



Dynamics Between Stakeholders Involved in Implementation of Human Settlements Policy:

John Taolo Gaetsewe District

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Abstract

The shortage of adequate shelter is a global problem, especially in the Global South, where the lack of proper shelter has forced families to live in informal settlements. In South Africa, improving the general housing situation in the country has been a government priority since 1994. The purpose of this study was to explore the outcomes of the internal dynamics between stakeholders involved in the implementation of the human settlement policy in John Taolo Gaetsewe District, Northern Cape, to create a deep understanding of the role of internal processes in human settlement policy implementation and the success or failure thereof, based on the internal dynamics of the stakeholders identified. The analysis reveals that the internal government and institutional dynamics affect human settlement policy implementation in the following ways: experiencing slight and indefinite project delivery delays and lacking proper communication and collaboration among stakeholders. The researcher also discovered that there are implementation issues due to the varying roles and responsibilities at the municipal and provincial levels. However, for a remedy to be achieved, several measures must be implemented. If implemented based on additional research, these insights may inform new solutions and influence current human settlement policy implementation processes.

Declaration

I, Morutse Herbert Motlonye, declare that this report is my own, unassisted work. It is submitted in partial fulfilment of the requirements for the degree for Master's of Management in the field of Public and Development Management in the Faculty of Commerce, Law and Management in the University of Witwatersrand, Johannesburg.



Morutse Herbert Motlonye

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Dedication

I would like to dedicate this research report to my late parents, sister, and my little daughter (Masemeng Motlonye) who could have been studying second year at tertiary level next year, because this could have been a motivation for her. May their souls rest in eternal peace

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Let me first start by thanking the almighty God who gave me life and strength to be able to finish this research. I would like to thank specifically my wife and children for their words of courage and support throughout my work on this project.

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Chapter 1

1.1 Introduction

Housing is a key basic human need that Maslow describes as a physiological and biological requirement for human survival (Maslow, 1943). Yet, the shortage of adequate shelter continues to be a global problem (King et al., 2017). This is especially true in the Global South, where the lack of proper shelter has forced families to live in informal settlements (King et al., 2017). This reality is, in turn, problematic because research has shown that disease and mental health issues are more prevalent in informal settlements versus formal housing structures (Adediran et al., 2020; Li & Liu, 2018; Zerbo et al., 2020). These findings clearly illustrate the need for proper housing.

The purpose of this single case study was to understand from the perspective of stakeholders why human settlement policy implementation has been challenging in the John Taolo Gaetsewe District, South Africa. Specifically, this study sought to explore the dynamics between the different stakeholders involved during the implementation process and how these dynamics impact the outcomes of human settlement policy implementation in the district. Regarding South African human settlement, public housing is a basic psychological need that remains unaddressed for many individuals. Fourie (2018) refers to this as a critical point of consideration in ensuring public policy meets the demands of human physiological needs. However, the shortage of adequate shelter continues to be a global problem (King et al., 2017). This is especially true in the Global South, where the lack of proper shelter has forced families to live in informal settlements (King et al., 2017).

The introduction provides a short background to the study topic, problem statement, and purpose. The research questions are then defined, a brief outline of the theoretical framework is provided, the nature of the study, research design, and data collection/analysis methods are elucidated, and finally the chapter overview is presented.

1.2 Background and Problem Definition

The ability to be housed is considered a basic human right. Housing is important for individuals to meet their basic needs, such as sleep and food (Gunter & Massey, 2017; King, et al., 2017; Malik et al., 2020). However, for many individuals, housing can be difficult to obtain due to various issues, such as immigration and refugee status (Gunter & Massey, 2017; King et al., 2017; Malik et al., 2020). In 1994, the South African government pledged to improve housing for all South Africans, yet, more than 1.2 million South African households still live in informal settlements, characterised by poor shelter, services, and secure tenure (Cirolia, 2017).

The John Taolo Gaetsewe District was previously known as the Kgalagadi District, located within the north eastern quadrant of the Northern Cape Province. The district comprises four differing administrative municipalities: John Taolo Gaetsewe District Municipality, Gamagara Local Municipality, Ga-Segonyana Local Municipality, and Joe Morolong Local Municipality. The total population of this district is 224 798, based on the most recent data gathered in 2011 (Worku, & Woldesenbet, 2016). Due to growth based on war, unrest, and migration globally, there was significant growth from 2001 to 2011, from 33% to 79%. However, the income of this district is notably low. The unemployment rate is 30%, while 68% of the district households earn below a liveable wage or no wages (Beaumont, 2013; Gaetsewe, 2020; Moyo, 2018; Whitehouse-Tedd et al., 2021). The current data indicates that issues surrounding the informal housing settlements in South Africa are largely due to a lack of or poor policy implementation by the government (National Department of Human Settlements, 2017; National Department of Planning, Monitoring and Evaluation, 2018). The reviewed body of literature demonstrates the presence of policies and a failure to implement such policies in South Africa (e.g., Howes et al., 2017; Hudson et al., 2019; Makinde, 2017).

The living conditions in the John Taolo Gaetsewe District are considered inadequate. Data from 2011 (the most recent available) illustrates that 22.7% of houses were inadequate for living, including informal settlements or individuals living in tents or makeshift structures (Gaetsewe, 2020; Moyo, 2018; Whitehouse-Tedd et al., 2021). Data further demonstrates overcrowding, with most houses sized at 3.7 individuals per dwelling in small spaces (Gaetsewe, 2020; Moyo, 2018; Whitehouse-Tedd et al., 2021).

In South Africa, improving the general housing situation in the country has been a government priority since 1994 (Ganiyu et al., 2017). Initiatives and policies that focus on land reforms and the improvement of the South African housing structure have indeed been present since the end of apartheid in 1994; yet, the South African Government has thus far been unable to fully address the multifaceted challenge of providing affordable and sustainable housing infrastructure, especially for the most vulnerable populations (Ganiyu et al., 2017). As a result, the need for sustainable human settlement and improved quality of household life is greater than ever before (Ganiyu et al., 2017).

One explanation, which different Governmental Departments and scholars have highlighted, can be found in unsuccessful policy implementation (National Department of Human Settlements, 2017; National Department of Planning, Monitoring and Evaluation, 2018). Scholars have suggested that the lack of advancement is often due to unsuccessful policy implementation rather than the policy itself. Poor policy implementation, in turn, has been mostly attributed to improper internal processes, including lack of collaboration and agreement between different stakeholders, financial constraints, corruption, and political ineptitude (Ajulor, 2018; Cirolia, 2017; Grindle, 2017; Howes et al., 2017; Makinde, 2017). However, in human settlement policy, these factors have not been studied. More so, to my knowledge, the role of different stakeholders and the dynamics between them during the implementation of human settlement policy remains unclear. However, studying this topic is

crucial because the outcomes of this study may provide a renewed understanding of how internal processes during policy implementation may determine policy success or failure. Hopefully, these insights may inform new solutions and influence current human settlement policy implementation processes.

To address systemic issues such as policy implementation, it is necessary to consider who implements these policies (Howes et al., 2017). In the case of South Africa, stakeholders are the guiding characters for ensuring collaboration and overcoming barriers to policy implementation (Ajulor, 2018; Cirolia, 2017; Grindle, 2017; Howes et al., 2017; Makinde, 2017). However, in the reviewed literature, no assessments considered these issues or addressed the role of stakeholders, differing dynamics, and their role in policy implementation when considering human settlement in South Africa. These issues were addressed by providing new data to demonstrate better ways to address the systemic issue of policy implementation and the housing crises in South Africa. For example, data from the Integrated Human Settlement Plan 2019-2014 indicated challenges regarding providing appropriate housing development. Stakeholders include integration with the Northern Cape Department of Economic Development, Tourism's Gamagara Mining Corridor, funding from the Department of Cooperative Governance, Human Settlements and Traditional Affairs (CoGHSTA), Town Planning and Civil Service, and the Housing Development Agency (HDA).

A large body of literature on poor policy implementation exists (e.g. Howes et al., 2017; Hudson et al., 2019; Makinde, 2017), although few studies were identified regarding the John Taolo Gaetsewe district. In addition, fewer studies examine the role of the dynamics between stakeholders involved in implementing the human settlement policy. Among the available studies, no research has approached the topic from a Systems Thinking (Easton, 1981) or Policy Implementation Process (Smith, 1973) theoretical point of view. This study

provides information that can benefit the current plan to implement the human settlement policy and benefit those stakeholders within this process.

1.3 Problem Statement

The problem being explored in this study is that dynamics between stakeholders' impact implementation of the human settlement policy in the John Taolo Gaetsewe district. Previous research indicates multiple dynamics in implementing the human settlement policy in the John Taolo Gaetsewe district. Data from the human settlement plan also demonstrates the difficulty in accessing a proper implementation plan (Jut, & Matsiliza, 2014; Todes & Turok, 2018; von Fintel, 2018). According to the South African National Department of Human Settlement and the Department of Planning, Monitoring and Evaluation, much of the problem can be attributed to the poor implementation of existing policies by current and previous stakeholders (National Department of Human Settlements, 2017; National Department of Planning, Monitoring, and Evaluation, 2018). Therefore, the findings of this study are beneficial to the improved process development of the human settlement policy in the John Taolo Gaetsewe district.

1.4 Purpose of the Study

The purpose of this study was to explore the outcomes of the dynamics between stakeholders involved in the implementation of the human settlement policy in the John Taolo Gaetsewe District, Northern Cape, to create a deep understanding of the role of processes in human settlement policy implementation and the success or failure thereof based on the dynamics of the stakeholders identified. This single case study aimed to understand, from the perspective of stakeholders, why human settlement policy implementation has been challenging in the John Taolo Gaetsewe District, South Africa.

1.4.1 Research Questions

The study was guided by the following main research question and two sub-questions.

- ❖ RQ1: How do government institutions and politicians affect the implementation of human settlement policy in the John Taolo Gaetsewe district?
 - RQ1(a). How do internal government and institutional dynamics affect human settlement policy implementation?
 - RQ1(b). Do rural municipalities and politicians have to contend with different public policy dynamics in South Africa?

1.4.2 Main Objective

- ❖ To examine how government institutions and politicians affect the implementation of human settlement policy in the John Taolo Gaetsewe District.

This objective is based on two sub-objectives:

- To explore how internal government and institutional dynamics affect human settlement policy implementation
- To ascertain whether rural municipalities and politicians have to contend with different public policy dynamics in South Africa.

1.5 Significance of the Study

The study is valuable because there is currently a lack of recent and in-depth studies on this topic. Indeed, to my knowledge, the most recent study on human settlement policy implementation failure was conducted by Juta and Matsiliza and dates from 2014. In this study, the scholars suggest that human settlement policy implementation failure can be attributed to improper planning and unavailable land, structural problems inherited from the apartheid regime, poor housing quality, limited community participation, and improper supply chain management and mismanagement (Juta & Matsiliza, 2014). Addressing a research gap, the outcomes of this study provide a renewed understanding of how internal processes during policy implementation determine policy success or failure. Hopefully, these

insights may inform new solutions and influence current human settlement policy implementation processes.

