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The role of local government in the implementation of Sustainable Development Goals: A case of Tshwane Municipality

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DECLARATION

I Malilomo Francisca Nkhabu declare that this thesis is my original work written from investigations which I have undertaken myself. All work is my original work and where sources have been used or assistance received, the sources of such have been duly referenced. I further declare that this work has never been, prior to this instance, submitted partially or wholly for degree purposes at any other institution of higher learning.

Signature

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Date

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ACKNOWLEDGEMENTS

I would like to acknowledge my supervisor Dr Dan Darkey, without whom this project would not have been possible. My gratitude goes to my family and friends for their unending support and for having faith in me at all times. Thanks to my work colleagues who willingly participated and offered me sound advice whenever needed and to my UP colleagues who through this process have become friends, my biggest motivators, and support system. Lastly and most importantly glory to God who has enabled me to do things I never imagined possible by giving me the resources I needed and the right people in my corner.

DEDICATIONS

I dedicate this work to all the young people in my community who look up to me.

ABSTRACT

The new sustainable development agenda for 2030 was adopted in 2015 with implementation now in progress. This ambitious agenda proposed 17 goals and 169 targets in areas of significance: people, planet, prosperity, peace and partnership. Goal 11 of the 17 Goals strive to ‘make cities and human settlements inclusive, safe, resilient and sustainable’. With people continuously choosing to live and work in cities despite the congestion and pollution that result from the high concentration of people, due to the economic growth, innovation and opportunities offered by cities. Hence, it is important to acknowledge that without well-managed urban transition the success of the SDGs will be difficult in developing countries. In the context of this research, it was important and applicable to look at how the ambitious global agenda like the Sustainable Development Goals (SDGs), more specifically Goal 11 on cities is being implemented by local government for cities. The research focus on City of Tshwane Metropolitan Municipality (CTMM) as a case study for implementing SDG 11. The appropriate research methodology, based on an interpretivist paradigm coupled with the phenomenological constructivism nature of this research, is qualitative. The goal was to combine document analysis and semi-structured interviews to provide the researcher with a more complex understanding of the role of local government, and thereby help the researcher answer the research questions. The research shows that the national, provincial, and local priorities in policy and programmes in South Africa have a high overlap with the SDGs. It is well recognized that development in South Africa can only take place through collaboration between citizens and government, thus policies and their implementation will have to recognize the importance of collaboration. Strategic partnerships between different sectors; government, private sector, civil society and international organisations will bring a strong blend to different strengths and has proved to have means for knowledge sharing. Thus, for CTMM to reach its goal of adequately implementing SDG 11 they would have to leverage on strategic partnerships, develop a framework for implementation and monitoring progress as a way of focusing on implementing the objectives of the Urban Goal while ensuring that there is integration between its national agenda and the global goals.

Keywords: SDGs, SDG 11, localisation, Local government, implementation

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ABBREVIATIONS

BEPP	Built Environment Performance Plan
CaPS	Capital Planning System
CCRS	Climate Change Response Strategy
CIF	Capital Investment Framework
CSU	City Sustainability Unit
CoT	City of Tshwane
CTMM	City of Tshwane Metropolitan Municipality
DPME	Department of Planning, Monitoring and Evaluation
GCR	Gauteng City Region
GHG	Greenhouse Gases
ICLEI	International Council for Local Environmental Initiatives
IDP	Integrated Development Plan
IUDF	Integrated Urban Development Framework
JPoI	Johannesburg Plan of Implementation
KPIs	Key Performance Areas
LA21	Local Agenda 21
LSDF	Local Spatial Development Framework
NDP	National Development Plan
NDCs	Nationally Determined Contributions
NEMA	National Environmental Management Act
NFSD	National Framework for Sustainable Development
NSSD	National Strategy on Sustainable Development and Action Plan
NUA	New Urban Agenda
MDGs	Millennium Development Goals
MSDF	Metropolitan Spatial Development Framework
RSDF	Regional Spatial Development Framework
SACN	South African Cities Network
SDBIPs	Service Delivery and Budget Implementation Plans
SDGs	Sustainable Development Goals
Stats SA	Statistics South Africa
IRPTN	Tshwane Integrated Rapid Public Transport Network
UCLG	United Cities and Local Government
UDF	Urban Development Framework
UNFCCC	United Nations Framework Convention on Climate Change
UN	United Nations

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1. Chapter 1

1.1 Introduction

Today, more than half of the world's population lives in cities. By 2030, it is projected that two thirds of the world's population will live in urban areas (SDSN, 2013; Slack, 2014; ICLEI, 2015; Kanuri *et al.*, 2016; Lucci and Lynch, 2016; Caprotti *et al.*, 2017). The urban population is growing faster in many countries, but continue to be very high in Asia and Africa, where the resources are most constrained and development challenges are more intense (UN-Habitat, 2017). People have continued to choose to live and work in cities despite the congestion and pollution that result from the high concentration, due to the economic growth, innovation and opportunities offered by cities (Lucci *et al.*, 2016). Fundamentally cities offer both great opportunities and deep challenges, which is why processes of urbanisation need to be managed critically. In the context of this research, it was important and applicable to look at how the ambitious global agenda like the Sustainable Development Goals (SDGs), more specifically Goal 11 on cities is being implemented by local government for cities. The new sustainable development agenda for 2030 was adopted in 2015 with implementation now in progress, this ambitious agenda proposed 17 goals and 169 targets in areas of significance: people, planet, prosperity, peace and partnership. Goal 11 strives to 'make cities and human settlements inclusive, safe, resilient and sustainable' (United Nation (UN), 2015).

