Integrated development plans as catalyst to enhance small scale farming in municipalities: the case of Winnie Madikizela Mandela local municipality.

Planes de desarrollo integrado como catalizador para mejorar la agricultura a pequeña escala en los municipios: el caso del municipio local de Winnie Madikizela Mandela.

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ABSTRACT

Farming, particularly on a small-scale, remains one of the mainstays of food security globally. It ensures better nutrition and decreases the likelihood of starvation. The South Africa Constitution (1996), Section 27 stipulates that the citizenry has the right to food. At the local sphere of government, integrated development plans (IDPs) should identify specific strategies, plans and actions to promote small-scale farming to enhance the community's economic and social status. It is evident that increased local government support for small-scale farming through their IDPs could enhance food production and farming outcomes. This paper focuses on the utilisation of IDPs to lessen food insecurities through small-scale farming. The study adopted a qualitative research design. Data was gathered by means of semi-structured interviews from sampled local farmers at Winnie Madikizela Mandela Local Municipality. Moreover, an extensive literature review was conducted to highlight the significance of farming and the role of the IDP towards farming. The findings revealed that municipalities should support local farming. However, challenges such as corruption, political dynamics, and the lack of required skills proved difficult for this support to succeed. This article, therefore, recommends the establishment of an independent committee to oversee the food production process and to enhance participation of the agricultural community in local government planning.

Key words: Integrated Development Plan, Winnie Madikizela Mandela Local Municipality, Small-Scale Faming, Support, food security.

RESUMEN

La agricultura, especialmente a pequeña escala, sigue siendo uno de los pilares de la seguridad alimentaria a nivel mundial. Garantiza una mejor nutrición y disminuye la probabilidad de morir de hambre. La Constitución de Sudáfrica (1996), artículo 27, estipula que la ciudadanía tiene derecho a la alimentación. En la esfera de gobierno local, los planes de desarrollo integrado (PDI) deben identificar estrategias, planes y acciones específicas para promover la agricultura en pequeña escala para mejorar el estatus económico y social de la comunidad. Es evidente que un mayor apoyo de los gobiernos locales a la agricultura en pequeña escala a través de sus desplazados internos podría mejorar la producción de alimentos y los resultados agrícolas. Este documento se centra en la utilización de los desplazados internos para reducir la inseguridad alimentaria a través de la agricultura a pequeña escala. El estudio adoptó un diseño de investigación cualitativo. Los datos se recopilaron mediante entrevistas semiestructuradas a

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agricultores locales muestreados en el municipio local de Winnie Madikizela Mandela. Además, se llevó a cabo una extensa revisión de la literatura para resaltar la importancia de la agricultura y el papel de los desplazados internos en la agricultura. Los resultados revelaron que los municipios deberían apoyar la agricultura local. Sin embargo, desafíos como la corrupción, la dinámica política y la falta de las habilidades necesarias dificultaron que este apoyo tuviera éxito. Por lo tanto, este artículo recomienda el establecimiento de un comité independiente para supervisar el proceso de producción de alimentos y mejorar la participación de la comunidad agrícola en la planificación del gobierno local.

Palabras clave: Plan de Desarrollo Integrado, Municipio Local Winnie Madikizela Mandela, Agricultura de Pequeña Escala, Apoyo, seguridad alimentaria.

INTRODUCTION

An Integrated Development Plan (IDP) is utilised as vehicle in the provision of services by municipalities. These are strategic five-year plans which the municipalities utilise to connect and integrate in the delivery of services to the citizenry. It is also a mechanism to implement the annual budgets (Section 25, Municipal System Act 32 of 2000). IDPs also serve as coordination devices to implement the national and provincial goal at the local sphere of government. Mahlinza (2013) states that the IDP should promote community participation to enhance service delivery. Dlamini (2015:30) asserts that the current challenges faced by South African municipalities can be responded to through effectiveness, integration, and transformation of public institutions. This assertion is also supported by Masiya, Davids, and Mangai (2019) that the increase in service delivery at the local sphere of government enhances the living conditions for South Africans because their needs are met. IDPs should be adhered to promote development, participatory inclusive projects (Patel 2001:2).