1.6 Chapter Summary

The purpose of this qualitative single case study was to explore the outcomes of the internal dynamics between stakeholders involved in implementing the human settlement policy in the John Taolo Gaetsewe district. Specifically, the study created a deep understanding of the role of internal processes in human settlement policy implementation and the success or failure thereof based on the internal dynamics of the stakeholders identified. The specific case was the John Taolo Gaetsewe District, Northern Cape.

1.7 Chapter Outlines/Overview

Chapter One: The first chapter presents an overview of the human settlement policy and how these policies are implemented across municipalities. A background on the John Taolo Gaetsewe district, Northern Cape, South Africa, is provided for the context of this study.

Chapter Two: Public Policy Implementation and related theories. Existing literature on the development and implementation of human settlement policy is presented. A critical analysis of existing literature and its relation to the development of this study is expanded on. Finally, the gap in the literature that the present study addresses is identified.

Chapter Three: Systems Thinking and SA Municipal dynamics. In this chapter, Systems thinking, its theory application in policy and institutional perspectives, and the differences between SA municipalities are discussed.

Chapter Four: The methodological plan for the study is in this chapter. The specific population is described, including the 19 stakeholders from four municipalities, the provincial department at the district level, and community-based organisations in the John Taolo

Gaetsewe District. The analysis plan for the human settlement policy documents and semi-structured in-depth interviews are provided.

Chapter Five: Results from Braun and Clarke's (2019) six-step method for thematic analysis are presented. Codes and themes across the interviews are described concerning the research questions.

Chapter Six: The sixth chapter discusses the findings from the analysis, including the human settlement policy and the implementation of the guidelines from stakeholders. The findings are integrated into the context of relevant literature to demonstrate how the study has addressed a gap in current understanding.

Chapter Seven: The final chapter provides recommendations for future research based on the study's findings. Implications for practice are also provided.

Chapter 2: Public Policy Implementation and Related Theories

2.1 Introduction

The key literature themes that informed this study's purpose are considerations of Public Policy implementation, Systems Thinking, and Public Housing, which are reviewed in the following sub-sections. The first topic reviews public policy implementation and reinforces the importance of dynamics and larger systemic issues within governmental planning and political issues. Next, the researcher reviews systems thinking and the relationship to implementation and successful outcomes for public housing. Finally, the researcher presents public housing as a general concept and reinforces the importance of addressing this topic.

2.2 Public Policy and its Value

According to Knoepfel et al. (2011), public policy is viewed as an institution's response to a public issue reflecting a social state that is transformed, articulated, justified by mediators, and debated within the scope of an autonomous decision-making process. For

these authors, policies aim to address specific public problems within a governmental agenda. Furthermore, Knoepfel et al. (2011) highlight the value of public policy as one that typically emerges from the indications of social issues, solidifying the need for existence and conversation for policy creation. In line with this, the next sections will discuss the public policy implementation and the value of formal and consistent public housing policies in South Africa.

2.3 Public Policy Implementation and South Africa

Informal settlement housing is a key issue for the Global South, in which many individuals and families live in temporary settlements that provide little to bare necessities required for survival (Ballard & Rubin, 2017; King et al., 2017; Ntema & Adebayo, 2017). Research and global recommendations have indicated the need for immediate consideration for improving informal settlement housing (Omolabi & Adebayo, 2017; Ntema & Adebayo, 2017).

In South Africa, 2.1 million individuals are in informal housing settings (Cirolia, 2017). These settlements are characterised by inadequate ventilation, poor shelter, and the lack of clean and sanitary water (Cirolia, 2017; Zhao, 2017). Like all changes in the global environment, the increase in war, conflict, and refugees has led to a rise in the number of individuals in informal settlement housing (Desai & Peerbhay, 2016; Thomas, 2016). Further, these settlements are often far from the required community services that could improve the quality of life, such as hospitals, schools, and educational opportunities for adults (Kovacic et al., 2016).

According to King et al. (2017), the global South is dealing with three key challenges that prevent adequate, secure, and affordable housing in the region: the growth of informal or substandard settlements, the overemphasis on home ownership, and inappropriate policies or laws that push the poor out of the city. This study focused on the latter, specifically policy

implementation. The reason for choosing this focus is that many scholars have pointed out poor policy implementation as one of the main barriers to societal improvement (e.g. Howes et al., 2017; Hudson et al., 2019; Makinde, 2017). The housing situation in South Africa is no exception, and many scholars have concluded that South Africa still struggles with the effective delivery of sustainable human settlements (Juta & Matsiliza, 2014; Todes & Turok, 2018; von Fintel, 2018). Unsuccessful policy implementation, in turn, has been mostly credited to improper internal processes, including lack of collaboration and agreement between different stakeholders, financial constraints, corruption, and political ineptitude (Ajulor, 2018; Cirolia, 2017; Grindle, 2017; Howes et al., 2017; Makinde, 2017). External factors that further inhibit the successful provision of sustainable and affordable housing include lack of affordability (Ganiyu et al., 2017; Osman et al., 2018; Sabela, 2020), inadequate housing quality (Adediran et al., 2020; Mohd-Rahim et al., 2019; Osman et al., 2018), and inaccessibility of funds (Osman et al., 2018). This study explored stakeholders involved in human settlement policy implementation and factors inhibiting successful policy implementation.

COVID-19 further exacerbated these issues due to social distance, as homes are structured closely together and often without basic housing needs, such as water and sanitation (Cirolia, 2017). The current housing issue is dire and requires immediate response from the South African government; however, the policies and initiatives in place to address these issues are characterised by ineffective action (Ballard & Rubin, 2017; King et al., 2017; Ntema et al., 2017). The key issues are lack of electricity, poor ventilation, poor food preparation and storage, and lack of clean water and sanitary conditions. As a result, disease is more likely to spread throughout these communities, leading to increased morbidity and mortality rates (Fieuw & Mitlin, 2018). For example, in the early 2000s, the Nelson Mandela/HSRC Study of HIV/AIDS in 2002 demonstrated that residents in these informal

settlements in South Africa were more likely to develop HIV/AIDs than those in formal housing (Fieuw & Mitlin, 2018). As a result, it is essential for future researchers to consider the best method for addressing poor policy implementation in the face of informal settlements in South Africa.

A secondary issue in South African general housing and informal settlements is increased crime. In informal settlements, the fear of attack is high due to a lack of infrastructure, policing, and basic services to keep citizens safe (Cirolia, 2017; Visagie & Turok, 2020; Zhang, 2018). Further, stress and tension rise due to a lack of basic human necessities, increasing the likelihood of hostility, anger, and crime. The increased risk of disease is a global health issue that must be addressed immediately through initiatives and policies (Omolabi, & Adebayo, 2017; Ntema et al., 2017). In the following section, the policies implemented and characterised as unsuccessful are discussed.

2.4 Unsuccessful Policy Implementation

The previous housing policies in South Africa can be formally described as pre- and post-apartheid. The first Act of 1920, the Housing Act, indicated that individuals in specific municipalities could borrow construction funds from neighbouring regions at a reduced rate (Chenwi, 2021; Jacobs, 2019). Later, the Housing Committee of 1920 was developed to ensure that a formal committee oversaw housing processes. However, the committee was characterised by corruption and racism (Chenwi, 2021; Jacobs, 2019). In addition, the Acts include specific laws regarding segregation during the apartheid in which communities of colour were treated as second-class citizens and provided little to no housing options (Chenwi, 2021; Jacobs, 2019).

After apartheid, the housing policies were characterised by recommodification and subsidy acts, leading to a growth of informal housing with inadequate sanitary or living conditions. The current South African policy programmes are founded on this final stage

(Chenwi, 2021; Jacobs, 2019). Other policy administration efforts include directly targeting the issues on informal housing settlements; however, based on the available literature, these have not yet been successful (King et al., 2017). In consideration of the South African informal settlement housing outcomes, programmes such as the South African Housing Programme provided aid for 2.2 million households by 2014. However, data demonstrates that these policies failed to impact these groups effectively. Research from King et al. (2017) emphasises the need to provide better policy implementation; however, barriers may include issues with funding, overgrowth of settlements, and policies that fail to address the issue at hand.

With a population of 59.62 million and continuously growing (Maluleke, 2020) and a devastating unemployment rate that is increasing due to COVID-19, the need for a sustainable city and settlement development is becoming acute. Problems such as lack of water and sanitation services (Rhodes & McKenzie, 2018), improper road construction and public transportation (Desai & Peerbhay, 2016; Thomas, 2016), poor access to electricity (Kovacic et al., 2016), and absence of public services such as schools and hospitals in acceptable proximity only emphasise the problem and suggest a need for a fresh perspective on why sustainable human settlement in South Africa remains problematic.

Although a large body of literature on poor policy implementation exists (e.g., Howes et al., 2017; Hudson et al., 2019; Makinde, 2017), little research has been conducted in the specific context of human settlement policies, with the most recent study dating from 2014 (Juta & Matsiliza, 2014). Moreover, no studies have looked at the role of internal processes during policy implementation or approached the topic from Systems Thinking (Easton, 1981) or Policy Implementation Process (Smith, 1973) theoretical point of view.

Policy implementation issues include financial barriers, corruption and political ineptitude. South Africa still struggles with the effective delivery of sustainable human

settlements (Adebayo, 2020): the author notes a critical need to address these barriers due to COVID-19, which created rising tensions but it also thrived in the close and informal housing settlements in South Africa (Adebayo, 2020), once again illustrating the impact of poor implementation of housing on the citizens of South Africa.

2.5 Chapter Summary

The chapter contains a background of public policy and why the development of consistent and concrete housing policy in South Africa was chosen as the study's focus. In line with this, the next section will contain the research framework and model to guide the researcher in understanding the research problem, questions and objectives. At the same time, the framework will give meaning to the findings found in the latter chapters of the study.

Chapter 3: Systems Thinking and SA Municipal Dynamics

3.1 Introduction

In this chapter, the I will discuss the research framework of the study. The chapter will start with a general review of the guiding theory of Easton's (1981) Systems Thinking Theory. After this, the researcher will explain the theory in line with the research problem and objectives, noting its significance to the current study. The researcher will also present the role of the stakeholders under a systems approach. The chapter will then conclude with a summary of the framework and its value to the research.

3.2 Systems Theory Overview

Political examinations are largely framed by decisions based on the systematic outline present within a governmental setting. The development and implementation of policies are guided by systems that interact with each other to provide beneficial policies and programmes for citizens. As a result, the use of the systems thinking theory was ideal in the current study as it is useful for considering how political processes, which include the

implementation to address informal housing settlements, are operated within an interdimensional framework of systems key stakeholders.

The systems theory can be conceptualised by exploring governmental policies and practices. A system can consist of any formal or even informal mechanisms (Easton, 1957). In a political setting, the formal mechanisms include stakeholders (government institutions and politicians) that implement the policies and create changes that ideally benefit citizens and the larger system (e.g., the government). In this role, we also see that other stakeholders, such as the citizens living in informal housing settlements, are impacted directly by the success or failure of initiatives created by the institution (Smith, 1973).