In addition, the UN-HABITAT III conference held in Quito at the end of 2016 enshrined the first SDG with an exclusive urban focus, discussing how the SDGs will be implemented in urban areas (Lucci *et al.*, 2016; Caprotti *et al.*, 2017). Hence, it is important to acknowledge that without well-managed urban transition the success of the SDGs will be difficult in developing countries (Blanc, 2015). Furthermore, the implementation of these goals relies mostly on city governments, thus without clear assigned roles for local urban stakeholders 65% of the SDG targets will be at risk (Cities Alliance, 2015). As it is often within local governments where delivery of basic services such as water, sanitation and land use decision leading to provision of housing happens, and these are services closely linked to many of the SDGs (UCLG, 2017). Furthermore, Lucci and Lynch, (2016); Lucci *et al.*, (2016) state that "to achieve the SDG local government need to be involved. Thus, this research explored how local government is integrating and localising SDG 11 for adequate implementation of the 2030

Agenda. Although this study narrows in on Goal 11, it is important to note that there are more targets of the SDGs relevant at the local level.

1.2 Background

The international policy has taken an unprecedented effort in tackling global sustainability and human development challenges through the United Nations (UN) Agenda 2030 and its key elements, through the SDGs. The SDGs are an extension for the previous Millennium Development Goals (MDGs) in different ways (Blanc, 2015). The SDGs have been characterised as universal, transformative and integrative, unlike the (MDGs) which focused on poverty reduction in developing countries (SDSN, 2013; Kumar, et.al 2016). This SDGs outline that all countries are concerned and the aim is to comprehensively link human development goals and environmental sustainability under one global agenda (Bowen *et al.*, 2017).

The year 2015 marked the adoption of the 2030 Agenda for Sustainable Development, a global development agenda that lays out 17 SDGs to be achieved by 2030 (UN, 2015; Bhattacharya, Patro and Rathi, 2016). The SDGs are a set of goals and targets aimed at putting together quantifiable objectives across the social, economic and environmental dimensions of sustainable development (SDSN, 2016). With the aim of addressing critical sustainability issues such as poverty, climate change, inequality, economic development, and ecosystem protection, the SDGs are to be implemented in all countries. The SDGs like other international agendas must be implemented locally simultaneously with national development policies and programmes, which means there is a need to localise the SDGs to suit the national agenda (Gollub, Saner and Sidib, 2017).

This calls for greater level of integration across different sectors, societal actors and nation states to find the interlinkages between the individual goals (Blanc, 2015; Bowen *et al.*, 2017). Furthermore, by the adoption of the 17 SDGs, countries from across the globe have signalled the urgency for transformative action that comes with sustainable development in the period up to 2030. Thus, an essential part of this transformation is considered to be local action in cities and other human settlement (UN-Habitat, 2017). In addition, a number of SDGs require implementation at the urban level and thus depend on robust involvement from local actors and institutions.

In other instances, this may call for additional decentralization and devolution, so that municipal powers are associated with responsibilities (Fenton and Gustafsson, 2017). In a

national structure, municipal institutions play a central and continual role in many fields, such as in planning and provision of public services. As such, municipal institutions have the potential to act as coordinators for local implementation of the SDGs. This calls for localisation, whereby local institutions support and enable other actors in their efforts whilst ensuring all SDGs are addressed directly or in synergy amongst various methods (Fenton and Gustafsson, 2017; UCLG, 2018).

According to UCLG, (2018) localisation refers to “the process of defining, implementing and monitoring strategies at the local level for achieving global, national, and sub-national sustainable development goals and targets”. Precisely, it focuses on the method of acknowledging sub-national contexts in achieving the sustainable development agenda, starting with setting goals and targets, to determining the means of implementation and the use of indicators in measuring and monitoring progress (Kanuri *et al.*, 2016; UCLG, 2018). A number of authors have also commended the inclusion of Goal 11 in the SDGs, how it recognises cities as possible key drivers of sustainable development, and the seeming approval of the need for decentralization of responsibilities and powers to the urban level (Lucci, 2015; Fenton and Gustafsson, 2017; UN-Habitat, 2017).

It is, however, significant to acknowledge that governing for sustainable development relates not just to the specific content of an agenda or strategy, but also to the actors responsible for the agenda such as, the orientation of the process, the institutions, individual administrations or politicians or the degree of formality of the process itself (Caprotti *et al.*, 2017; Gollub, Saner and Sidib, 2017). Goal 11 speaks to sustainable cities and communities, which focuses on making cities inclusive, safe, resilient and sustainable (UN, 2015). Cities have become centres for commerce, research, and social development, directing the socio-economic progress. Nevertheless, they have also presented a constraint on land and, resources and are commonly home to inadequate service delivery and transportation, housing shortages and declining infrastructure (Lucci *et al.*, 2016; UN Environment, 2017).

The increasing rate of urbanisation is exerting an ever-increasing pressure on the living environment, fresh water supplies, sewerage systems and public health (Lucci *et al.*, 2016). There is a need to use resources efficiently, reducing pollution and poverty, while availing an opportunity for cities to grow, thrive and to be inclusively developed (Lucci, 2014; Lucci and Lynch, 2016). The future of cities includes opportunities for all, with access to basic services, energy, housing, transportation and more (Lucci and Lynch, 2016).