IDPs also include farming aspects, which should be addressed within the municipal area of jurisdiction. The primary aim to include farming in IDPs is to ensure that there is an increased number of farmers who are actively farming produce to meet the needs of the community and the citizenry at large. According to Abegunde, Sibanda and Obi (2019) there is a growing aim among South African policy makers and development practitioners to acquire as many small-scale farmers as possible to sustain food security. Small-scale farming (SSF) could be defined as production of crops and/or live livestock on a small-scale land with the aim of consumption (subsistence) and selling (commercial). It is a type of what? that is undertaken by individuals or households to feed themselves. The primary aim of small-scale farming is to provide food to the livelihood, as well as overcome poverty and hunger (ForeSight4Food 2020). Hlophe-Ginindza and Mpandeli (2021) postulate that SSF ensures availability of food at both local and regional level. Furthermore, it advocates for many people who are dependent thereon. SSF involves the production of various products, for example, vegetables, fruits, meat (e.g., chicken, pork, and beef). Kirsten and Van Zyl (1998) argue that although the SSF is referred to small scale food production it should also seek opportunities for community empowerment and a vibrant agricultural sector. Therefore, SSF should be supported by government to

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promote empowerment, community resilience and enhances food production. Hence, this study was conducted to assess the role of the SSF at Winnie Madikizela Mandela Local Municipality (WMMLM).

LITERATURE REVIEW

Municipalities must formulate their IDPs in such a way that they are responsive to the needs of small-scale farming in their area of jurisdiction.

Role of Integrated Development Plans to enhance small-scale farming

According to scholars such as Shemfe (2019), Lidzhegu and Kabanda (2022) there are mainly two ways in which IDPs may promote or enhance SSF performances, namely through financial support and awareness programmes.

• Financial support

Due to the Covid-19 pandemic, financial support became the vital source for all aspects of life. The same applied to SSF, because the farmers required financial resources to purchase tools, equipment and other production means such as fertilizer, pesticides, water tanks, tillage regimes, smart tractors, and seeds (Vecchio et al. 2020). Vecchio et al. (2020) highlight that all farmers must ensure that they adapt to agricultural innovation and development to increase production. They further underscore that agricultural innovation and development supports farmers or farming against the ever-changing climatic conditions. Consequently, municipalities through the IDP must ensure that they provide financial support for the farming, particularly SSF. Sheikh, Riar and Pervez (2021) hold that financial support with tools and equipment is vital for SSF sustenance. In South African, financial assistance plans for the SSF was established across the country in municipalities, for example, Ethekwini AgriBusiness Master Plan adopted by the Ethekwini Metropolitan Municipality and the Agricultural Development Plan by the WMMLM.

Awareness programmes

Enhanced skills and knowledge generally result in better food production outcomes. According to Barrichello et al. (2020), there is a positive relationship between improved knowledge and agricultural innovation. SSF should be improved through awareness programmes to enhance knowledge and skills of small-scale farmers (Sharifzadeh et al., 2018). These awareness programmes could maximise food production yield. Joshi and Piya (2021) posit that SSF awareness programmes could attract more participants when they comprehend and become aware of agricultural opportunities. It may therefore be argued that all municipalities through their respective IDPs across the country should allocate an adequate budget towards the design and implementation of awareness programmes to enhance SSF and thereby maximise food production. Awareness programmes may also increase the number of farmers within municipal areas of jurisdiction.

Integrated Development Plan: Challenges

The circumstances below are several reasons why IDPs or strategic initiatives generally fail: The researchers have reviewed these challenges to enlighten readers knowledge on potential challenges that may cause the SSF of WMMLM to fail if their IDPs are not properly managed.

• Poor management of resources

A municipality is dependent on two resources: financial and human. The management of these two resources is critical to enhance service delivery. Municipal financial sustainability is a critical component in the provision of services to communities. Moreover, a municipality's inability to manage its financial sustainability undermines its ability to address socioeconomic concerns in the jurisdiction (Moloto and Lethoko 2018:02). Poor performance by a municipality could be related to human resource capacity (Mehlape 2017:1; Matyana and Mthethwa 2022b). Municipalities must manage its human resource component efficiently to ensure continued effective service delivery. A municipality's financial and human resources is linked inextricably. There is a strong link between the municipality's financial and human resources because the management and quality depend on, for example, skills, staff compliance levels and their competency (Choonara 2017, Moloto and Lethoko 2018). Improved service delivery should be promoted through sound implementation and management of an IDP. Furthermore, it is determined by the management of municipal resources (financial and human resources).