In the current study, applying the systems thinking theory provided a holistic approach to analysis centred on interrelated aspects of the system associated with creating policies and practices. Using the systems thinking theory, this study assessed how the governmental systems, including politicians, function over time, both within the government system itself and on an individual political level. Further, applying the systems thinking theory was necessary to better understand the impact of the smaller system – the government – on the larger system of society. The governmental system is strained by the lack of effective policy implementation, which can be systemically addressed by considering the stakeholders that can address the failure of programs and the dimensions that impact the success of the larger system (Smith, 1973). In merging the system theory with the focus on policy adaptation, there are key constructs that aid in this conceptual framework: (a) idealised policy, (b) implementing organisation, (c) target group, and (d) environmental factors. Each of these factors ideally operates together, but alone or with conflict, the system may fail, and the citizens will ultimately feel this burden (Smith, 1973). Together, this conceptual framework aids the understanding of the issues that arise during policy implementation and

failure in the South African government system and their policies toward informal settlement housing.

A conceptual framework is an intersection between theoretical considerations and the known literature regarding the problem identified with any study. A conceptual framework should consider both the theoretical premises and the known practical issue. Together, the conceptual framework aids the consideration of how theory can be employed to create positive change based on study findings. According to Fourie (2018), reviewing complex and socially constructed factors requires a framework focusing on the interconnection between groups, social classes, and role-players at the national and local levels.

Regarding the conceptual framework, the theoretical lens of Easton's Systems Thinking theory (Easton, 1981) combined with Smith's model of the policy implementation process (Smith, 1973) aided the consideration of the interconnection between these variables concerning the effective implementation of such policies in the John Taolo Gaetsewe district, Northern Cape. The political implementation and development of policies are guided by systems that interact with each other – providing beneficial policies and programs for citizens. As a result, the use of the systems thinking theory was ideal in the current study as it is useful for considering how political processes, which include the implementation to address informal housing settlements, are operated within an interdimensional framework of systems key stakeholders. The study of politics is concerned with understanding how authoritative decisions are made and executed for a society (Easton, 1957). The study did so through Systems Thinking, which provided a useful lens as this theory recognises political systems as complex adaptive systems that are dynamic and governed by history and feedback. The systems theory can be conceptualised by exploring governmental policies and practices. A system can consist of any formal or even informal mechanisms (Easton, 1957). In a political setting, the formal mechanisms include actors/stakeholders (government

institutions and politicians) that implement the policies and create changes that ideally benefit citizens and the larger system (e.g., the government). In this role, we also see that other actors, such as the citizens that live in informal housing settlements, are impacted directly by the success or failure of initiatives created by the institution (Smith, 1973).

Essentially, a political system comprises those actors involved in political decisions and implementations. Although only formal actors (government institutions and politicians) are often taken into account, in reality, political systems are more complicated, especially in policy implementation. This is where the model of the policy implementation process (MPIP) comes in. Indeed, interest groups, opposition parties, and affected individuals and groups often attempt to influence the implementation of policy rather than the formulation of policy (Smith, 1973).

In the current study, the system itself is strained by the lack of effective policy implementation, which can be systemically addressed by considering the actors/stakeholders that can address the failure of programmes and the dimensions that impact the success of the larger system (Smith, 1973). The literature review related to key variables and concepts is initiated in the proceeding section.

3.3 Systems Theory Applied to the Current Study

The result of informal housing can be viewed in both a psychological and physical ailment context. Small and clustered housing without proper lighting and water can lead to the accumulation of disease, poor mental health, and increased violence between members closely clustered (Adediran et al., 2020; Li & Liu, 2018; Zerbo et al., 2020). As a result, researchers emphasise that addressing housing needs is a critical issue that requires immediate action (Zhao, 2017; Zhang, 2018). Informal settlement housing is a key issue for the Global South, where many individuals and families live in temporary settlements that provide little to bare necessities required for survival (Ballard & Rubin, 2017; King et al.,

2017; Ntema et al., 2017). In South Africa, research and global recommendations have indicated the need for immediate consideration of the improvement of informal settlement housing (Omolabi & Adebayo, 2017; Ntema et al., 2017).

COVID-19 further exacerbated these issues due to the need for social distance, even though settlements are closely structured together and often without basic housing needs, such as water and sanitation (Cirolia, 2017). The current housing issue is dire and requires immediate response from the South African government; however, the policies and initiatives placed to address these issues are characterised by ineffective action (Ballard & Rubin, 2017; King et al., 2017; Ntema et al., 2017).

The key issues include lack of electricity, inadequate ventilation, poor food preparation and storage, and lack of clean water and sanitary conditions. As a result, disease is more likely to spread throughout these communities, leading to increased morbidity and mortality rates (Fieuw & Mitlin, 2018). For example, in the early 2000s, the Nelson Mandela/HSRC Study of HIV/AIDS in 2002 demonstrated that residents in these informal settlements in South Africa were more likely to develop HIV/AIDS than those in formal housing (Fieuw & Mitlin, 2018). As a result, it is essential for future researchers, such as in this study, to consider the best method for addressing poor policy implementation in the face of informal settlements in South Africa.

A secondary issue in South African general housing and informal settlements is increased crime. In informal settlements, the fear of attack is high due to a lack of infrastructure, policing, and basic services to keep citizens safe (Cirolia, 2017; Visagie & Turok, 2020; Zhang, 2018). Further, stress and tension rise due to a lack of basic human necessities, which increases the likelihood of hostility, anger and crime. As such, the increased risk of disease is a global health issue that requires immediate action through

initiatives and policies (Omolabi & Adebayo, 2017; Ntema et al., 2017). In the proceeding section, the policies implemented and currently characterised as unsuccessful are discussed.

3.3.1 Understanding South Africa's Municipal and Housing Policy Dynamics

The previous housing policies in South Africa can be formally described as pre- and post-apartheid. The first Act of 1920, the Housing Act, indicated that individuals in specific municipalities could borrow construction funds from neighbouring regions for a reduced rate (Chenwi, 2021; Jacobs, 2019). Later, the Housing Committee of 1920 was developed to ensure that housing processes were overseen by a formal committee. However, the committee was characterised by corruption and racism (Chenwi, 2021; Jacobs, 2019). The proceeding Acts included specific laws regarding segregation during apartheid in which communities of colour were treated as second-class citizens and provided little to no housing options (Chenwi, 2021; Jacobs, 2019).

After apartheid, the housing policies were characterised by recommodification and subsidy acts which led to the growth of informal housing markets with inadequate sanitary or living conditions. The current South African policy programmes are founded on this final stage (Chenwi, 2021; Jacobs, 2019). Other policy administration efforts include directly targeting issues involving informal housing settlements; however, these are not yet successful based on the available literature (King et al., 2017).

In consideration of the outcomes of South African informal settlement housing, programmes such as the South African Housing Programme provided aid for 2.2 million households by 2014. However, data demonstrates that these policies failed to impact these groups effectively. Research from King et al. (2017) emphasised the need to provide better policy implementation; however, barriers may include issues with funding, overgrowth of settlements, and policies that fail to truly address the issue at hand.

Issues framing policy implementation include financial barriers, corruption, and political ineptitude. South Africa still struggles with the effective delivery of sustainable human settlements (Adebayo, 2020). Adebayo (2020) noted a critical need to address these barriers due to COVID-19. The COVID-19 pandemic created rising tensions but it also thrived in the close and informal housing settlements in South Africa (Adebayo, 2020), once again illustrating the impact of poor implementation of housing on the citizens of South Africa.

The failure of policy implementation impacts individuals in the middle to lower classes in South Africa (Ganiyu et al., 2017; Osman et al., 2018; Sabela, 2020). Researchers demonstrated that when policies fail, people suffer physical and mental ailments, which decreases individuals' ability to gain social mobility and stunts South Africa's economic growth (Ganiyu et al., 2017; Osman et al., 2018; Sabela, 2020).

3.3.2. Role of Stakeholders in South Africa's Policy Implementation

The role of stakeholders is key to ensuring that policy implementation occurs successfully. However, external factors, such as poor funding or inability to implement the created policies, may also impact successful policy implementation (Ganiyu et al., 2017; Osman et al., 2018; Sabela, 2020). Researchers argued that unsuccessful policy implementation is characterised by issues that are a key result of lack of congruency between stakeholders as well as an uptick in corruption across the political landscape of South Africa (Ajulor, 2018; Cirolia, 2017; Grindle, 2017; Howes et al., 2017; Makinde, 2017).

One explanation for the problem addressed in this study, which different governmental departments and scholars have highlighted, can be found in unsuccessful policy implementation (National Department of Human Settlements, 2017; National Department of Planning, Monitoring, and Evaluation, 2018). Scholars have, indeed, suggested that a lack of advancement is often due to unsuccessful policy implementation

rather than the policy itself. Poor policy implementation, in turn, has been mostly credited to improper internal processes, including lack of collaboration and agreement between different stakeholders, financial constraints, corruption, and political ineptitude (Ajulor, 2018; Cirolia, 2017; Grindle, 2017; Howes et al., 2017; Makinde, 2017). In the context of human settlement policy, these factors have not been studied, and more so, to my knowledge, the role of different stakeholders and the dynamics between them during the human settlement policy implementation process remains unclear. However, studying this topic is crucial because the outcomes of this study may provide a renewed understanding of how processes during policy implementation may determine policy success or failure. These insights may inform new solutions and hopefully influence current human settlement policy implementation processes.

According to MPIP, tensions, strains, and conflicts are experienced during policy implementation by those implementing the policy and those affected by the policy (Smith, 1973). These tensions are generated between and within four components of the implementation process: idealised policy, implementing organisation, target group, and environmental factors. The result of these tensions is a variety of transaction patterns and, in some instances, the establishment of institutions required to realise policy goals (Smith, 1973). Both the transaction patterns and the institutions may generate tensions which, by feedback to the policy makers and implementors, may support or reject the further implementation of the policy (Smith, 1973).

The role and influence of stakeholders and context in Systems Theory is critical; thus, a “one-size-fits-all” model is considered inappropriate (Easton, 1957; 1981). Essentially, a political system comprises those stakeholders involved in political decisions and implementations. Although often only formal stakeholders (government institutions and politicians) are considered, in reality, political systems are more complicated – especially in the context of policy implementation. Indeed, interest groups, opposition parties, and affected

individuals and groups often attempt to influence the implementation rather than the formulation of policy (Smith, 1973).

To address systemic issues, such as policy implementation, it is necessary to consider who implements these policies (Howes et al., 2017). In the case of South Africa, stakeholders are the guiding characters for ensuring collaboration and overcoming barriers to policy implementation (Ajulor, 2018; Cirolia, 2017; Grindle, 2017; Howes et al., 2017; Makinde, 2017). However, in the reviewed literature, assessments are lacking that consider these issues or address the role of stakeholders, differing dynamics, and their role in policy implementation when considering human settlement in South Africa. These issues were addressed by providing new data that demonstrate better ways to address the systemic issue of policy implementation and the housing crises in South Africa.