According to Fenton and Gustafsson (2017) “in their present form, the SDGs offer limited guidance as to how actors can reconcile their daily obligations with universal goals”. Thus, it shows that the SDGs are more focused on serving political ends, other than facilitating practice. While there are several methods of understanding and analysing policy, this research focuses on understanding how local municipality can aid the implementation of SDG 11 which states that “cities and human settlements should be inclusive, safe, resilient and sustainable” (UN, 2015; Kanuri *et al.*, 2016). This was explored through understanding the process of localisation of the SDG which is embedded in the thinking of integration for development and influencing the implementation of the goal. Most importantly the focus was on local government, which is understood as a set of formal institutions legally established to deliver a range of specified services to relatively small geographic jurisdiction (Hofisi *et al.*, 2013; SALGA, 2016) in this case the City of Tshwane Metropolitan Municipality (CTMM).

1.3 Research context in South Africa

South Africa’s re-entry into the global arena after apartheid has been fuelled by its influence of current global paradigms such as sustainable development, decentralisation and the utilization of these concepts in its legislation and policies (Parnell, 2016). Even though sustainable development, was introduced in relation to its environmental agenda, its potential to foster transformation and democratization made it significant and as such it has been identified as a crucial elements of post-apartheid planning (Padarath, 2008).

The Constitution of the Republic of South Africa, 1996, has set out local government as a completely developed sphere of government in the cooperative government system where the three spheres are decentralised, yet interrelated and interdependent (Parliament of the Republic of South Africa, 1996; Ministry for Provincial Affairs, 1998; SALGA, 2016). The constitution makes local government responsible for the social and economic development of communities, and the government has subsequently emphasised the need to nurture a new culture of developmental local government (Lemon, 2002).

This is outlined in the 1998 White Paper on Local Government which define ‘developmental local government’ as “local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs, and improving the quality of their lives” (Ministry for Provincial Affairs, 1998:17; Rogerson, 2014). This has been due to most pressing challenges facing the country as a developing state,

the need to redress poverty, inequality, underdevelopment and the marginalisation of people and communities, amongst others.

The White Paper outlines the characteristics of developmental local government to include, maximising social development and economic growth. It then identifies the following as the key developmental outcomes for local government:

- The provision of household infrastructure and services;
- Creation of liveable, integrated urban and rural areas;
- Local economic development; and
- Community empowerment and redistribution.
- Towards the provision of household infrastructure and services, municipalities need to ensure:
 - Good services;
 - Extending basic services to all; and
 - Providing affordable and sustainable levels of services.

(Ministry for Provincial Affairs, 1998)

Table 1 1 The White Paper on Local Government. 9 March 1998

Furthermore, the Local Government Municipal Systems Act of 2000 embarked on the Integrated Development Planning (IDP) which is a compulsory activity for local government (Kamara, Leonard and Haines, 2017). The Act aims specifically to provide the core principle, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities (Rogerson, 2014).

Thus far, 'at the local level experience with sustainability over the last decade South Africa has revealed various contradictions which have raised questions about its implementation' (Padarath, 2008). Countries have to consider different ways of development for them to understand the complexities involved in democratic, participative, and long term engagement (Padarath, 2008; Rogerson, 2014). They will also have to truly embrace and integrate sustainability principles to adequately address issues of resource disparities, provide access to basic services for the poor, preserve and conserve environmental assets (Kamara, et al., 2017).

Cities are often areas of inequality, segregation and exclusion (Revi, et al., 2013; Musterd *et al.*, 2017). Despite governments' best efforts, the housing and services interventions for the poor have continued to perpetuate the apartheid urban form (Van Schalkwyk, 2015; Gardner et al., 2018). The result has been the development of large settlements of low-cost houses on the urban periphery and far from economic opportunities (Sahabodien, 2016). The consequences are that the people get trapped in poverty and are subject to long-term social costs. Thus Padarath (2008) suggested that there should be the re-orientation of planning

apparatus; the administrative structures and planning policies, physical and economic restructuring, transparent and unified system of urban revenue creation and social, political and psychological incorporation of black citizens into state structures.

This research makes use of the concepts of local government and urban development to assist in the understanding of the implementation of sustainable development. Whereas various tools have been developed to address sustainable development, this research focuses on policy integration, which is immersed within the philosophy of implementing sustainability, in the policy concept of SDGs process, focusing specifically on Goal 11.

Goal 11 specifically, being “make cities and human settlements inclusive, safe, resilient and sustainable” is particularly prominent for local government and focuses on the following:

1. Ensuring access for all to adequate, safe and affordable housing and basic services and upgrade slums;
2. Providing access to safe, affordable, accessible and sustainable transport systems for all, notably by expanding public transport;
3. Enhancing inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management;
4. Strengthening efforts to protect and safeguard the world’s cultural and natural heritage;
5. Significantly reducing the number of deaths and the number of people affected and decrease and the economic losses caused by disasters;
6. Reducing the adverse per capita environmental impacts of municipalities, including by paying special attention to air quality and municipality and other waste management;
7. Universal access to safe, inclusive and accessible, green and public spaces;
8. Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning;
9. Increase the number of municipalities adopting and implementing plans towards mitigation and adaptation to climate change and resilience to disaster; and
10. Support least developed municipalities, including through financial and technical assistance, in building sustainable and resilient building utilizing local materials.

(UN, 2015) Table 1 2 SDG11- Why a stand-alone urban goal?