• Political dynamics and administrative interface

Chapter 7 of the South African Constitution (1996) stipulates the establishment of municipalities throughout the Republic. Political leadership is recognised as the primary governors of these municipalities (vested with both legislative and executive functions). According to Ndulula (2013) cited in Reddy (2016), the municipal council has the authority to implement policies (bylaws) to govern their area of jurisdiction. This is aimed to enhance the lives of the constituents. Therefore, tension in the political milieu affects municipal performance negatively in the overall performance of IDPs.

The political-administrative paradigm accentuates the significance of power separation between the political and administrative staff to enhance service delivery. The political-administrative boundary of a municipality should be determined because it underestimates (conflicts and overlaps) which promotes poor service delivery (Reddy 2016:01). Reddy (2016) postulates that political-administrative interference is primarily as a result of cadre deployment. This is the procedure which the municipality's main party employs members, that is, from the same political party as loyalists in the provision of services to its communities. Cadre deployment is an unproductive and

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unmotivated tool to provide services because generally, untrained and unqualified personnel are appointed (Tshishonga 2014; Kok 2017).

• Lack of planning

Public institutions are involved in planning and projecting future objectives. These governmental entities' goals are viewed as the future achievements. Municipalities are obliged to accept the IDP as a strategic vision, while the planning system should support development in the public's interest (Dutton 2019). The municipal council should achieve the municipality's goals in conjunction with the communities, particularly for farming, which serves as a initial point and a basis towards planning. The major reasons for service delivery backlogs in most South African municipalities is the lack of comprehensive planning in the formulation of the IDP and its inability to conform thereto (Mashamaite, Moloto and Municipality 2016).

• Corruption

Municipalities are considered as the primary looters of state resources intended for constituents' transition. The stealing of state resources violates the constituents' rights. Consequently, they do not receive effective required needs or services (Managa 2012:04, Fourie, 2018). This assertion is supported by Masters and Graycar (2016) who posit that corruption affects the citizens daily living circumstances. Corruption in local government results in inadequate local resource planning (Masters and Graycar 2016:43). Corruption is also observed as the primary reason why governments fail to function efficiently and provide effective and efficient services to its constituents (Aranha 2017). A high number of corruption-related cases in a municipality may result in immense service delivery concerns. Corruption levels at a municipality should be considered when it inhibits service delivery, particular farming at WMMLM.

THEORECTICAL FRAMEWORK

This study is supported by collaboration theory. This theory observes the collaboration between two or more objects involved in government. The collaboration theory should explain the why and how of collaboration among the objects. Collaboration is the collective effort between two or more objects for the completion of a project (Chaffee 2019). In a collaboration theory, the government is defined as an entity that should observe the economic needs and well-being of citizens by providing them with the required services. Conversely, the citizens are mostly concerned about development and personal gain. In a collaboration theory, everyone tends to achieve more because support is provided to one another.

The magnitude of societal problems encountered by communities in the 21st century can be combated through efficient collaboration in government (Diaz-Kope and Morris 2019). In the collaboration theory, the

government is expected to collaborate with other organisations, such as private institutions, NGOs and communities to combat concerns the citizens encounter such as water challenges, poverty, hunger, unemployment etc. According to Shayganfar et al. (2016) in collaboration, there should be a defined system used to define the relationship of the objects involved in that environment.

This theory suits this study because it measures the extent of interaction between municipal officials and the smallscale farmers, particularly, at WMMLM to improve the lives of the people and to ensure that poverty is alleviated through the jurisdiction. The municipality need to create a concussive environment and atmosphere for SSF enhancement through IDPs.

METHODOLOGY

This study adopted a qualitative research design to gather data from the participants (small-scale farmers) at WMMLM. This method enabled the comprehension of the participants perspectives and provided detailed information for the study. The data was gathered from twenty small-scale farmers at WMMLM, from four wards of the municipality. The respondents participated through the process of interviews. The interviews were semi-structured, meaning that the researcher has created questions to ask the small-scale farmers of WMMLM, however, they were not restricted when they are answering. They were allowed to provide more information for the questions. The data was analysed thematically from the collected information. The themes were identified based on questions that were asked. In other words, the researcher has identified the themes based on the common information rising within the data that was collected.