This study sought to understand why political actors and stakeholders have been struggling with the effective implementation of human settlement policies in John Taolo Gaetsewe District Municipality, Northern Cape, through a theoretical lens of Easton's Systems Thinking theory (Easton, 1981) combined with Smith's model of the policy implementation process (Smith, 1973). The study of politics is concerned with understanding how authoritative decisions are made and executed for a society (Easton, 1957). As such, Systems Thinking provides a useful lens as this theory recognises political systems as complex adaptive systems that are dynamic and governed by history and feedback.

3.4 Chapter Summary

The chapter contains the discussion of the research framework and its importance to the phenomenon is explored. With the systems theory, the role of the stakeholders in attaining a specific goal was highlighted, which was the attainment of an effective human settlement policy in South Africa. In the next chapter, the research methodology will be carefully presented.

Chapter 4: Methodology/Research Design

4.1 Introduction

The fourth chapter of the study contains the methodology followed to complete the research. It explains the research approach, sampling process, data collection and analysis, and the ethical procedures followed. The chapter will conclude with a summary of the methodology, and research design applied.

4.2 Literature Search Strategy

To obtain literature relevant to the purpose of this study, the following academic databases were used: EBSCO Host and Database, Web of Science, Science Direct, JSTOR, Springer Link, and various journals. Additionally, the following keywords were selected to review relevant literature: informal housing, informal housing settlements, informal housing settlements and South Africa, informal settlement housing and poverty, informal settlement housing and outcomes, informal settlement housing and stress, informal settlement housing and barriers, informal settlement housing and policy and implementation, informal settlement housing and South African policy implementation.

Eighty-five peer-reviewed articles were located and used in this literature review through the examined search terms and databases. Preference was given to articles published after 2018 to ensure that it was representative of the past five years. However, 10% of literature before 2017 was surveyed to discuss foundational research related to the purpose of the study.

4.3 Research Approach

For this study, a qualitative case study was chosen. Case study research requires the use of multiple data sources to enhance the quality and strengthen the validity of the study (Cassell et al., 2006). To this effect, the study drew on two data sources: human settlement policy documents and semi-structured in-depth interviews with stakeholders directly or

indirectly involved in human settlement policy implementation in the John Taolo Gaetsewe district.

The phenomenon explored in this study was the internal dynamics between stakeholders involved in implementing the human settlement policy in the John Taolo Gaetsewe district. For this purpose, a qualitative approach was chosen. Qualitative studies include assessments of perspectives, lived experiences, and opinions as described by participants (Tracy, 2019). Conversely, a quantitative approach would entail assessing a testable hypothesis with measurable data (Tracy, 2019). In this study, the phenomenon is qualitative and not measurable, which was why this methodology was chosen.

The chosen research design is a case study. Ethnography and phenomenological study research designs were also considered but not chosen. An ethnographic design is used for assessing cultural values and concepts; however, that was not the aim of this study (Bernard, 2017; Gibson & Atkinson, 2018). A phenomenological assessment considers constructed meaning based on participants' lived experiences (Moustakas, 1994). As the purpose of this study was to describe a phenomenon that occurs within a particular setting through stakeholders, a phenomenological approach was not chosen (Moustakas, 1994). Finally, a case study was considered and chosen for this study (Yin, 2018). A case study is used to explore and describe a phenomenon that occurs in a specific context or geographical setting to provide data specific to that phenomenon (Tracy, 2019). The case study was ideal for exploring the internal dynamics between stakeholders involved in implementing the human settlement policy in the John Taolo Gaetsewe district. The case study was also ideal for gathering multiple data sources to consider stakeholders' perceptions regarding human settlement policy in John Taolo Gaetsewe District. The following section focuses on the sampling strategy, a review of the role of the researcher, ethical issues, and professional biases.

4.4 Sampling

For this study, participants were selected from all stakeholders relevant to the human settlement policy in John Taolo Gaetsewe District. The sampling strategy was purposive sampling, which is ideal for sampling individuals who can directly contribute information regarding the specific research questions (Tracy, 2019). The total number of participants involved in this study was 19 stakeholders. This participant rationale was chosen as the minimum number for qualitative research is five participants (Tracy, 2019). In a case study approach, saturation is defined by recruitment and data collection until no new themes are present during data analysis (Tracy, 2019). For this purpose, 19 stakeholders participated in the study, and data collection continued until no new themes were present to ensure data saturation. Participants were identified and recruited within the John Taolo Gaetsewe district, including the John Taolo Gaetsewe District Municipality, Gasegonyana Local Municipality, Joe Morolong Local Municipality, Gamagara Local Municipality, the Department of Cooperative Governance and Human Settlement at the District levels, and community-based organisations. The specific stakeholders are outlined in Table 1 below. A recruitment email was sent to each site to request potential participants. A follow-up meeting with the District Director of the Cooperative Governance and Human Settlement Department, four Municipal Managers of the Municipalities, and community-based organisations within the John Taolo Gaetsewe district was also conducted.

Table 1*Stakeholders Identified for the Study*

<i>Stakeholder Municipality</i>	<i>Role of Stakeholders</i>	<i>Number of Stakeholders</i>
John Taolo Gaetsewe District Municipality	Municipal Manager, Councillor, and Executive Mayor	3
Gasegonyana Local Municipality	Municipal Manager, Councillor, and Executive Mayor	3
Joe Morolong Local Municipality	Municipal Manager, Councillor, and Executive Mayor	3
Gamagara Local Municipality	Municipal Manager, Councillor, and Executive Mayor	3
John Taolo Gaetsewe District Office	District Manager and officials responsible for human settlement	3
Community-Based Organisations	Representatives	3

I contacted potential participants directly through email or text to arrange an interview. After the initial contact, I asked each participant to ensure they were eligible for the study. If eligible, I presented them with an informed consent form to fill out and return to the researcher. The instrumentation for this study was a semi-structured interview guide developed by the researcher. The guide included prepared questions aligned with the study's purpose and research questions.

4.5 Data Collection

Data was collected through semi-structured interviews with each participant. All COVID-19 protocols were observed. I collected data for this research using audio recording to ensure that data was not lost during the interview process (Connelly, 2016; Merriam & Tisdell, 2015). Only a single interview was conducted with each participant. If attrition

occurred during data collection (e.g., participants left the study voluntarily), the I continued with data collection until sample saturation was met.

In total, 19 stakeholder participants were selected purposively and interviewed. Participants were aged 20 to 69 years old, with 14 males and five females. These participants had various roles and were from different municipalities with firsthand knowledge and experience concerning human settlement policy implementation in the John Taolo Gaetsewe District, South Africa. Table 2 contains the breakdown of the participants' backgrounds.

Table 2

Breakdown of Participants' Demographics

PA#	Age	Gender	Role of Stakeholder	Stakeholder Municipality
1	20 - 29	Male	Housing Officer	Gamagara Local Municipality
2	30-39	Female	Senior Housing Officer	Gamagara Local Municipality John Taolo District Gaetsewe
3	50-59	Male	Manager Strategic Planning Senior Administrative Officer:	Municipality Human Settlement Department:
4	30- 39	Male	Human Settlement Unit	John Taolo Gaetsewe District Human Settlement Department:
5	50-59	Male	Control Building Inspector	John Taolo Gaetsewe District
6	30- 39	Male	Manager Town Planning Senior Human Settlement	Gasegonyana Local Municipality John Taolo Gaetsewe District
7	30- 39	Female	Officer	Municipality John Taolo District Gaetsewe
8	50-59	Male	Senior Housing Admin Officer	Municipality
9	20 29	Female	Housing Officer	Joe Morolong Local Municipality
10	50-59	Female	Mayor	Joe Morolong Local Municipality
11	50-59	Male	Municipal Manager	Joe Morolong Local Municipality
12	4 - 49	Male	Manager Human Settlement	Gasegonyana Local Municipality Human Settlement Department
13	50-59	Male	Acting Regional Director	John Taolo Gaetsewe District
14	40- 49	Female	Director: Human Settlement	Joe Morolong Local Municipality

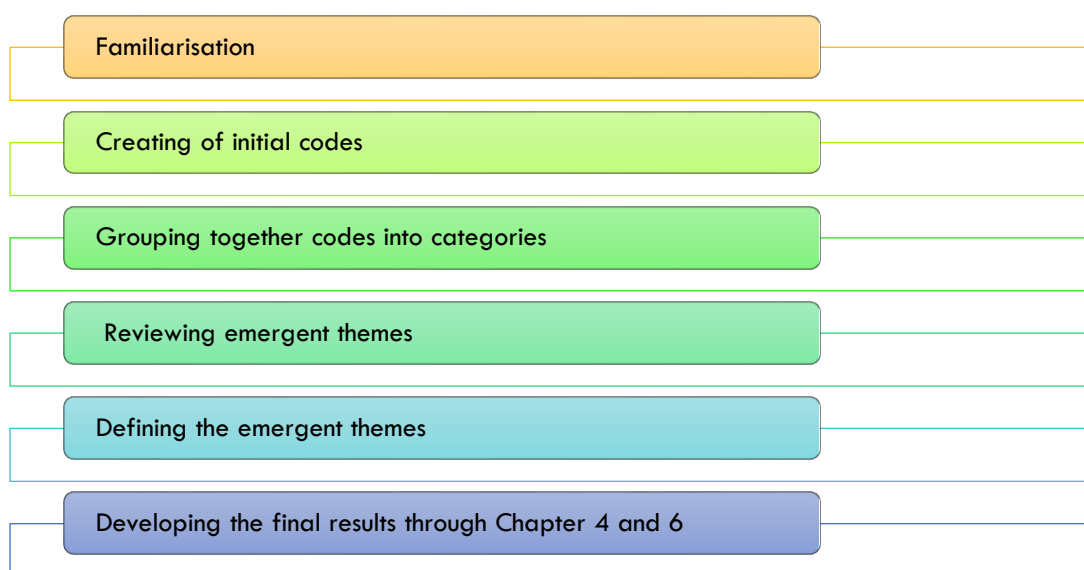
15	50-59	Male	Municipal Manager	John Taolo Gaetsewe District Municipality
16	60- 69	Male	Regional Convener	South African National Civic Organisation - JTG Region
17	50-59	Male	Regional Organiser	South African National Civic Organization – JTG Region
18	50-59	Male	Acting National Secretary	South African National Civic Organisation – National Office
19	50-59	Male	Municipal Manager	Gamagara Local Municipality

4.6 Data Analysis Plan

Data analysis of the interview questions addressed the research questions provided in the study. The data analysis for this study occurred through Braun and Clarke's (2019) guide for thematic analysis. The six steps included: (a) familiarisation, (b) creating initial codes, (c) grouping together codes into categories, (d) reviewing emergent themes, (e) defining the emergent themes, and (f) developing the final results through Chapter Five and Six (Braun & Clarke, 2019). Figure 1 illustrates the process used for this data analysis plan.

Figure 1

Data Analysis Plan



NVivo 12, an organisational thematic analysis software, was used to aid in this process (Tracy, 2019). It is important to note that I manually coded all the data, and NVivo 12 only served as a tool to aid my study.