Currently Goal 11 proposes a critical dimensions of the urban challenge: housing and basic services, slum upgrading, transport, participatory planning, the safeguarding of cultural and natural heritage, disaster prevention and resilience, the environmental impact of cities, green and public spaces, and urban-rural links (Lucci and Lynch, 2016; Reddy, 2016; Dellas *et al.*, 2018). The localisation of the Post-2015 agenda often speak the implementation of the goals at the local level by sub-national actors, mainly local and regional governments (Lucci, 2015; Reddy, 2016). Sub-national governments have a task that is directly or indirectly shared with central government or other stakeholders for service provision in many areas related to the SDGs (UCLG, 2017).

Nevertheless, localisation of the post-2015 agenda can also relate to the monitoring of progress at the sub-national level notwithstanding the specific competencies that local governments have in that specific area) (UCLG, 2014; Reddy, 2016). This can help to assess inequalities within countries, inform better decision-making and resource allocation at all levels as well as enable local communities and civil society organizations to hold their governments to account (UCLG, 2014).

As stated by Bai *et al.*, (2016); Gollub, et al., (2017) certainly, most of the dimensions of the proposed SDG11 are critical for the new development agenda as they deal with some of the crucial challenges our societies are facing, such as, urbanisation, planning, housing, slums, transport, access to basic services, citizens participation, cultural and natural heritage, and public spaces. In addition, an urban goal mobilises and empowers local and regional authorities and other urban actors (civil society, private sector, etc.), contributes to integrating the different dimensions of sustainable development (economic, social, environmental) and the spatial design of cities, strengthening the linkages between urban and rural areas, and transform urban challenges into opportunities (Revi and Rosenzweig, 2013; Kanuri *et al.*, 2016; Caprotti *et al.*, 2017).

There is an agreement on the fact that local and regional governments should play a crucial role in implementing and monitoring most of the proposed goals (Gollub, et al., 2017). Their scope of work is clearly linked to fighting poverty, securing nutrition, ensuring health and education, promoting gender equality, managing water, sanitation, waste, and energy resources, promoting economic development, decent jobs, and fighting climate change (UCLG, 2014; Lucci, 2015; Reddy, 2016). They face critical challenges, many of which are global concerns with a strong local dimension (Caprotti *et al.*, 2017; Gollub, et al., 2017). In fact,

localizing SDGs means both: providing smart targets and indicators to measure its impact at territorial level; and proposing strategies and tools to facilitate an effective involvement of local and regional governments in the implementation process (UCLG, 2014; Blanc, 2015; Bilsky, Ochoa and Osorio, 2018). In order to ensure that SDGs are implemented effectively, follow-up and review arrangements will have to play a critical role in national government planning (Persson, et al., 2016).

1.4 Problem Statement

According to SALGA, (2016) the SDGs define the development agenda at local level to be essentially about making municipal spaces more socially inclusive, economically productive, environmentally sustainable and resilient to climate change (UN, 2015). Thus, the role of local government will be very critical in addressing the most closely related local government SDG which is Goal 11 (ICLEI, 2015; UN, 2015; Spitz, et al., 2016).

This study is needed as it appraises the ability of local government to adequately implement the recently adopted SDGs through integration into local context. More so, it considers localisation as the key method utilised in the process of integration of the Goals. In addition, the research aims to establish how local municipality is driving their mandate towards achieving SDG 11 in the CTMM.

1.5 Aims and Objectives

The aim of the study is to explore the role that CTMM plays in the implementation of SDG 11 through localisation and integration into local government's mandate.

Of specific significance is the process of how municipalities can localise and align the SDG to the already existing policy. The localisation will then be aligned with adequate implementation to drive the development path of locality in South Africa. Therefore, characterised by the vast resource disparities as well as social, economic, and developmental fragmentation. The objectives are therefore to:

- Understand how local government can play a role in achieving the Sustainable Development Goals
- Understand the role of CTMM in the localisation and integration of SDG 11
- Explore the relevance of SDG 11 in the CTMM mandate

- Understand how localisation can aid the integration of SDG 11 into the goals of the CTMM
- Understand the opportunities and challenges for CTMM in implementing the SDG 11

1.6 Research Questions

In understanding the above, it is possible to comprehend the limits and potential of local government to integrate and implement SDG 11 as part of their mandate. Therefore, key research questions for this study include:

- How can local government play a role in achieving the Sustainable Development Goals?
- What is the role of CTMM in the localisation and integration of SDG 11?
- What is the relevance of SDG 11 in CTMM mandate?
- How will localisation and integration of SDG 11 will aid adequate implementation of SDGs?
- What are the opportunities and challenges for CTMM in implementing SDG 11?

1.7 Research Scope

Local government can play a vital role in the implementation of SDGs more specifically Goal 11, which will only be implemented effectively if embedded into both national and local processes. This is because local government forms a bridge between national governments, communities, and citizens, because of their critical role setting priorities, executing plan, monitoring results, and engaging with local businesses and communities. It is important that the SDGs are monitored through a bottom-up approach, as this will ensure sustainability and local ownership (UCLG, 2017). This is a lesson learned from the MDGs, as these were elaborated in a top-down approach (ACSC, 2016; Kumar, et al., 2016). For SDGs to be successful there is a need for ‘localising’ the agenda. In other words, the strategies must be defined, implemented, and monitored at a local level to ensure that the sustainable development targets are achieved at a global, national, and subnational level.