FINDINGS

This section summaries the findings gathered from the small-scale farmers at Winnie Madikizela Mandela Local Municipal

Significance and awareness of small-scale farming

SSF has enabled many residents to overcome the burden of poverty and starvation globally. It ensures better nutrition. Hence, dedication and willingness to learn SSF is very important. According to Hlophe-Ginindza and Mpandeli (2021) SSF maintains food supply at both the local and regional levels, as well as advocates a significant number of people who still rely on it to survive, primarily those in low- and middle-income. SSF entails the production of a wide range of products, including vegetables, fruits, and animal meat (chicken, pork, beef, etc.). Although the SSF deals with food security, it also enhances the local areas or regions social and economic development. Therefore, it is very important that SSF's are supported by local government authorities and awareness programmes are

arranged to teach them and the local community its significance. Awareness programmes would enable more people to participate in SSF, and thereby increase production. The findings also revealed that small-scale farmers at WMMLM understand the significance of their role or farming to enhance economic and social development within their municipal jurisdiction. The respondents revealed that the support from the local municipality is unsatisfactory and as a result they fail to effectively maintain their operations. They also acknowledged that the municipality organises selected awareness programmes to enhance their understanding of farming as well as capacity. However, these programmes are not accessible to every ward within the jurisdiction, and do not take place in terms of the established routine and specific dates.

Financial support for tools and equipment

According to many experts, for example, Vecchio, Agnusdei, Miglietta, and Capitanio (2020), the significance of tools and equipment for SSF cannot be overstated. Proper access to adequate working materials boosts both production and output. There are various materials which enhances production for SSF's. Fertilizer and pesticides, water-saving techniques, tillage regimes, and crucial aspects of SSF (Vecchio, De Rosa, Adinolfi, Bartoli, and Masi 2020). All farmers must ensure that they adapt to agricultural innovation and development to enhance production. The findings also revealed that small-scale farmers at WMMLM require municipal financial support to enhance or purchase equipment needed for production. Unfortunately, financial support is rather limited. The lack of smart tractors, water systems, seeds and fertilizer were highlighted as lacking by the farmers. The municipality could open ward sites in its jurisdiction and equipped with tools and equipment to support farming. The farmers believe that these ward sites could enhance production while also encourage more citizens to participate in the SSF.

Challenges encountered

Small-scall farmers at WMMLM identified the following four challenges they face when farming, namely: general and IDP.

• Climate and acts of God

Climate changes and acts of God is very destructive for SSF because of the damage it causes to farming practices. Climate and act of God includes floods, drought, tornados, and destructive storms. According to findings, the smallscale farmers acknowledged that their plans to produce more is affected by climate change as well as acts of God. This limited the value of the yield. They reported that when they faced these harsh circumstances, they would require additional support from local government authorities. A good climate has a positive impact on farming activities, because these conditions are favourable to produce a worthy yield. Climate change is defined as the uncertainty of the natural environment, and it is a controversial global issue in the 21st century. Scholars such as Ziervogel, New, Archer van Garderen, Midgley, Taylor, Hamann, Stuart-Hill, Myers and Warburton (2014) and Tol (2020) highlighted that climate change causes disruption to most economic sectors, including SSF. They further asserted that climate

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change results in welfare loss and increases the cost of social living, which affects the citizenry. Climate change has the potential to stymie progress toward a world free of hunger. Climate change impacts on a good crop yield. This has become a consistent global trend, which could have implications for access to food (Wheeler and Von Braun 2013). Climate change gives rise to high temperatures, massive downpours, pests and disease which reduces a good crop yield (Harvey, Saborio-Rodríguez, Martinez-Rodríguez, Viguera, Chain-Guadarrama, Vignola and Alpizar 2018; Abegunde et al. 2019).