4.7 Issues of Trustworthiness

In all research settings, it is important to consider the issues of trustworthiness and how these are mitigated (Lavrakas, 2008). The issues of trustworthiness include credibility, dependability, confirmability, and transferability. In credibility, the researcher demonstrates how they are qualified to collect data. For this purpose, all data collection and analysis processes followed the guidelines of previous researchers to ensure standardisation and transparency of the methods used (Korstjens & Moser, 2018). In this approach, an audit trail is presented as a codebook in Chapter 4. The audit trail ensured that the findings and methods used to gain these findings were clearly demonstrated (Korstjens & Moser, 2018).

Transferability refers to the ability to generalise the findings from one population to another. As this is a case study rooted in a particular phenomenon, the transferability is limited (Korstjens & Moser, 2018). However, the researcher ensured that the data specific to the case study research questions were addressed. To extend transferability, recommendations for practice, and review related the literature with the study findings are given in Chapter 6.

Dependability refers to using specific methods to ensure that the findings are accurately represented per the participants' descriptions. For this purpose, the researcher ensured that these were accomplished through the aforementioned codebook and by bracketing, which served to note and mitigate the personal bias throughout the study (Korstjens & Moser, 2018). Last is the issue of confirmability, which references the ability of future researchers to replicate the study based on the objectivity of the findings. For this

study, bracketing, the codebook, and the audit trail, as well as the use of demonstrating congruent literature in Chapter 5, enforce confirmability throughout this study.

4.8 Ethical Procedures

The ethical procedures for this study began with gaining approval from the Wits Ethics Committee to conduct the study; the study did not commence until approval was obtained. Participants were also protected by signing an informed consent form to ensure they were aware of their voluntary status and ability to withdraw from the study at any time. Participants were also protected through the use of pseudonyms to code each response, such as P1 or P2, instead of the participants' actual names (Adashi et al., 2018; Sanjari et al., 2014). Further, all personal identifiers were removed from the study to ensure confidentiality (Adashi et al., 2018). Data for this study is also protected by being stored in a password-protected USB drive kept in the researcher's office. The researcher is the only one with access to the USB drive.

4.9 Scope and Limitations of the Research

Although the study provides useful insights into the internal processes during the implementation of housing policies, it is characterised by some important limitations, which that must be recognised and considered. The first limitation relates to the sample size. In reality, many stakeholders are involved in the implementation of housing policies; however, this study limited its sample to 19 actors (political and administrative) and community-based organisations' representatives involved in the housing implementation process in John Taolo Gaetsewe District, Northern Cape. Although smaller sample sizes are typical and justified in qualitative research, and data was collected until data saturation was reached, it must be recognised that certain views or perceptions may not have been covered in this study due to its qualitative nature.

Another well-known limitation of qualitative studies relates to bias. More specifically, this study was limited by three types of bias. The first type of bias was participant or social desirability bias. Jann et al. (2019) argue that participant bias occurs when participants respond to the questions based on what they think is the right answer or what is socially acceptable rather than what they really feel. Participant bias is problematic because data and results in qualitative studies rely on the honesty and frankness of the participants, and biased results may negatively impact the trustworthiness of data. Jann et al. (2019) also contended that participant bias occurs mostly when the topic is highly personal and sensitive, which was the case in this study. With this in mind, the researcher took specific measures to limit participant bias, such as conducting the interviews in a safe space and emphasising that participants' responses would remain confidential, and their identities would be anonymised. These procedures were anticipated to result in more "honest" or unbiased results.

The second type of bias is researcher bias. Research bias occurs when a researcher unknowingly interprets data to meet their hypothesis or only analyses data that they think is relevant (Johnson et al., 2020). To limit this type of bias, I kept a personal diary during the data collection and analysis processes in which he wrote his personal thoughts and perceptions. This strategy helped the researcher to recognise and take into account personal biases during the data analysis process. However, although I implemented measures that helped in personal bias recognition with regards to the topic, qualitative research is subjective in nature due to the findings relying on data interpretation rather than hard and unambiguous data, and researcher bias, therefore, has to be taken into account as a study limitation. To conclude, the study was also limited by its theoretical framework, with data being collected and analysed through the theoretical lens of the Systems Thinking and Policy Implementation Process.

4.10 Chapter Summary

The fourth chapter contains the research methodology and processes applied to complete the study and address the research questions and objectives accordingly. These processes and information were crucial in understanding how the data was gathered and analysed to generate the study findings. In the next chapter, the researcher discusses the results supported by the participant responses.

Chapter 5: Results

5.1 Introduction

This single case study aimed to understand from the perspective of stakeholders why human settlement policy implementation has been challenging in the John Taolo Gaetsewe District, South Africa. A total of 19 interviews were gathered and analysed with the help of NVivo12 by QSR, which assisted the researcher in developing the study themes. The main objective of the research was to examine how government institutions and politicians shape the implementation of human settlement policy in the John Taolo Gaetsewe district. Two sub-objectives followed: (a) to explore how internal government and institutional dynamics affect human settlement policy implementation; and (b) to ascertain whether rural municipalities and politicians have to contend with different Public Policy dynamics in South Africa. The objectives are interlinked with the main research question and two sub-research questions, which are addressed in the chapter. With the thematic analysis of the interviews, a total of 18 themes were generated. The themes are also supported by the participants' actual responses to demonstrate that the findings were developed and formed based on the participants' firsthand perceptions and experiences.

To better understand the participants' responses in the findings section, their demographics are discussed. The researcher also briefly explains the data analysis applied to extract the themes from the 19 interviews with the participants. The presentation of findings,

containing the raw interview data, tables, and discussion of the findings, follow. Finally, a summary concludes the chapter.

5.2. Presentation of Findings

The researcher thematically analysed the 19 interview transcripts to find the most common but meaningful themes across the data collected. As a result, 18 themes that aligned with the study's main research question and sub-research questions were uncovered. Of the 18 themes, 14 pertained to the first sub-research question and four addressed the second. It must be noted that the major themes of the study are the most valuable findings with the most references per research question. In this case, three major themes emerged. Also, the minor themes are the other essential findings but have fewer or more limited references than the major themes, of which this study has nine. Subthemes were also incorporated, providing detailed examples with the major and minor themes as needed. From the analysis, seven subthemes were recorded. Table 3 shows the number of themes per research question.

Table 3

Breakdown of the Total Number of Themes Addressing the Main Research Question

Research Questions	Number of Major Themes	Number of Minor Themes	Number of Subthemes	Total
Sub-Research Question (SRQ) 1. How do internal government and institutional dynamics affect human settlement policy implementation?	2	6	6	14
Sub-Research Question 2. Do rural municipalities and politicians have to contend with different Public Policy dynamics in South Africa?	1	2	1	4
Total	3	9	7	18

This section contains the findings from the thematic analysis of the interviews. The researcher presents the study themes and the participants' responses to demonstrate that the findings were uncovered from the direct participant experiences and not the researcher's personal biases or preconceptions about the phenomenon. Table 4 contains the breakdown of the complete study themes, addressing the study's research questions. In the subsequent sections, the researcher only discusses the themes referenced by more than 40% of the study participants. The other themes with below 40% of participant references are found in the respective tables but will need further research to increase the findings' trustworthiness.

Table 4

Breakdown of Overall Study Themes

Research Questions	Themes	Number of References	Number of Participants
SRQ1. How do internal government and institutional dynamics affect human settlement policy implementation?	Experiencing slight and indefinite project delivery delays	27	12
	<i>*Facing funding and resource issues</i>		
	<i>*High demand, low supply of houses due to mines within the area</i>		
	<i>*Increasing prices of resources and materials</i>		
	<i>*Having issues with contractors</i>		
	Lacking proper communication and collaboration across stakeholders	16	12
	Needing policy reviews and updates to adhere to changes over the years	15	11
	<i>*Needing to consider the different conditions of districts</i>		
	Gathering feedback from the consumers themselves	15	10
	Needing proper consumer education for local community members	13	7
SRQ2. Do rural municipalities and politicians have to contend with	Ensuring successful implementation	11	7
	<i>*Practicing teamwork and collaboration</i>		
	<i>*Ensuring good communication between stakeholders</i>		
	Needing strong leadership and capable manpower to implement policy	8	6
	Encountering conflicts due to the personal interests of stakeholders	6	4
	Facing implementation issues due to the varying roles and responsibilities at the Municipal and Provincial Levels	11	10

different Public
Policy dynamics in
South Africa?

Having counsellors to ensure that community members are aware of their rights and responsibilities	7	6
Facing challenges with the different departments assigned to the human settlement project delivery	5	3
<i>*Facing difficulties in communication across departments, lack of follow-up</i>		

5.2.1 How Government and Institutional Dynamics Affect Human Settlement Policy

Implementation

The first sub-research question asked: How government and institutional dynamics affect human settlement policy implementation? From the analysis of the interviews, I found that government and institutional dynamics indeed affect human settlement policy implementation. Specifically, with the issues experienced, slight and indefinite project delivery delays were observed. Twelve of the 19 participants noted how the following problems have negatively impacted the implementation of the policy:

- (a) Facing funding and resource issues
- (b) Having high demand but a low supply of houses due to mines within the area
- (c) Increasing prices of resources and materials
- (d) Having issues with the contractor.

Another major theme was the lack of proper communication and collaboration across stakeholders, which then negatively affected the implementation of the policy, as shared by 12 participants. Meanwhile, 11 participants suggested the effectiveness of continuously gathering consumer feedback to improve the policy's performance. Similarly, another 10 participants called for policy reviews and updates to adhere to changes over the years; these participants also believed that this would improve implementation. Seven participants called for proper consumer education for local community members and practices that could ensure

the successful implementation of the policy. The rest of the minor themes with limited references are found in Table 5 below.

Table 5

Breakdown of Themes Addressing Research Questions (RQ)1

Themes	Number of References	Number of Participants
Experiencing slight and indefinite project delivery delays <i>*Facing funding and resource issues</i> <i>*High demand, low supply of houses due to mines within the area</i> <i>*Increasing prices of resources and materials</i> <i>*Having issues with contractors</i>	27	12
Lacking proper communication and collaboration across stakeholders	16	12
Needing policy reviews and updates to adhere to changes over the years <i>*Needing to consider the different conditions of districts</i>	15	11
Gathering feedback from the consumers themselves	15	10
Needing proper consumer education for local community members	13	7
Ensuring successful implementation <i>*Practising teamwork and collaboration</i> <i>*Ensuring good communication between stakeholders</i>	11	7
Needing strong leadership and capable manpower to implement policy	8	6
Encountering conflicts due to the personal interests of stakeholders	6	4

**Note: Subtheme/s*

5.2.2 Major Theme 1: Experiencing Slight and Indefinite Project Delivery Delays

The first major theme of the study discussed the presence of slight and indefinite project delivery delays due to funding and contractor problems. Twelve of the 19 participants were often faced with issues beyond their control, which heavily affected the delivery of the housing settlement projects. According to Participant 4, there is a backlog regarding housing delivery to their consumers. This participant provided examples and pointed to the inability of the contractors to adhere to their initial plan and contract. The participant then narrated:

I would say in terms of John Taolo Gaetsewe, I think for the past five years or so, the delivery of housing in John Taolo Gaetsewe has been slow. I think the backlog is increasing. I don't think the needs of our people – in terms of delivery, subsidy houses – it is being addressed.