Since sustainable development is a well-researched topic and there is a large amount of knowledge and documents on the topic in question, the appropriate research methodology based on an interpretivist paradigm coupled with the phenomenological constructivism nature

of this research was a qualitative research. The researcher combined document analysis and semi-structured interviews to provide the researcher with a more complex understanding of the role of local government, and thereby help the researcher to answer the research questions. The documents analysis requires a conscious approach, and a theoretical basis as they are both necessary and useful. The research looks at political spaces, good governance, and local government as a way of implementing government goals.

The research accounts for how local governments can help achieve sustainable development. The SDGs are important for this achievement and are therefore described and discussed in reference to local government. The research aimed to discuss the role local government in sustainable development, with a specific focus on SDG 11. The study focuses on a case study of the CTMM, outlining the role of local government in achieving sustainable development and how the localisation and integration of SDG 11 will aid the broader implementation for sustainable development. Furthermore, highlighting the challenges and limitations for local government in achieving sustainable development.

1.8 Case study: City of Tshwane Metropolitan Municipality

The CTMM is utilised as a case study for various reasons. The CoT is the second largest municipality in the Gauteng province and is amongst the six biggest metropolitan municipalities in South Africa. Pretoria, as one component of CTMM, is the administrative capital of the country. Government plays a huge role in the municipality's economy. The city is said to have adapted globalisation remarkably well and has all elements of a smart city (Mukonza and Mukonza, 2015; Van Rooyen and Pooe, 2016). This provides specific challenges for the locality, regarding pressure for development to provide basic services for its citizens, while trying to preserve its environmentally sensitive areas and allow for economic growth in the locale.

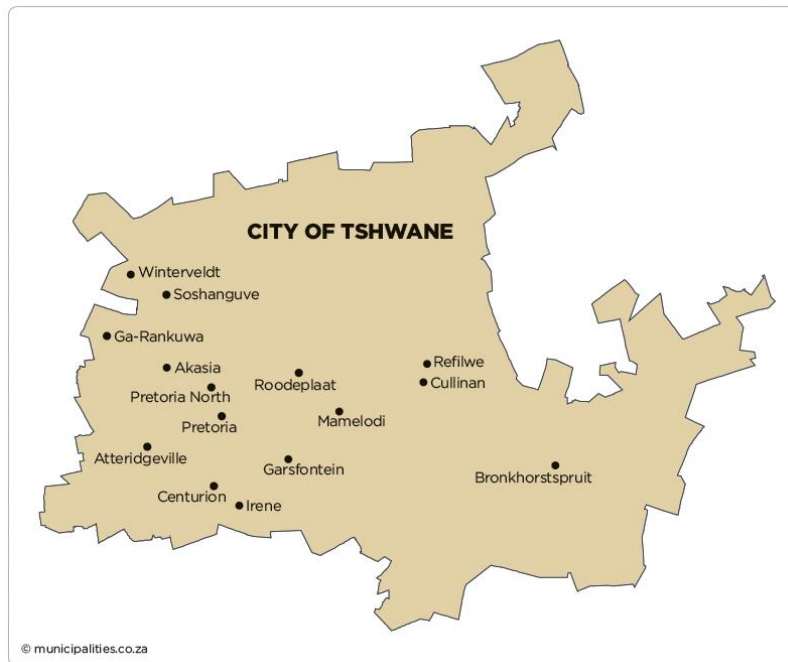


Figure 1: City of Tshwane Metropolitan Municipality

1.9 City of Tshwane Metropolitan Municipality Demographics

Tshwane is the largest of the three metropolitan municipalities in Gauteng in terms of geographical expanse. It occupies 6 345 square kilometres. According to the IDP, whilst this offers opportunities for a vast number of land uses and development, it poses challenges in terms of infrastructure development for basic services such as water, sanitation, electricity and social facilities. In addition, the IDP raises concerns that, due to the vastness of the area, urban sprawl is an additional concern, placing pressure on infrastructure provision. The map above depicts the location of Tshwane in Gauteng (CoT, 2017a).

Tshwane is located to the north of the Gauteng province, which is home to 13.5 million people, almost 24% of the total South African population (CoT, 2017a) and is also the fastest growing province with a population of over 33% between 1996 and 2011. Tshwane constitute over one-third of the area of Gauteng, has a population of 3, 3 million and a population density of 4634 people per km² (CoT, 2017a). The fast growth and development in Tshwane have resulted in urban sprawl, which presents a growing challenge in terms of basic services, infrastructure, and housing. There is a growing disparity in wealth and access to public services in the city, with more adequate public services on the southern and eastern parts than in the far northern parts, with the latter also having limited access to job opportunities (CoT, 2017a).

One of the core components of government's mandate is service delivery which addresses key socio-economic objectives of creating safe, inclusive, and equitable environments while addressing, among others, poverty, and unemployment. The focus of service delivery is provision of water, sanitation, waste removal, roads and electricity and they form the core enablers for economic activity (CoT, 2013).