• Lack of skills

Availability of required skills, particularly for SSF should be the key consideration across the globe. Skilled smallscale farmers tend to produce more. Hence, they possess appropriate skills of productive farming. According to Ismail, Kelly, and Maiga (2020) several initiatives have been taken by governments including local and international organisations to engage in the development of skills for the small-scale farmers and youth. These engagements encourage greater participation in farming activities and prospects of enhanced production. Small-scale farmers need to have a variety of skills to ensure success, for example:

Skill required	Reason
Organisational Skill	To ensure a smooth operation because farming involves the management of several dynamics such as paperwork, machines, and employee relations at some point.
Farm operational skill	To ensure smooth preparation for cropping, and ongoing management of land.
Animal and crop management skill	SSF involves the production of both crops and animals. Therefore, farmers must manage these to ensure their health. This includes understanding appropriate and best quality seeds, vaccinations, etc.
Technical/ mechanic skills	SSF also involves the use of various equipment, for example, tractors, vaccination materials, fertilising materials, and greenhouse usages. Small-scale farmers must be able to understand the best usage.
Interpersonal/ communication skills	SSF also involves interaction with certain stakeholders, for example, skilled farmers, local authorities, sponsors and municipalities, including customers at some point. Small-scale farmers must be able to show and possess sound communication skills.
Marketing skills	As the SSF ensures availability of food at a local and regional level, they can provide their target markets to sell their produce. Small-scale farmers should also develop marketing skills to sell their produce.

There is a positive relationship between improved skills and output. Improved skills enhance one's capacity. These skills should be enhanced through short courses, workshops, development programmes. Furthermore, it is crucial that local government authorities contribute towards the development of the famer's skills. These skills also contribute towards small-scale farmers master farming practices and operations so increase production. The findings revealed that most of WMMLM small-scale farmers do not possess required skills for SSF. Some do not perceive the need to either train or develop themselves. Hence, they are stigmatised in that they practice SSF for their own interests. It was also highlighted that the municipal development programmes for SSF at WMMLM does not reach all wards. Consequently, selected wards are better off in SSF compared to others.

Financial constraints

Financial constraints are one of the major challenges identified by the small-scale farmers of WMMLM. According to these farmers they lack financial means to support their farming effectively. This challenge corresponds with the assertion raised by (Kenley 2003) that Money is the king of everything. It is required to finance various aspects of farming equipment and activities related to SFF, which includes, *inter alia*, tools, seeds, and water saving tanks. Vecchio *et al* (2020) hold that the significance of financial support to enhance production and output, particularly the SSF is crucial. Therefore, the lack of financial support for SSF or for Small-Scale Farmers inhibits their advancement.

• Land distribution issues

The land issue in South Africa has been one of the most controversial since the dawn of democracy in 1994. The land issue affects SSF in two ways, namely: shortage of unused land owned by municipalities; and vacant land owned by certain minority groups due to apartheid-related legislation and regulations. It can be inferred that the fair distribution of land would enhance SSF. Land redistribution allows formerly disadvantaged, poor, and the underprivileged to purchase and utilise land for various activities (Department of Land Affairs, 1997:7). According to Akinola, Kaseeram and Jili (2021) illegal occupation of land/farm evictions remains the major concern in South Africa. Akinola *et al.* (2021), Mubecua and Mlambo (2021) recommend that land which was confiscated illegally from the people by the oppressive, dehumanising apartheid regime should be returned to the original owners, especially if the land is no longer productive to enable to rejuvenate such to ensure food security. This rejuvenation would empower local inhabitants to enhance SSF. The municipalities should distribute unused land equitably to support SSF within its jurisdiction.

• Political dynamics

Political interference and conflict result in unnecessary delays in the provision of services. These could be perceived as a myth or government officials fight each other for, *inter alia*, resources, political party differences, or contestation for power. Government officials tend to forget about the primary priorities of a municipality and prefer

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to prioritise individual interests (Thusi et al. 2023a). This affect citizens at ward level, and results in irregular provision of municipal services. Political interference and conflict impede municipal performance, which has a detrimental impact on the overall performance of the IDP. The findings revealed and substantiated that the SSF is also affected by political dynamics at WMMLM. The respondents held that due to political dynamics, their wards receive better support for SSF than others. Disproportionate municipal support should be averted, and services should be managed equitably throughout its jurisdiction.

