# TOWARDS DEVELOPING A STRATEGIC FRAMEWORK FOR STIMULATING RURAL ENTREPRENEURSHIP IN KWAZULU-NATAL, SOUTH AFRICA: A CASE STUDY OF THREE MUNICIPALITIES

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#### -Abstract -

Rural entrepreneurship is critical for poverty alleviation, food security, employment creation and the overall development of rural communities. The growth of Small Micro and Medium Enterprises (SMMEs) in rural areas is stifled by a multiplicity of challenges. Rural municipalities have responded to these challenges by crafting strategies aimed at stimulating the growth and development of SMME sector. However, the pace of rural SMME development has generally been slow. This, therefore, calls for the need to develop initiatives that accelerate the growth of the SMME sector. This study contributes towards the development of a strategic framework for the development of SMEs in rural communities in South Africa, particularly in the KwaZulu-Natal province. Purposive sampling was used in identifying research participants. Data was collected through in-depth interviews with ten municipal officials and twenty SMMEs operating in three rural municipalities of Amajuba District in Kwazulu-Natal. A thematic approach was employed for data analysis. The results indicate that although progress has been made towards the promotion of rural entrepreneurship in South Africa, more efforts are required to further stimulate the growth and development of this sector by ensuring effective implementation of relevant initiatives. The study recommends that the municipalities should distribute land to local SMMEs, cluster SMMEs to enhance skills development through training and technology transfer and conducting business exhibitions. Importantly, continuous mentorship and monitoring of the progress of SMMEs after the provision of training and financial resources is critical for the growth of rural entrepreneurship.

**Key words:** Rural Small and Medium Enterprises, rural entrepreneurship, municipalities, strategic framework, rural development.

**JEL Classification: M19** 

#### 1. INTRODUCTION

Rural entrepreneurship is critical for poverty alleviation, food security, employment generation, wealth creation and the overall development of rural communities (Chatteriee et al., 2018). The levels of unemployment, poverty, food insecurity and starvation are high among the rural population (Jili et al., 2017). Most of the poor people in South Africa are located in rural areas (Mears & Blaauw, 2010). Woodland and Leibbrandt (1999) note that 63% of the rural population is poor at a poverty line of R3 509 per adult equivalent per annum. Extant literature indicates that poverty remains one of the most pressing socioeconomic issues in South Africa (Woodland and Leibbrandt, 1999; Jacobs & Hart, 2014). Rural unemployment is one of South Africa's major socio-economic challenges. Daves (2012) observes that over half of those living in rural areas are unemployed. Therefore, rural dwellers are among the most affected by unemployment in South Africa. Over 50% of the rural households rely on social grants, or remittances for livelihood (Ngomane, 2012). Rural areas are also associated with food insecurity. Whilst food insecurity is common across urban and rural areas, "the breadth and depth of household food insecurity is worse in rural parts of South Africa" (Jacobs & Hart, 2014:164). Rural entrepreneurship, if adequately supported by local municipalities, addresses rural underdevelopment, unemployment, poverty and food insecurity. Jili et al. (2017) posits that SMEs improve the socio-economic status of rural households through income generation. In addition to that, rural entrepreneurship enables business owners to rely on themselves and reduce dependence on the government. Furthermore, SMEs lead to rural economic development (Ngorora & Mago, 2018) Moreover, rural entrepreneurship reduces labour migration and pressures in urban areas (Jili et al., 2017). Although rural entrepreneurship is pivotal in improving the rural standards of living, its growth is stifled by a multiplicity of challenges including limited access to finance, poor roads and infrastructure, inadequate skills, limited access to markets and lack of access to information, advice and business services (Lekhanya & Mason, 2013).