According to the 2017/2021 IDP the unemployment rate has improved from 23.3 % in 2011 to 22.3 % in 2015. This represents a decline from approximately 313 737 unemployed people in 2011 to approximately 337 629 unemployed people in 2015 (CoT, 2017a). The formal sector employment contributes the largest share to total employment in Tshwane. The number of people living below the poverty line increased in 2011 as confirmed by the growth on the registered indigent households on the current indigent register. 78% of the households in Tshwane were occupying formal dwellings in 2011 and this has improved to 79.7% in 2015, 20.4% of the households in Tshwane were occupying informal dwellings in 2011 and this has improved to 18.3% in 2015. Traditional and other types of dwellings accounted for less than 2% in 2015 (CoT, 2017). On the performance of social welfare indicators, Tshwane Human Development Index improved from 0.70 in 2011 to 0.73 in 2015 while the Gini coefficient has remained unchanged at 0.63 over the period of 2011-2015. In contrast, the poverty gap rate has worsened from 26.6% in 2011 to 26.9% in 2015. Moreover, to overcome the triple challenge of poverty, inequality and unemployment, the Tshwane Metropolitan Municipality will need to create an enabling environment that supports the growth, development, and diversification of its economic base (CoT, 2015, 2017a, 2019).

1.10 Chapter Structure

Chapter 1: Introduction

The first chapter contextualises the SDGs and gives a background on SDG 11 in relation to the CTMM. The chapter further outlines the problem statement, aims and objectives of the study and the research scope.

Chapter 2: Literature Review

The primary purpose of this chapter is to review the literature by outlining the role of local government in achieving sustainable development and how the localisation and integration of SDG 11 will aid the broader implementation for Sustainable development. Furthermore, the

literature highlights the challenges and limitations for local government in achieving sustainable development.

Chapter 3: Methodology of Research

This chapter looks at the criteria and methods used to collect data for the research. In addition, the limitations and ethical considerations of the study are highlighted in this chapter.

Chapter 4: Results and Discussion

The focus of this chapter is to describe the process of data analysis and interpret the importance of the results of the research with the practical implications of the findings, and to communicate the findings of the research. The chapter analyses, interprets, and discusses the findings in order of the qualitative phases of the study.

Chapter 5: Findings and Recommendations

This chapter focuses on the concluding remarks based on the findings presented and makes recommendations on how local government can play a role in the effective implementation of SDG 11 to aid the achievement of all the SDGs.

1.11 Summary

Dealing with issues of sustainable development is significant to the social, political, environmental, and economic transformation of South African locations. Whereas a lot of tools have been developed to address this, the implementation thereof has posed various questions. The aim is to account for how local governments can help achieve sustainable development. The SDGs are important for this achievement and will therefore be described and discussed in reference to local government. The research discusses the role local government can play in sustainable development, with a specific focus on SDG 11 as it relates directly with local government. The study focuses on a case study of the CTMM, outlining the role of local government in achieving sustainable development and how the localisation and integration of SDG 11 will aid the broader implementation for Sustainable development. Furthermore, highlighting the challenges and limitations for local government in achieving sustainable development.

Chapter 1 forms the foundation of the study. It commences with the background on SDGs and the context of SDG 11 in relation to CTMM. The next chapter looks at the relevant literature

in this regard to explore the different debates in developing a theoretical framework from which this research is being explored.

Chapter 2: Literature review

1 Introduction

The primary purpose of this chapter is to review the literature by outlining the role of local government in achieving sustainable development and how the localisation and integration of SDG 11 will aid the broader implementation for Sustainable development. Furthermore, the literature highlights the challenges and limitations for local government in achieving sustainable development.

2.1 Local government and Sustainable Development

2.1.1 Introduction of the Sustainable Development

The two main drivers for the paradigm which importantly contributed to the conception of sustainable development include that of growth and development as well as the environmental movement. “Sustainable development constitutes a set of constraints on human behavior, as well as constraints on economic activities” (Holden *et al.*, 2017). Thus, the concept of sustainable development has encompassed three important points of, economic, social, and environmental. Additionally, there is a collective agreement that these three important factors should be treated in a balanced way, and thus sustainable development can be viewed in terms of an appropriate vector of economic, social and environmental features (Munasinghe, 2000).

The notion of sustainable development has played an ever-increasing role in the way development has been valued globally (Gardener, 2014). The concept has also developed various definitions and multiple meanings and is therefore intensely challenged. With the many definitions that underline the concept, there has been exacerbated confusion in what it means in practice (Gardener, 2014). For the purpose of this research, the researcher looked into two most used definition in relation to sustainable development.

The first one is that of the Brundtland report which states that sustainable development is “development which meets the needs of the present generation without compromising the ability of future generations to meet their own needs” (Bruntland Commission, 1987). Although the definition is focused on the anthropocentric view by placing human need at the forefront, it also states that the needs of the natural systems should be met as to ensure the human needs. Moreover, it emphasizes the concept of trade-offs for future needs (Coffman and Umemoto, 2010).

The second applicable definition for this research is from International Council for Local Environmental Initiatives (ICLEI) which state that sustainable development is “development that delivers basic environmental, social and economic services, to all residents of a community, without threatening the viability of the natural, built and social systems, upon which the delivery of these services depends” (ICLEI, 1996). As it also focuses on the anthropocentric view, it, however, puts more emphasis on the technical and institutional issues of service delivery and the capability of systems, once more for human needs. Unlike the first definition which focuses on the future, this definition focuses on the present and points out clearly the needs and concerns of people to be addressed. On that note there comes a question of ‘needs’ as to meeting the people’s needs or restricted in terms of environmental constraints? In the case of South Africa this challenge is intensified by the issues of access to basic services and hence an important sustainability question would be at what cost this should be provided (human and environmental). Similarly, it comes down to who is in the decision-making process and are these development decisions aiding the implementation of sustainable development? (Patel, 2001).