• Corruption

Corrupt practices at municipalities have cost the country millions of Rands annually (Auditor General report 2020/2021). Municipalities are considered primary looter of government financial resources because they are the closest sphere of government to the people. However, their primary purpose to render services to the communities is questionable. Managa (2012:04) and Fourie (2018) have raised the concerns about the corruption levels at local municipalities. In the 2021/2022 financial year, the Auditor-General of South Africa reported that approximately R5.5 billion was lost due to corruption. This scrouge delays and disrupts the effective and efficient provision of services to the needy (Matyana and Thusi 2023). This assertion is also supported by Aranha (2017), Thusi, Matyana and Jili (2023) that corruption is a major factor why governments fail to serve their constituents effectively. Corruption affects the citizens daily living circumstances (Masters and Graycar 2016). The findings revealed that certain allocated budgets for farming, particularly SSF at WMMLM is neither efficiently nor effectively utilised for the primary purpose, which is to expand production and output. The participants observed that they receive less support from the municipality than required to due to corruption among the local mandated officials. The municipalities should ensure that their practices are transparent as well as fudge corrupt practices.

Integrated Development Plan and Small-Scale Farming

Based on the findings of the study, it is evident that there is a lack of support and cooperation between the WMMLM and the small-scale farmers. The municipality is failing to structure its IDP is such a manner that it addresses the identified issues by the farmers. The municipality is failing to ensure that there is an enough financial support for growing small-scale farmers of the jurisdiction. Farmers also lacks materials to advance their outputs and yields. Political dynamics and corruption have been sported as the main managerial challenges that affects the effective support of small-scale farmers at WMMLM and hinders the effective management of IDPs. Therefore, to improve this condition the study recommends the following recommendations.

RECOMMENDATIONS

It should be noted that the recommendations provided below are not only limited to WMMLM but could be adopted by municipalities across the country as they have the mandate to support and achieve the Sustainable Development Goals, particularly, goal number 1 and 2, which is to ensure that there no poverty and hunger by 2030.

• Establishment of independent committee

The findings revealed that all SSF financial and operational actions is limited or managed by the municipality. There is no proper organised schedule for SSF meetings to ensure continuation and resilience thereof. The study observed this as a shortcoming to ensure enhanced farming practices within the municipal jurisdiction. Therefore, the study recommends the establishment of an independent committee or office in local municipalities for SSF. This committee or office can compel the municipality to account for and be transparent about farming practices within its jurisdiction. This committee or office should also manage SSF skills development. Furthermore, this committee or office can conduct oversight duties over the officials responsible for farming. This committee or agency should adopt work schedules and undertake oversight of all stakeholders within a defined time range. Members of the local political parties, community members, and representatives from the provincial level of government could make up this committee or office. To increase competition, they must be chosen fairly (no majority rule must be used) and appointed based on qualifications. This would encourage effective and efficient food security and aid to improve openness and accountability within South African municipalities, particularly for farming.

• Enhancement of community participation in IDPs

Community participation is a cornerstone of democracy which aims to ensure openness of government operations and practices (Matyana and Mthethwa 2022a; Thusi 2023b). It is a process whereby the community participates directly on matters which affect them. This process extends to the community and ordinary citizens to participate in the formulation of policies and legislation which affects their well-being or daily activities. Where community participation is enforced and respected, government decisions tend to be positive and fruitful, especially for the community. Therefore, this study also recommends the enhancement of community participation in WMMLMs farming practices, from the policy adoption phase to the distribution of funds and equipment, particularly, in the IDPs. This will ensure community and small-scale farmers are consulted, engaged and aware of aspects to enhance farming. Community participation will also ensure openness in matters related to SSF within the municipal jurisdiction.

Effective IDP management and oversight

Effective management is the cornerstone of good governance and better provision of goods and services to the citizens. Based on the findings of this study the researchers also recommends that the municipality must manage their IDPs in a most effective and strategic manner. This includes complying to all good governance principles and oversight requirements by internal and external bodies. An effective IDP management and oversight will play a pivotal role in enhancing SSF in WMMLM hence government officials will work accordingly and avoid mismanagement practices that may affect the SSF.

CONCLUSION

Almost three decades ago South Africa, for the first time in its history, were relieved from the shackles of the oppressive racial and dehumanising apartheid regime. The government is trying to attend to the existing extensive issues which faces the country, for example, socio-economic issues such as poverty, and unemployment. These issues have revealed harsh living conditions and spiralling unemployment, nationally. This study examined the extent to which the IDP could be utilised to enhance small-scale farming at WMMLM, with the view to enhancing SSF production. This study contributed towards the enhancement of WMMLMs economic and social development. The recommendations are not only limited to WMMLM but can also be considered and adopted across all South African municipalities.

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