Having realized the importance of rural entrepreneurship and SMMEs, local municipalities have adopted strategies to enhance rural entrepreneurial development. However, results of the strategies have not matched expectations (Nelson Mandela Metropolitan Council, 2009). "Although there is vigorous support for SMMEs, the extent of support and its effectiveness thereof is an area of concern" (Nelson Mandela Metropolitan Council, 2009:12). Therefore, there are gaps in the current rural entrepreneurship support system. This study seeks to plug the gaps by developing a strategic framework for stimulating rural entrepreneurship in South Africa.

Mazzarol (2003) conducted a study on developing a holistic framework for stimulating regional entrepreneurship in the context of Western Australia. Similarly, Purrini (2011) studied the economic empowerment of rural women through enterprise development. Another study by the International Fund for Agricultural Development (2012) focused on promoting rural enterprise growth and development, drawing lessons from Ghana, Madagascar, Rwanda and Senegal. The results of the studies cannot be generalised to South Africa as the country has its unique socio-economic and political context. Furthermore, the rural entrepreneurial development frameworks suggested in the previous studies may not be applicable to rural South Africa. Thus, there is need for a study in the South African context. Limited research has been conducted on developing a strategic framework for stimulating rural entrepreneurship in South Africa focusing on rural municipal areas in KwaZulu-Natal. Even though Maasi and De Schoeman (2012) wrote a book chapter on "Seeking a conceptual framework for the support and development of rural entrepreneurs", the study is not specific to any rural area as it covers the whole of South Africa. Hence, the current study becomes unique and contributes to literature on rural entrepreneurship.

#### 2. LITERATURE REVIEW

This section presents a literature review on the challenges facing rural entrepreneurs and the strategies that have been adopted by local municipalities to enhance the development of rural entrepreneurship.

### 2.1. Obstacles to rural entrepreneurship development in South Africa

A plethora of factors stifle rural entrepreneurship development. Access to finance has been cited one of the greatest obstacle to rural entrepreneurial development. Ngorora and Mago (2012) note that rural entrepreneurs have limited access to funding due to lack of awareness of the sources of credit finance and lack of collateral to access credit finance. Lack of funding stifles the expansion of SMMEs and excludes them from large markets as suppliers of large companies or suppliers to markets (Dludla, 2014). South African financial institutions are willing to invest in SMEs that are in their later stages of development. That means rural SMMEs in their early stages of development struggle to secure funding. SEDA (2016) states that SMEs in towns and cities have greater access to credit finance than their rural counterparts. For example, SMMEs in Mpumalanga and Northern Cape find it difficult to access credit finance (SEDA, 2016). According to SEDA (2016:7), "this mainly due to the predominantly rural nature of the provinces".

Rural areas are characterised by poor transport and communication infrastructure (Ramukumba, 2014; OECD, 2009). Infrastructure is one of the key enablers of entrepreneurial development (SEDA, 2016). The remoteness of some rural areas pose transport challenges to SMMEs (OECD, 2009). Rural areas have poor communication infrastructure; few telephone lines, fewer computers, and internet access is difficult and expensive (Ngorora and Mago, 2012). Consequently, rural entrepreneurs become marginalised as they have limited access to timely and accurate market information (Dludla, 2014).

Limited access to information, advice and business services has also been noted as one of the obstacles to rural entrepreneurship (Makhado Local Municipality, 2013; Meyer *et al.*, 2016). Rural entrepreneurs, in most cases are located far from business advice and support services provided by business development agencies (OECD, 2009). Business development agencies such as Small Enterprise Development Agency (SEDA) are located in towns and large cities. The availability of business premises has been an obstacle to rural entrepreneurship. A limited supply of business premises "may reflect poor economic returns for private sector developers in localities where low levels of entrepreneurial activity

depress the level of demand for business property" (OECD, 2009:163). Rural areas are not attractive to private land developers.