I speak specifically for this region. I would make an example. There is a project of, I think, 998 houses. That project was approved. The contractor was appointed, and the contractor did not start on the project. He realised that he won't be able to complete the project because it's either he underquoted. So, he needs more money for that project to be completed. (Participant 4)

Similarly, Participant 11 admitted that they also have incomplete housing projects where issues such as the appointment of reliable contractors, low-quality workmanship, and price issues were noted. The participant provided several examples during the interview, stating:

.... So, because of that, we don't really have a policy as a municipality, but in terms of general improvement, there's a lot that we think, as a municipality needs to improve. For instance, for us, we have got some projects which are incomplete. We've got some slabs there in Klein Eiffel and Eiffel area, where the CoGHSTA appointed a service provider to go and construct the houses. And unfortunately, those houses were never completed. Some of them were left as slabs, some of them at wall level or brick... And currently, CoGHSTA is building houses in a village called Magobing, and then those houses also are not yet completed, but the service provider has been performing not as expected. So, there's a delay in the implementation of that project. So, there's lots of challenges from poor workmanship, slow contractor for construction progress. And then also some of the projects that struggle to even start, like this one of Letlhakajaneng, due to price issues. (Participant 11)

Meanwhile, Participant 14 complained of the slow performance of the contractor and highlighted that they were provided with adequate assistance to successfully fulfil their responsibilities. The participant explained that:

The implementation of the Department does assist. I'm not going to say it does not assist the implementation of the Department. It does assist the municipality. The only challenge is the slow contractor performance. (Participant 14)

5.2.2.1 Subtheme 1: Facing Funding and Resource Issues. The participants noted that human settlement policy implementation is heavily affected by the funding issues faced by stakeholders. According to Participant 1, all elements of a reasonable policy are present. However, the problem stems from two sources, the inability to correctly use the funds and resources and the willingness to prioritise the project. The participant noted the following:

The policy itself is okay; it looks good to the reader. The dynamics of it, it's a little bit difficult to implement, I think, based on what I just said, the issue with it is you don't get full ownership, and that is full ownership to implement. And that is because you are not given the funding to actually do the work. The funding is out there; you just have to monitor and evaluate what is happening. It's not a policy that is at fault; I think it's more of the municipality is not necessarily prioritising the housing itself so that they get their processes in order. Because the processes, it requires a lot, I mean, you need to have a good financial standing, for instance. (Participant 1)

At the same time, Participant 4 added that a related issue is the lack of adequate funding and the increasing materials, which affect the ability of the contractor to adhere to the plan and complete the project promptly and with quality. This participant provided an example, saying:

From where I'm looking, in terms of the approval, there are beneficiaries, but when it comes to implementation, the contractor, it's either doesn't complete the project. He would state that maybe he has run out of funds or he underquoted, the material has increased. In some other reasons, the reasons that a contractor stated is that the District of John Taolo Gaetsewe is not easy to source material. They have to source material from far, and they have to pay extra money, or where the houses are built, the distance is far, it's a gravel road. (Participant 4)

Participant 5 believed they needed more budget and could provide more assistance to their beneficiaries. He noted that despite the desire to be more sustainable, they could not do so because of their lack of funds and resources. The participant shared:

If we have more money, we can assist more beneficiaries, but the budget is my other thing. We identify, we've been build[ing] 240 [houses]. Because we want to do sustainable, you must have the money. They don't help. (Participant 5)

Lastly, Participant 15 admitted that the funds are not being received internally. Although there are good and quality plans, the funds are not enough to implement them. The participant provided several examples, saying:

Internal dynamics, one is that funding is not forthcoming, that's one. The plans are there, but funding is not meeting the plans, which means, then, there's not much development around JTG on the question of human settlement. You'll see that with the 5 000 units plan for Kathu, the progress has been very slow. Isn't it? Slow because of your planning for services, planning for water, electricity, sewage removal, and the water. It takes much longer to do this planning. That is our experience. And it also consumes a lot of funds from the national fiscals. (Participant 15)

5.2.2.2 Subtheme 2: High Demand, Low Supply of Houses Due to Mines Within the Area. The second subtheme is the issue of the inability of the government to adhere to the demand for houses, especially with the increasing population due to the mines within the area. Participant 12 explained the association between mining and housing settlement projects. Furthermore, the participant noted that although there are already completed projects, proper allocation and transfer to the owners are not done accordingly.

Now it clearly tells you that there's a high... the people are coming, there's a high influx of people, looking for mining opportunities, job opportunities, and that results to what? People being in need of a place to stay, and now it results to the illegal land grabbing. Now that's the main thing that we are having currently, the challenge in terms of housing. (Participant 12)

Meanwhile, Participant 15 explained how the influx of people could delay project deliveries due to the increased issues on land, settlement, and other requirements. The participant narrated the following:

Now, when you do that, as soon as you see that, for instance, there's a high level of people coming to JTG, then you adapt your policy to say it becomes a priority because people tend to, by court, people tend to do picketing around the land issue, and the settlement issues, and the space requirements, which they have, and all that. So, it is also to petition higher levels of government, provincial and national, that the need is growing. Two, the need is real. And then three, the economy around that land will support for the people to be able to build the lands by providing employment and all that. So, there are many considerations, and we can improve it from all its facets, whether there's the population, whether the people can build for themselves, and all sorts of things. (Participant 15)

5.2.2.3 Subtheme 3: Increasing Prices of Resources and Materials. The third subtheme that emerged was the increase in the prices of construction materials where projects are affected due to the lack of funds to follow and manage the price hikes. Participant 5 shared that he understands the situation of the contractors seeking an increase in budget. However, it is not easy to formalise and request for an increase in general due to the limited funds and resources available to them. The participant stated:

Like now, what happens is now with this high petrol prices, all contractors want an increase on the subsidy contract. It makes sense because they don't know that petrol will rise from R16 to R24, and they use a lot of diesel and everything increases. The other thing is transport increases, cement increase, [inaudible] increase, everything increases also, and the contractor he thinks for the work two years previously, and now we have to do the same work. (Participant 5)

Meanwhile, Participant 11 noted the following interrelated issues:

So, there's lots of challenges from poor workmanship, slow contractor for construction progress. And then also some of the projects that struggle to even start like this one of Letlhakajaneng due to price issues. (Participant 11)

5.2.2.4 Subtheme 4: Having Issues With Contractors. The fourth and final subtheme that emerged was again related to the contractor. This subtheme has already been mentioned in previous discussions. Still, Participant 14 provided a concrete example of how underperforming and inefficient contractors could delay and even cause the project to fail. The participant narrated:

The other challenge is that we are unable to hold into account the contractor. Let me make you a specific example. The project that is currently being implemented in [inaudible] west, it is 89 BNG low-cost houses and 89 VIP toilets. The contractor was appointed in 2019, I think in September or July. And the contract period was only six months. And now, in 2022, in July, the contract has not been completed.

The contractor was given five extensions. And we only rely on the department because they are the client, on them calling the meeting with the contractor, 'cause the contractor was not appointed by us. So, we, therefore, have a limitation of being unable to call the contractor into the meetings. So, we are only able to attend the meetings when we are invited by the department; we [are], however, able to go on site and monitor. But remember going on site, doing inspection, is okay. But what you need more is for us to be able to sit on a table together with a contractor and the department as the client. So, the project is still being implemented and not completed two years later. (Participant 14)

5.2.3 Major Theme 2: Lacking Proper Communication and Collaboration Across

Stakeholders. Another 12 participants noted how the lack of teamwork and communication across departments and between the consumers also negatively affected the implementation of the project. For Participant 13, it is crucial to ensure that all stakeholders involved have a similar goal and understanding of the project. The participant explained:

One of the critical things, information sharing, is communication. And also, during that communication space is the beneficiaries. If we can, all of us, the role players, target our beneficiaries or what the beneficiaries will derive from getting a house, then the project will be running smoothly. And doing our way with this, the dynamics who wants to be in control or power relations, who wants to be known and seen as he is the implementer. So, if we have passion, commitment for qualitative service delivery, all the stakeholders involved with knowing that, then we can come to their best. (Participant 13)

Participant 14 also explained their process and how the segregated tasks and responsibilities eventually impact the overall implementation. The participant shared that:

Remember we do not have the policy in the municipality at the local event because the whole implementation is done by the department. What we only need, probably not from a policy perspective but from an administrative perspective, is to have us having access to the HSS system, which is the system where we would be able to see how many people have been approved in Joe Morolong. And how far is the process of their applications. (Participant 14)

Lastly, Participant 16 shared the current situation they face, where consumers are already angry and disappointed with the project delays and the inability of the higher-ups to communicate the problems and issues to them. The participant noted the following:

I think when you observe this, the whole thing, people are currently now angry. They don't even want to listen again to what you are coming with to them. They just get angry because they say that we are coming up with empty promises, and then, therefore, they don't want to listen to the liars. Then, from there, we are struggling to get more information because you show them, if you participate in the programme, you will be the one who takes the decision. Not to extend or distance yourself away from the participation. (Participant 16)

5.2.3.1 Minor Theme 1: Gathering Feedback From the Consumers Themselves.

The first minor theme that emerged was the effectiveness of seeking feedback from the consumers themselves. For 11 of the 19 interviewed participants, policy implementation would improve with the openness of the policy makers to seek the voices, thoughts, and

feelings of the consumers themselves. For some participants, this is currently lacking in policy implementation. Participant 8 shared that they already have a forum in place, where they ensure that all stakeholders are aware of the processes and requirements of the policy, saying:

There is a stakeholder forum. There is the infrastructure forum, and then we require people to attend that so that all the people are kept abreast about development and so on. So, nothing shocks nobody. Like I've mentioned, if we are in attendance, but there are structures that were created to [inaudible] there, to make sure stakeholders are always onboard and kept abreast of relevant [inaudible]. (Participant 8)

Meanwhile, Participant 16 admitted that they currently still lack the practice of communication and consultation with the community members or their consumers. The participant highlighted how:

The policy is good, but the thing is only for implementation through consultation of the community or maybe if they have the consultation through the community to make some inputs in those policies. The way, maybe the policy to be improved, it's all about through the consultation of the community. If you are not consulting the community, then even the Act is very clear. When we say "people shall govern", then people govern only when they have been consulted because they are going to take decisions better. (Participant 16)

Lastly, Participant 17 noted how relevant policy makers and stakeholders must communicate and interact with the consumers to get to know them and understand their conditions better. By doing so, projects will adhere to the needs of the consumers, which could make the delivery more sustainable and justifiable for the consumers.