These two definitions illustrate important factors as they relate to sustainable development. They highlight the need for an approach that is people-centered, service delivery and trade-offs for development are also considered as well as the need for development to provide for present-day citizens, yet to be sensitive to the needs of the future generation (Coffman and Umemoto, 2010). Furthermore, the definitions also highlight that while sustainable development may have a set of goals, the approach in achieving these goals may be different, therefore cannot be applied uniformly to every circumstance (Patel, 2001). Thus, the concept of localization, integration and setting national targets is critical to implementing sustainable development.

The above discussion provides evidence that in order to implement sustainable development institutions and decision-making processes for development play an important role. It is for these reasons that the decision-making processes for development within institutions form the contextual basis of the research. After establishing the key themes of sustainable development that will form the focus of this research, the pertinent links between sustainable development and local government will be explored below.

2.1.2 Description of the Sustainable Development Goals

Since SDGs constitute a part of the backdrop for the discussion around sustainable development and localisation in this research, it is important to present briefly how this world-

spanning United Nations (UN) initiative for sustainable development is being shaped. A set of SDGs was composed on the basis of MDGs. The UN Millennium Declaration was adopted at the Millennium Summit in September 2000 (Slack, 2015). The essence of the declaration, which became known as the MDGs, was a “new global partnership for reducing extreme poverty and setting out a series of time-bound targets, with a deadline of 2015” (Klopp and Petretta, 2017). MDGs comprised targets for addressing various dimensions of extreme poverty (income poverty, hunger, disease, lack of adequate shelter, and exclusion), as well as for promoting gender equality, education, and environmental sustainability and ensuring basic human rights (rights to health, education, shelter and security) (Sachs, 2012; SDSN, 2013; Fukuda-Parr, 2014).

As the end of the period for achieving the 8 MDGs was approaching, the UN engaged Member States and the international community into a process of developing a set of 17 Sustainable Development Goals (Lucci, 2015; Slack, 2015; Reddy, 2016). At the moment of writing, the Post-2015 Development Plan was being elaborated and was adopted by the UN Member states at the Sustainable Development Summit in September 2015 (UCLG, 2014; Lucci, 2015; Barnett and Parnell, 2016). Revisions and discussions on targets under certain SDGs were also still in progress. In the framework of Rio+20 UN Conference on Sustainable Development, sustainable development was defined as the “guiding principle for long term global development consisting of three pillars: economic development, social development and environmental protection” (SDSN, 2013). In the Rio+20 outcome document, *The Future We Want*, it was agreed that sustainable development goals should, *inter alia*, “be global in nature and universally applicable to all countries while taking into account different national realities, capacities and levels of development and respecting national policies and priorities” (Loewe and Rippin, 2015). Furthermore, it was important that the SDGs would converge with the Post-2015 Development Agenda (Slack, 2014; Loewe and Rippin, 2015).

The year 2015 marked the adoption of the 2030 Agenda for Sustainable Development, a global development agenda that lays out 17 SDGs to be achieved by 2030 (UN, 2015; Bhattacharya, et al., 2016). “The SDGs which came into effect in January 2016, are a universal set of goals, targets and indicators that set out quantitative objectives across the social, economic, and environmental dimensions of sustainable development” (SDSN, 2016). With the aim of addressing critical sustainability issues such as poverty, climate change, inequality, economic development, and ecosystem protection, the SDGs are to be implemented in all countries. The SDGs like other international agendas must be implemented locally simultaneously with

national development policies and programmes, which means there is a need to localise the SDGs to suit the national agenda (Gollub, et al., 2017).

This calls for greater level of integration across different sectors, societal actors and nation states to find the interlinkages between the individual goals (Blanc, 2015; Bowen et al., 2017). Furthermore, by the adoption of the 17 SDGs, countries from across the globe have signalled the urgency for transformative action that comes with sustainable development in the period up to 2030. Thus, an essential part of this transformation is considered to be local action in cities and other human settlement (UN-Habitat, 2017). In addition, a number of SDGs require implementation at the urban level and thus depend on robust involvement from local actors and institutions.

2.1.3 Lessons from the MDGs on the Importance of Local Governance

In September 2000, the UN adopted the MDGs as a way of driving and guiding international efforts towards the alleviation of poverty and progress to development (Sachs, 2012; UCLG, 2014). The timeline for the MDGs was 15 years (2000-2015) (Sachs, 2012; Slack, 2014). The simple and clear goals ranged from “eradicating extreme poverty and hunger and achieving universal primary education, to ensuring environmental sustainability and developing a global partnership for development” and they went together with specific targets with a set of global indicators (Sachs, 2012; UCLG, 2014). According to Slack, (2014) “at the time the Goals were developed, there was little discussion around how they should be implemented and certainly few discussions around the role of local government in their delivery”.

Nonetheless, it became clear by 2010 that the progress towards meeting the goals was not even, and some of this resulted directly from the fact that the MDGs were top-down approach directed by national governments (Sachs, 2012; Fehling, et al., 2013; UCLG, 2014). Considerable progress was made under the MDGs, where the proportion of people living in poverty has been halved, over two billion people have gained access to improved sources of drinking water and huge gains have been made in fighting communicable diseases such as tuberculosis and malaria since 2000 (Fehling, et al., 2013; Slack, 2014). Nevertheless, there were still uneven gains with; 1.2billion people globally still live in poverty, more than 2.5billion people lacking improved sanitation facilities and progress was slow in improving maternal mortality rates (Slack, 2014; Loewe and Rippin, 2015) with all these shared between national and local governments, or even the sole responsibility of subnational/local government and other local stakeholders (Slack, 2014, 2015).