Rural entrepreneurs have limited access to markets and developing relationships with customers (Ramukumba, 2014). Rural areas are characterised by low population densities, low percapita and household incomes. Therefore, rural markets become smaller than urban markets (OECD, 2009). As such, SMMEs in rural areas are at a disadvantage compared to their urban counterparts (SEDA, 2016). Moreover, some municipal procurement policies are not conducive for the inclusion of SMMEs (Emnambiti Ladysmith Municipality, 2009)

Lack of skills is also a constraint to rural entrepreneurship. Like some urban entrepreneurs, rural business owners lack technical, communication, marketing and management skills (Zondo, 2016). They also have limited access to business skills training (Makhado Local Municipality, 2013). Rural entrepreneurs have lower levels of education and skills as compared to urban areas. Lack of skills deter rural entrepreneurs from meeting the local and international product and service standards required by the markets. Therefore, lack of skills has constrained rural enterprise development.

In addition to the above challenges, local municipalities do not deliver proper services that support entrepreneurial development (Meyer *et al.*, 2016). Some municipalities lack entrepreneurial development programmes (Meyer, 2014). Furthermore, municipalities have been blamed for not creating a conducive environment for rural enterprise development. For example, service payments to the municipalities are too high for small businesses (Meyer *et al.*, 2016. This increases their operating costs and negatively impact on their sustainability.

### 2.2. Municipality strategies in promoting rural entrepreneurship

Municipalities, which are the agents of local socio-economic development (Meyer, 2014) design and implement local economic development strategies to effect wealth creation, employment generation, poverty alleviation and food security in their areas of jurisdiction. Against this background, South African local municipalities have adopted various strategies to enhance rural entrepreneurial development. However, some municipalities lack clearly defined

strategies for rural entrepreneurship development (Meyer, 2014). For example, Phalaborwa, Agang, Tubatse, Molemole and Mutale lack clearly spelt out entrepreneurship development strategy (Mbedzi, 2011).

Local municipalities facilitate access to finance. In terms of the national legislation, local municipalities may not provide credit finance or invest in SMMEs (Nelson Mandela Metropolitan Council, 2009). However, municipalities enhance SMME access to finance by providing information about the existing financial institutions that offer credit finance (Nelson Mandela Metropolitan Council, 2009). It is critical to note that entrepreneurs have to meet requirements for credit finance in financial institutions. Some of the requirements are so stringent that they deter SMMEs from accessing funding.

Business incubation has been adopted as a strategy for promoting rural entrepreneurship. According to Mbedzi (2011), Polokwane municipality has an incubation centre for SMMEs. The incubation centre started with 46 incubates in 2004. By August 2010, the number reduced to 26 due to rental problems at the centre and that the business location was not favourable (Mbedzi, 2011). Thus, concept of "business incubation" was noble however, it could not provide a conducive environment for entrepreneurial development.

Availability of business premises has been a challenge to rural entrepreneurs. Municipalities have responded by providing physical workspace for small businesses (Makhado Local Municipality, 2013). Municipalities have provided land, premises and market facilities for SMMEs. Although the strategy is important for the development of entrepreneurship, SMMEs struggle to pay high service fees to the municipalities (Meyer *et al.*, 2016). Consequently, costs of running business escalate and compromise profitability. Hence, slow growth of businesses.

The Preferential Procurement Policy Framework Act 5 of 2000 and the Preferential Procurement Regulations of 2001 enhance the participation of historically disadvantaged individuals and SMMEs in the public procurement system (Myers, 2017). Rural entrepreneurs, in this context, can tender for local municipality contracts. Moreover, the municipalities also have programmes in place for promoting market access for locally produced goods and services. Procurement policies of the municipalities are designed in such a way that local

entrepreneurs can apply and get tenders of supplying goods and services to the municipalities.

Local municipalities have also been involved in imparting business skills to rural entrepreneurs. Herrington *et al.* (2010) observe that lack of entrepreneurial training is one of the major obstacles to entrepreneurship development. Therefore, local municipalities conduct training sessions for small businesses. Additionally, councils can enhance awareness of relevant available training programmes and funding training programmes and initiatives (Nelson Mandela Metropolitan Council, 2009). However, municipalities lack a mentoring and monitoring tool to ensure that the knowledge gained is effectively implemented.