If they can make sure that now they go and talk to the relevant stakeholder, like Sanco, because they know the ground, They know who are the communities and who are the beneficiaries because if you can look at what they're doing now, we are still waiting for the municipality and over the size that they were supposed to be even to our communities a long time ago. But now it's difficult for now to hand over the site to the communities. Because sometimes they take

time to come to the communities. I think maybe if they can make sure each and every site that they're having, they must be given to the communities in time. (Participant 17)

5.2.3.2 Minor Theme 2: Needing Policy Reviews and Updates to Adhere to Changes Over the Years. The second minor theme that followed was the need for policy reviews and updates to adhere to the changes over time. For the 10 participants, the policy makers must consider the different conditions of the areas and districts of the settlement projects. According to Participant 6, there is no progress with the implementation as the government is also unable to proactively address the changes in terms of the environment, setting, and more. The participant narrated that:

To be honest with you, it's not because of most of the things that are currently happening in terms of human settlement development; it's all about reactive training. Whenever the policy is updated – it was developed in 2014 – the integrated human settlement sector plan for [inaudible] that was developed by [inaudible] in 2014, it has never been reviewed ever since then. So whatever objective [that] was set, I think, as we speak now, they're not relevant to what we're experiencing in terms of the manual activities and how the town is developing in our area. So, it's just there, but implementation, there's no implementation of that [inaudible]. There's no review. If you can look at it and then you go drive around, you will see that it doesn't talk to what is happening right now. (Participant 6)

Participant 10 also suggested the need for the government to start changing aspects of the laws for the departments and the rest of the actors to perform their duties more effectively. The participant explained:

The policy can be improved if the national government can also start on changing some of the laws that would give the municipality access to part of the land. And then, that the Kgosisi must understand their roles also in the role of the municipality, especially when coming to development. (Participant 10)

Meanwhile, Participant 12 added that the policy still lacks certain elements that could help the housing needs of a greater number of consumers in the area. The participant provided examples, saying:

Like I said, we don't have a policy, but the housing sector plan, like I said, it addresses all the housing needs, all the demands of housing, and all those things. I cannot tell or where can it be improved, but like I said, on its own, it has been improved by this National Upgrading Support Programme (NUSP); housing needs to register that address, not only your RDP because remember, this housing register...

Oh, I forgot the rental when the people don't want to buy, but they want to rent. Hence, we have the catalytic project that is going to be established soonest; all the studies are done by the HDA and then [inaudible] during the implementation, which is going to address the housing needs in general, from rental, low-income houses, middle income, selling of stands, your rental and also high-income class. (Participant 12)

5.2.3.3 Minor Theme 3: Needing Proper Consumer Education for Local Community Members. The third minor theme that emerged was the call for proper consumer education for the local community members. According to seven of the 19 participants, the consumers must have proper knowledge and awareness of the policy. This is to reduce the issues with the stakeholders, eliminating the potential and common problems in the process. Participant 1 shared that the government must learn how to inform and listen to the needs of the beneficiaries. The participant narrated:

I think if there is proper consumer education that is done, where people are informed on what will be their roles, it will become easier. I think more consumer education needs to be done to people out there. And then over and above that, like I said, also government needs to [also] consider the different dynamics that are prevalent in our municipality, which is a bit different from other municipalities out there. (Participant 1)

Participant 4 added how consumer education would indeed reduce potential issues as consumers would be able to understand the process more clearly. The participant stated:

I think that consumer education should be implemented... How can I put it? More efficiently than it is because I think when you put it on [inaudible] out there to the community from time to time, it becomes easier for them to kind of understand and accept it, not only when the project comes. (Participant 4)

Finally, Participant 7 commented:

Yeah. Consumer education. We have this programme of housing consumer education, where we tell people about the criteria of benefitting from having a house or benefitting from the programme that we have in the human settlement. (Participant 4)

5.2.3.4 Minor Theme 4: Ensuring Successful Implementation. The fourth minor theme of the study pertained to the practices that ensure the successful implementation of the programme. Specifically, seven participants highlighted the importance of teamwork, collaboration, and good communication. As Participant 11 stated, it is crucial to build a good relationship with the stakeholders of the project, saying:

Generally, I think we've got a sound relationship with most of the stakeholders. It's only here and there where we have got issues with regards to poor workmanship from the side of the contractors or service providers. But generally, when it comes to all other aspects, I think the relationship is sound. (Participant 11)

5.2.3.5 Subtheme 1: Practising Teamwork and Collaboration. A subtheme that emerged noted the importance of teamwork and collaboration, with a strong call for all stakeholders to work together to achieve a common goal, which is the successful delivery of the project. Participant 13 stated the need for strong collaboration and commitment from all stakeholders, saying:

To work positively, it needs the stakeholders. It needs the stakeholders to work together, the stakeholders, the department of [inaudible], municipalities, residents, and all those; they must work together to ensure, especially when it comes to who must qualify for low-cost housing. It is not for everybody, but the less privileged are the ones that are identified. Your child-headed family, the old people, disabled and all those too, and others. Those who really need shelter. If

you look at it at the JTG, if there's a lot of mud houses that you also need to eradicate and they are prone to disaster, the bureau is ready for it. So, there is a lot of work that needs to be done for JTG. That is what I said, all the stakeholders who are involved, political leaders, administrative leaders, they need passion and commitment to help our communities.

(Participant 13)

5.2.3.6 Subtheme 2: Ensuring Good Communication Between Stakeholders.

Another subtheme was the presence of open and active communication. Participant 17 described how this practice has positively affected the implementation of the project but also admitted that it could be improved in the future, saying:

Really, our relationship is quite good, though we have problems here and there. But in terms of communicating and maybe engagement, we have a good relationship with all the three municipalities in the JTG. So, I can say that no, maybe in future, it will be much better after maybe each and every municipality that we are living in will be having a structure that is going to be the one that is going to advocate for our communities. (Participant 17)

5.2.3.7 Whether rural municipalities and politicians have to contend with different Public Policy dynamics in South Africa. The second sub-research question explored: Do rural municipalities and politicians have to contend with different Public Policy dynamics in South Africa? With this question, one major theme and three minor themes emerged. Most participants (10 of the 19 stakeholders) believed there were policy implementation issues due to the varying roles and responsibilities at the Municipal and Provincial levels. As a result, municipality stakeholders and politicians need to adjust to the situations and conditions they face to ensure the success of policy and project delivery. Three other minor themes followed, but with limited references, further research is suggested to improve their trustworthiness. Table 6 contains the display of the themes in response to the second research question of the study.

Table 6*Breakdown of Themes Addressing RQ2*

Research Questions	Themes	Number of References	Number of Participants
SRQ2. Do rural municipalities and politicians have to contend with different Public Policy dynamics in South Africa?	Facing implementation issues due to the varying roles and responsibilities at the Municipal and Provincial Levels	11	10
	Having counsellors to ensure that community members are aware of their rights and responsibilities	7	6
	Facing challenges with the different departments assigned to the human settlement project delivery <i>*Facing difficulties in communication across departments, lack of follow-up</i>	5	3

5.2.4 Major Theme 3: Facing Implementation Issues Due to the Varying Roles and

Responsibilities at the Municipal and Provincial Levels. The third major theme of the study discussed the presence of implementation issues due to the different roles and responsibilities across the departments, municipal, and provincial levels. For 10 participants, this has negatively affected the policy implementation as the stakeholders cannot fully perform the needed actions to warrant the project's success. Participant 1 shared the disconnect between the implementation of the policy, saying:

So, the delays that we have seen in the past, which resulted in the house not being built due to those type of things, where it becomes more expensive to build here than you could build in Gauteng. Because in Gauteng you don't have to do so many studies, the material is really available but expected the cost of the development is supposed to be the same as far as the nation is concerned. So, it becomes an issue in terms of implementing, and over and above that, I think another challenge that we have seen is

that all procurements for housing happens at the provincial level. The municipality is not pulled through in that; it's just a function that happens there. The municipality just gets told that this specific person has been appointed, and he needs to implement. But the challenge now becomes [the] province is not doing a good job in terms of managing or monitoring the implementation. (Participant 1)

Meanwhile, Participant 2 simply commented on the policy's potential but with one key issue:

And when we can work hand-in-hand with each other. The only problem is we are working far from each other. (Participant 2)

Lastly, Participant 10 shared her belief:

I think we need to participate at all levels of government. From national to the province, to the district, and local municipality. All of us, we need to sit down with our communities because us being a rural municipality, we don't have total control of the land. So, what we need to do is to establish committees from these communities that will assist us in making sure that we reach our target, or we improve as far as human settlements is concerned. And one other issue that I would like to say, housing is a serious concern in Joe Morolong Local Municipality. So, we need also to formulate ways as to how are we going to make sure that we give people that kind of service. (Participant 10)

5.3 Chapter Summary

The fifth chapter of the study contains a discussion of the study themes formed from the thematic analysis of the interview with the 19 stakeholders. This single case study aimed to understand, from stakeholders' perspectives, why human settlement policy implementation has been challenging in John Taolo Gaetsewe District, South Africa. Specifically, this study explored the internal dynamics between the stakeholders involved during the implementation process and how these dynamics impact the outcomes of human settlement policy implementation in the district. A total of 18 themes were generated, with three major themes,

nine minor themes, and seven subthemes. From these themes, the main and sub-research questions were addressed.

The analysis revealed that the internal government and institutional dynamics affect human settlement policy implementation in the following ways: experiencing slight and indefinite project delivery delays and lacking proper communication and collaboration among stakeholders. Specifically, in terms of the slight and indefinite project delivery delays, the examples provided were facing funding and resource issues, having a high demand but with a low supply of houses due to mines within the area, increasing prices of resources and materials, and having issues with contractors. When asked whether rural municipalities and politicians have to contend with different Public Policy dynamics in South Africa, I discovered that there are implementation issues due to the varying roles and responsibilities at the municipal and provincial levels. The final chapter of the study will discuss the themes related to the literature, recommendations, implications, and conclusions of the research.

Chapter 6

Conclusion and Recommendations

6.1 Introduction

The purpose of this study was to explore the outcomes of dynamics between stakeholders involved in the implementation of human settlement policy in John Taolo Gaetsewe District, Northern Cape, to create a deep understanding of the role of processes in human settlement policy implementation and the success or failure thereof based on the dynamics of the stakeholders identified. A qualitative methodology was used alongside a case study design. The study drew on two data sources: human settlement policy documents and semi-structured in-depth interviews with stakeholders directly or indirectly involved in human settlement policy implementation in the John Taolo Gaetsewe district. The phenomenon explored in this study was the dynamics between stakeholders involved in the

implementation of the human settlement policy in the John Taolo Gaetsewe district. The researcher used purposive sampling, and participants were identified and recruited from the John Taolo Gaetsewe district, which includes John Taolo Gaetsewe District Municipality, Gasegonyana Local Municipality, Joe Morolong Local Municipality, Gamagara Local Municipality, Department of Cooperative Governance and Human Settlement at the District level and community-based organisations. Data was collected through semi-structured interviews with each participant to address the two research questions, and data analysis was conducted through Braun and Clarke's (2019) guide for thematic analysis.

Findings were obtained from the study revealed three major themes, four minor themes, and six subthemes. The first major theme under RQ1 was experiencing slight and indefinite project delivery delays. This theme has the subthemes: facing funding and resource issues, high demand, low supply of houses due to mines within the area, increasing prices of resources and materials, and having issues with contractors. The second major theme under RQ2 is lacking proper communication and collaboration among stakeholders. Under this theme are four minor themes. These constitute gathering feedback from the consumers themselves, the need for policy reviews and updates to adhere to changes over the years, the need for proper consumer education for local community members, and ensuring successful implementation. Under minor theme 4 are two subthemes. These are practising teamwork and collaboration and ensuring good communication between stakeholders. Findings related to RQ2 reveal one major theme linked to implementation issues due to the varying roles and responsibilities at the Municipal and Provincial levels.

