reports.

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