Raising entrepreneurship awareness to stimulate entrepreneurship and encourage business start-ups is one of the strategic moves adopted by municipalities. For example, Newcastle Municipality in conjunction with SEDA, Ithala Bank and the Department of Economic Development and Tourism holds "Annual Small Business Week" (Cajee, 2014). The workshop motivates attendees from Northern KwaZulu-Natal to start businesses, equips aspiring entrepreneurs and start-ups with requisite skills for success. Successful entrepreneurs share their experiences with a view to stimulate attendees to start businesses (Cajee, 2014). Furthermore, potential entrepreneurs have the opportunity to get information about government agencies and departments that promote entrepreneurship. Similar to the Newcastle "Annual Small Business Week" is the "Endumeni Business Week Summit" held by the Endumeni Municipality to encourage local entrepreneurship (Northern Natal Courier, 2016). Exhibitions present an opportunity for entrepreneurs to sell and market their products.

Municipalities have also partnered with provincial government departments and agencies to promote and develop entrepreneurship (Greater Giyani Local Municipality, 2014). Partnerships have been established with the Department of Small Business Development, Department of Economic Development and Tourism, Department of Trade and Industry, and agencies such as SEDA, National Youth Development Agency (NYDA), Small Enterprise Finance Agency (SEFA), Ntsika and Sector Education and Training Authorities (SETAs). Such partnerships are instrumental in promoting rural entrepreneurship. For example, Local Government Sector Education and Training Authority (LGSETA) has been

active in fostering and nurturing an entrepreneurship culture and increasing enterprise creation rate (LGSETA, 2016).

### 3. RESEARCH METHODOLOGY

This study adopted a qualitative approach which is informed by the interpretivist paradigm. Qualitative research is employed when the potential answers to a question requires an explanation (Suluvan & Sargeant, 2011). Questions such as why and how are addressed by qualitative research. Research respondents were purposively selected. The researchers identified officials who dealt directly with SMMEs and had knowledge about local small businesses. SMMEs who were willing and with the information required by the study became part of the participants. Data was collected through in-depth interviews with 10 municipal officials out of the targeted 15, and 20 SMMEs from a target of 25, operating in three rural municipalities of Amajuba District in Kwazulu-Natal. The response rate was high due to appointments made prior to the in-depth interviews. The three local municipalities covered in the study are Newcastle, Utrecht and Dannhauser. A thematic approach was employed in the analysis of empirical data. To ensure confidentiality of the respondents, official were allocated numbers from 1 to ten, while pseudonyms were used for entrepreneurs

#### 4. PRESENTATION AND DISCUSSION OF RESULTS

This section presents an analysis and discussion of the results.

### 4.1 Challenges of rural entrepreneurship from the perspective of SMMEs

The analysis of empirical evidence from in-depth interviews revealed that the geographical location of entrepreneurs greatly disadvantaged them. These findings are in agreement with extant literature (Ngorora and Mago, 2012; Lekhanya & Mason, 2014). Most (18 out of 20) of the respondents indicated that the challenges confronting rural entrepreneurs include; limited access to finance due to lack of information about sources of funding and failure to meet collateral requirements, poor transport and communication infrastructure, being far away from business development services, lack of access to large markets and poor service delivery to rural entrepreneurs. To illustrate the challenges facing rural entrepreneurs, Siyabonga indicated that:

"One of my greatest challenges as an entrepreneur is to access funding. I am located far away from towns and sometimes lack information of where I can get funding. Financial institutions require collateral that I do not have. It looks like it is difficult for us from rural areas to get credit finance".