6.2 Interpretation of the Findings

The findings confirm that government and institutional dynamics affect the implementation of the human settlement policy in John Taolo Gaetsewe. Notably, this is because of the experiences of slight and indefinite project delivery delays. Affirming the

reliability of these findings, 19 of the participants revealed that they are often faced with issues beyond their control, which heavily affect the delivery of the housing settlement projects.

Additionally, such findings extend the knowledge regarding public policy implementation in South Africa, that informal settlement housing is a key issue for the Global South, in which many individuals and families live in temporary settlements that provide little to bare necessities required for survival (Ballard & Rubin, 2017; King et al., 2017; Ntema et al., 2017). The extension of the knowledge base stems from the fact that the findings related to slight and indefinite project delays reveal that the implementation of human settlement policy is not only related to poor policies, but also to project contractors being unable to complete their projects promptly due to issues related to delays in funding, because government policies have not been put in place to speed up the funding process. This explains why Participant 5 indicated that although project contractors have been attempting to improve beneficiaries for the consumers, they have faced the money challenge. When put in the context of the systems theory that is used in the study, it is evident that the formal institutions in South Africa concerned with dealing with project contractors are yet to be developed in a manner that helps deal with the urgent human settlement problem. Thus, it is evident that the government's inability to establish proper structures that deal with the needs of housing settlement project contractors has contributed immensely to the high demand and low supply of houses, especially within areas with mines.

The other issue that arises relative to the systems thinking theory is the lack of proper communication and collaboration across stakeholders. Notably, two of the participants lamented how the lack of teamwork and communication across departments and between the consumers also negatively affects the implementation of the projects. The systems theory, by providing a holistic approach to analysis that centres on interrelated aspects of the system associated with the creation of policies and practices, has helped analyse the component of

communication across departments and between the consumers leading to the development of new insights into the issue of housing settlement. Notably, existing information regarding the issue has indicated that consumers' complaints about housing have led to aggravated anger and hostility towards the South African government (Visagie & Turok, 2020; Zhang, 2018). On the other hand, Ntema et al. (2017) indicate that whereas these issues can be resolved through proper communication, consumers seldom express their concerns to formal institutions. In cases where such formal issues are presented before the departments charged, the information is seldom relayed to higher authorities in time.

Therefore, the findings affirm the notion that communication has been a chief problem when it comes to implementing housing settlement policies. Additionally, the findings add to existing knowledge by going beyond communication issues to reveal the lack of synergy between the Municipalities and Provincial governments. One of the participants explained the process they follow and how the segregated tasks and responsibilities eventually impact the overall implementation because they do not have the policy at the municipality level. Thus, implementation is entirely the responsibility of provincial departments. Such findings suggest that the implementation of housing settlement policies can be augmented by improving communications and allowing key stakeholders to access the HSS system, which is the system where they would be able to see how many people/consumers have complained or have been approved in Joe Morolong.

Gathering consumer feedback can prove expedient given the need to improve the implementation of the housing settlement policy. This aspect explains why 11 of the 19 interviewed participants indicated that policy implementation would improve with the openness of the policy makers in seeking the voices, thoughts, and feelings of the consumers themselves. Such findings coincide with the perspective provided by the systems theory that governmental systems should seek to incorporate all stakeholders to understand the needs of

smaller systems and the needs manifested by the larger systems in society (Easton, 1981). Zerbo et al. (2020) suggest that although policies may be appropriate and intended for the good of society, implementation without consulting communities often leads to failure. On the other hand, the findings that policies should be reconsidered through review mechanisms to align with policy changes introduce the need to consider viewpoints that have been previously ignored. As revealed by the study participants, policy makers must consider the different conditions of the areas and districts of the settlement projects if they are to make policy effective and appropriate to policy reviews. Such findings suggest that there has been no progress with the implementation of housing settlement policies because government systems have failed to take into account the opinions of communities while reviewing existing policies to foster more effective implementation.

Findings related to rural municipalities and politicians having to contend with different public policy dynamics revealed that these factions have been facing implementation issues owing to the varying roles and responsibilities at the Municipal and Provincial levels. Notably, 10 participants revealed that this has negatively affected the policy implementation as the stakeholders cannot fully perform the needed actions to ensure the project's success. Such findings align with the perspective provided by the systems theory that policy implementation takes place within political settings, where the formal mechanisms include stakeholders (government institutions and politicians) that implement the policies and create changes that ideally benefit citizens and the larger system (Easton, 1981). Consequently, it is worth realising that stakeholders such as consumers who are directly influenced by institutional successes or failures regarding policy implementation at the provincial and municipal echelons should be considered (Smith, 1973). As such, the delays in implementation or the total absence of implementation of housing policies that would have benefitted the citizens can be linked to the fact that all procurements take place at

the provincial level without involving the municipality despite the municipality being in direct contact with the people/customers.

6.3 Limitations of the Study

The researcher encountered notable limitations while undertaking the study. The first limitation has to do with the sample size. In reality, there are many stakeholders involved in the implementation of housing policies. However, this study was limited to a sample of 19 actors (political and administrative) and community-based organisations representatives involved in the housing implementation process in John Taolo Gaetsewe District, Northern Cape. Consequently, it must be recognised that certain views or perceptions were not covered in this study due to the qualitative nature of the study, which necessitated a small sample size.

More specifically, the study was limited by participant bias. Although the researcher engaged specific measures to limit participant bias, such as conducting the interviews in a safe space and emphasising that participants' responses would remain confidential and their identities anonymised, it was still observed that some of the participants had difficulty providing honest responses. According to Jann et al. (2019), participant bias comes into play in cases where the questions asked cause participants to respond based on the acceptability of their feelings.

The second type of bias that affects the trustworthiness of the study is researcher bias. Researcher bias occurs in qualitative studies that involve interviews when researchers interpret acquired data focusing on what they believe to be relevant to the study they are undertaking (Johnson et al., 2020). Notably, the researcher attempted to mitigate this bias by keeping a personal diary during the data collection and analysis processes to help him recognise his personal bias towards the topic. Nonetheless, qualitative research is subjective in nature because the findings rely extensively on data interpretation rather than hard and unambiguous data, making research bias influential in this study. Moreover, the

trustworthiness aspect of the study was influenced by the researcher's reliance on the conceptual framework, which impeded the reliability of the data collection process.

6.4 Recommendations

The first recommendation is that while exploring the phenomenon investigated in this study, future researchers should attempt to use the mixed methods approach instead of the qualitative methodology. Notably, the qualitative methodology used in this study was advantageous in that it enabled the researcher to deploy flexibility in cases where it was believed that insights were not being acquired through the interview questions, which led to improved responses (Johnson et al., 2020). However, the flexibility did not help attend to the issue of research bias. As such, it is highly recommended that future researchers on the phenomenon of dynamics between stakeholders involved in implementing the human settlement policy take on the mixed methods approach. According to Kallio et al. (2016), mixed methods are critical in helping researchers counter qualitative-related limitations given that mixed methods involve quantitative and qualitative considerations, thus balancing limitations associated with each approach. The recommendation for using mixed methods in future research related to the phenomenon investigated in this study stems from the need to understand the phenomenon better, notably, the internal dynamics between stakeholders involved in implementing the human settlement policy is a complex phenomenon that could not be fully explored using the qualitative approach. As indicated by Korstjens and Moser (2018), integrating quantitative and qualitative approaches permits a more complete and synergistic use of data in providing a better understanding of research problems and complex phenomena than either approach alone.

6.5 Implications

The findings of this study have a potential impact on social change at the individual, family, organisational, and societal/policy levels. Given that the findings will help improve

the review of policies to ensure that project contractors' needs regarding funding are met on time, this will improve their efficiency and benefit the individual consumers of housing settlements by improving their access to decent housing. Consequently, families will also benefit because when the project contractors can complete the projects on time, the supply of housing settlements and access by the families will increase. On the other hand, organisations that deal with the implementation of housing settlements through construction will benefit when the policies are reviewed to cater to the pricing of raw materials. Additionally, at the societal/policy level, positive impacts will be experienced through improved communication, which will augment collaboration by ensuring that all stakeholders involved have a similar goal and understanding of the projects undertaken.

The study involved a qualitative methodology that encompassed a case study research design that enabled the researcher to generate significant insights into the phenomenon under study. The methodological implications of this study stem from the fact that the researcher described the limitations encountered while undertaking the study and recommended that future researchers should consider deploying the mixed methods approach when studying the internal dynamics between stakeholders involved in the implementation of the human settlement policy. Thus, by comparing the outcomes of this study relative to the methodology utilised and considering the methodological approach suggested for future studies, future researchers will be able to decide on the most suitable methodology.

The chief recommendation for practice is that governments faced with human settlement issues should consider applying Smith's model of the policy implementation process (Smith, 1973). Such a recommendation stems from the fact that the model is critical and helpful in augmenting the ability of governments to idealise policies, implement organisations, consider the relevant target groups, and take into account any environmental factors associated with housing settlement policy implementation (Smith, 1973).

Additionally, it is recommended that governments facing issues with human settlement and implementation of associated policies consider the tenets of Easton's Systems Thinking Theory (Easton, 1981). Such a recommendation stems from the fact that political implementation and development of policies are guided by systems that work together to determine the efficiency of services delivered to the community. Further, the Systems Thinking Theory will help in considering how political processes, which include addressing informal housing settlements, are operated within an interdimensional framework of systems' key stakeholders. Notably, the emerging conceptual framework will aid such governments in understanding the issues that arise during policy implementation and failure, helping to review their policies towards informal settlement housing.

6.6 Conclusion

The purpose of this study was to explore the outcomes of dynamics between stakeholders involved in the implementation of the human settlement policy in John Taolo Gaetsewe District, Northern Cape, to create a deep understanding of the role of internal processes in human settlement policy implementation and the success or failure thereof, based on the internal dynamics of the stakeholders identified. The study is valuable, given its expediency in dealing with system-based problems that have plagued South Africa since the apartheid dispensation. The researcher used a qualitative methodology and a case study design to address these issues. Careful interpretation and analysis of the research findings revealed that the situation in the John Taolo Gaetsewe district can be remedied. However, for a remedy to be achieved, several measures must be implemented. These constitute the government considering government and institutional dynamics that affect the implementation of human settlement policy, improving communication and collaboration across stakeholders, consistently acquiring consumer feedback, and ensuring synergy between the municipality and provincial levels. More importantly, the South African

government should take into account the precepts provided by Easton's Systems Thinking Theory (Easton, 1981) and Smith's model of the policy implementation process (Smith, 1973) to better understand the issues that arise during policy implementation and failure, and aid in reviewing their policies towards informal settlement housing. If implemented based on additional research, these insights may inform new solutions and influence current human settlement policy implementation processes.

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