This quote illustrates the challenges facing rural entrepreneurs due to their geographical location. The distance from town deters rural entrepreneurship development. This concurs with Ngorora and Mago (2012) who note that rural entrepreneurs fail to access credit finance due to lack of information. Furthermore, rural entrepreneurs are poor that they do not meet collateral requirements. The results agree with existing literature. SEDA (2016) observes that rural entrepreneurs struggle to secure funding.

Another challenge mentioned by the entrepreneurs was limited access to information about markets and business development services. The majority (19 out of 20) of the participants noted that they had limited access to markets and business development services. Although rural entrepreneurs need the services, distance deters them from accessing the services. Furthermore, SMMEs lack information about large markets in towns. To support this, Zodwa noted that:

"As much as I might want to supply the urban market, I do not have adequate information about the market needs. So I supply what I think can they need. In most cases the sales are poor. I am also far away from government agencies that support small businesses

This statement shows that entrepreneurs fail to successfully sell and market their products due to a limitation imposed by their location as they lack information about the market and have no access to business development services (Meyer *et al.*, 2016).

The respondents also complained that the municipalities do not provide adequate support for rural entrepreneurship. All the respondents indicated that the local municipalities provided inadequate support to effect rural entrepreneurial

development. These business owners need more support because they are exposed to many disadvantages due to their location. For example, Zandile observed that:

"The municipality wants to treat us like established businesses. They do not mentor and nurture us so that we grow. We pay high service fees just like large businesses"

The respondent notes the negligence of local municipalities in promoting the development of SMMEs. Municipalities' perception of entrepreneurs negatively impact on how they treat SMMEs. Even though the government has established business development agencies, municipalities are the key agents for local economic growth and rural entrepreneurship development becomes their responsibility. This concurs with the existing literature. Meyer *et al.* (2016) note that the service fees are too high and the services to entrepreneurs are of a standard that they do not enhance entrepreneurship development.

### 4.2 Strategies adopted by municipalities to promote rural entrepreneurship

This section presents the strategies adopted by municipalities to promote rural entrepreneurship.

The results of the study reveal that municipalities have adopted various strategies to enhance rural entrepreneurial development. All the respondents noted that organising business fairs and exhibitions, creating strategic partnerships with government agencies, stimulating an entrepreneurial culture through workshops, involvement of entrepreneurs in public procurement and the provision of business workspace were some of the strategies. This is consistent with the insights shared by respondent 2:

"The municipality organises business fairs, exhibitions and Small Business Week to enhance entrepreneurs' access to markets and enable them to acquire important information".

The quote illustrates that municipalities use fairs and exhibitions to promote SMME access to markets. Entrepreneurs use such platforms for interacting with other businesses and with customers. They also acquire critical information about

the market and management of their businesses (Cajee, 2014). Fairs and exhibitions are used by municipalities to stimulate an entrepreneurial culture among local people (Northern Natal Courier, 2016).

Municipalities also involve SMMEs in the public procurement to enhance the growth of the sector. Most (8 out of 10) of the participants indicated that municipalities involve SMMEs in the public procurement. One of the challenges facing entrepreneurs is their exclusion from public procurement. This is in line with what respondent 8 stated:

"According to the South African law preference must be given to disadvantaged individuals and SMEs in public procurement. Therefore, SMMEs now participate in public procurement".

The quote indicates that entrepreneurs take part in public procurement. This is in line with the existing literature. Preferential Procurement Policy Framework Act 5 of 2000 states that historically disadvantaged individuals and SMMEs must take part in public procurement. However, tenders require SMMEs to have adequate capital to supply good and services. Given that rural entrepreneurs have limited access to funding (Ngorora & Mago, 2012), it is difficult for SMMEs to supply products of the required quantity and quality.

Even though municipalities, by law, cannot provide credit finance to SMMEs, they enhance access to finance by providing information regarding institutions that financially support entrepreneurs. Nine out of ten respondents stated that the local municipalities provide information about institutions that provide funding. In line with this, Respondent 10 indicated that:

"We cannot provide credit finance to SMMEs but we provide information about institutions and government agencies that provide funding".

The statement shows that, even though municipalities cannot provide funding, they make an effort to assist entrepreneurs by providing information about private and public institutions that offer financial support to SMMEs. These results are consistent with literature. Nelson Mandela Metropolitan Council (2009) notes that

municipalities avail information to entrepreneurs about institutions that fund SMMEs

One of the challenges noted by entrepreneurs is the lack of premises and workspace. Therefore, municipalities provide workspace for entrepreneurs. All participants stated that municipalities provide workspace for rural SMMEs. In some local municipal areas, some places are designated for small businesses. Such a provision enable entrepreneurs to market their products. This is substantiated by Respondents 17 who noted that:

"As a municipality, we provide workspace for upcoming entrepreneurs as we know that they lack space for their businesses. We also provide premises".

The quote illustrates that land and business premises are being provided to entrepreneurs where possible. According to Makhado Local Municipality (2013), business premises and workspace is provided for SMMEs to enhance local enterprise development. However, it is important to note that entrepreneurs have to pay for the facilities provided by the municipalities.

# 5. A STRATEGIC FRAMEWORK FOR STIMULATING RURAL ENTREPRENEURSHIP IN AMAJUBA DISTRICT, KWAZULU-NATAL

Even though municipalities have adopted various strategies to promote entrepreneurship, the rate of rural entrepreneurial development has been low (Nelson Mandela Metropolitan Council, 2009). Therefore, a properly designed framework has to be developed. The framework should be linked to the critical needs of rural entrepreneurs. The researchers suggest that the municipal rates for SMMEs should be reduced to enhance local entrepreneurial development. High service rates stifle entrepreneurial development. Furthermore, after training the local entrepreneurs, it important for municipalities to mentor and nurture the new entrepreneurs. Even though there are government agencies designed for that, local municipalities are advised to do so as they are agents for local economic development. Where possible, it is advisable to make a follow-up on the progress of local entrepreneurs.

A further suggestion from the researchers is that municipalities may need to negotiate with financial institutions on favourable terms of availing credit finance to local entrepreneurs who appear to be serious with their businesses. Where possible, government guarantee schemes may be used to assist those entrepreneurs without collateral.

Business incubation may need to provide favourable conditions for entrepreneurial development. This includes convenient location and reasonable rentals that will not discourage entrepreneurs.

Business fairs and exhibitions need to be held regularly, say thrice a year, to adequately expose entrepreneurs to the market. SMMEs have often complained that the cost of participating in the fairs and exhibitions has been exorbitant that most SMMEs find it difficult to participate. Therefore, they need to pay special lower fees to enhance their participation in the fairs and exhibitions.

Land need to be availed to rural entrepreneurs at low costs to attract many people into entrepreneurship. Where possible, municipalities may build business premises for renting out to SMMEs at reasonable cost. Entrepreneurs with shelter perform much better than those who operate in open spaces where there are no buildings.

It is also advisable for municipalities to cluster their entrepreneurs by industry or by type of service they provide. This makes it easier for the government to provide training, technology transfer, and facilities such as buildings and water.

Local municipalities, where possible, may need to facilitate strategic linkages between rural entrepreneurs and large customers or companies in urban areas. Such a move would make it easier for SMMEs to market their products and network with businesses that provide up-to-date information about the market

#### 5. CONCLUSION

The aim of the study is to develop a strategic framework that enhance the development of rural entrepreneurship. To that end, the researchers identified the challenges confronting rural entrepreneurship and strategies adopted by municipalities to enhance the development of businesses. In the development of the strategic framework, insights were drawn from the failures or weaknesses of

the municipality strategies. The implication of the findings of the study is that, even though municipalities have strategies for rural entrepreneurial development, they need to be revised so they are aligned to the specific needs of the rural SMMEs

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