According to Loewe and Rippin, (2015) the MDGs were used a tool to advocate for improved services for the urban poor. Nonetheless, the policy encountered problems with its framework and implementation (Fehling, et al., 2013; Loewe and Rippin, 2015; Klopp and Petretta, 2017). The first concern with the MDGs was that the urban poor were hardly involved in the interventions intended to assist them, and their voices were in most cases absent at local government levels where action was need the most (Fehling, et al., 2013; Klopp and Petretta, 2017). Additionally, local government never seemed to play any role in the MDG processes and, notwithstanding the fact that they often lacked resources or capacity to implement the changes needed to accomplish the MDGs. As stated by Klopp and Petretta, (2017) the overall idea of a global partnership for development was viewed as a top-down approach, which was even demeaning to a lot of expert.

Moreover the economic, social and environmental aspects which are the triple bottom important elements of sustainable development were not integrated into the MDGs (Fehling, et al., 2013). Lastly, the monitoring and evaluation for the MDGs only began five years after the goals were adopted and even then, there was three or more years of missing data (UN, 2014). Although, some of the MDG targets were met and not necessarily through the MDG targeted interventions, it is important to note that, some of the indicators used and the monitoring framework for analysis lead to concerns of creating false success (Fehling, et al., 2013; Fukuda-Parr, 2014).

As stated in the Open Working Group's proposal, SDGs should "build on the foundation laid by the MDGs" and "seek to complete the unfinished objectives of its goals" (Sachs, 2012; Fukuda-Parr, 2014; UCLG, 2014). In its draft of position paper on The role of Local Government Authorities in the UN development Agenda Post-2015, the United Cities and Local Government (UCLG) states that "most of the MDGs depend directly or indirectly on the provision of infrastructure and services" (UCLG, 2017). These in their turn "depend on a greater or lesser degree on local government doing their job" (Slack, 2014; UCLG, 2017). UCLG, which is an umbrella organisation that represents and defends the interests of local governments, argued that the Post-2015 Development Agenda can only be successful if it "develops a sense of ownership and accountability at all levels", not neglecting the sub-national level, and "the local and regional authorities as critical agents in the achievements of most of the MDGs and SDGs (UCLG, 2017). Thus, from the MDGs experiences and expanding on SDGs the most important lessons learned, is that national and local contexts are highly important (Revi and Rosenzweig, 2013; Fukuda-Parr, 2014, 2017). The critical role of local

governments, the diversity of local stakeholders and how they relate to each other need to be emphasised, as well as the need to invest in capacities and resources at the local level (Rogerson, 2014; Kamara, Leonard and Haines, 2017).

2.2 Local governments and development

Internationally, local authorities have been promoted as important actors in development practices for over two decades (Rogerson, 2014). The World Summit of 1992, on Environment and Development, introduced Local Agenda 21 (LA21), where Chapter 28 discusses local authorities' initiatives. It states that "because so many of the problems and solutions being addressed by LA21 have their roots in local activities, the participation and cooperation of local authorities is a determining factor in fulfilling its objectives (SALGA, 2016; Fenton and Gustafsson, 2017). That chapter underlines the importance of local authorities, stating that "as the level of governance closest to the people, they [local authorities] play a vital role in educating, mobilising and responding to the public to promote sustainable development" (SALGA, 2016; UCLG, 2017).

The local level to be utilized in this research is defined as a municipal jurisdiction of local government. The institution of local government is defined as the organization which governs the local, geographic municipal jurisdiction (SALGA, 2016). The implementation of sustainable development is important to ensure fair, just, and inclusive development for all. This research is located within the realm of local government as an institution that can aid to the adequate implementation of sustainable development for the key reasons that have been discussed above. For its role as implementing partners of the SDGs local government has and continues to make a strong a case to be fully recognized; to ensure that global and national targets were set, delivered, and monitored locally. Not only are the many of the key services essential to meeting the proposed SDGs delivered at the local level, but local governments are in their best position to ensure that the needs of local people are understood and met and that the SDGs are locally owned, inclusive and *leave no one behind* (Slack, 2015; UCLG, 2017).

South Africa has recognised the need for local government in development by; firstly, the South African Constitution, 1996 in Section 152 obliges municipalities to promote economic development of local communities (SALGA, 2016). Secondly, the 1998 White Paper on Local Government established the notion of "developmental local government" which is defined as "local government committed to working with citizens and groups within community to find sustainable ways to meet their social, economic and material needs, and improve the quality of

their lives” (Rogerson, 2014; Kamara, et al., 2017). Thirdly, the Local Government Municipal Systems Act of 2000 made the pursuit of IDP a compulsory activity for local governments and legislated several key local economic development functions and responsibilities. The essential aim of the Act is to “provide for the core principle, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities (Rogerson, 2014).

Fourthly, the National Development Plan (NDP) 2030, which was released in 2012 by the National Planning Commission (2011) demonstrates a more neo-liberal outlook. This is a second highly significant framework to reshape the development planning in the country. In terms of the economy the emphasis is upon constructing a more inclusive and more dynamic economy in which the benefits are equally shared. The NDP builds upon, however, the key proposals of the National Growth Plan for creating new jobs by providing supportive environment for growth and development while promoting a more labour-absorptive economy (Rogerson, 2014). The NDP further highlights that for the making of sustainable human settlements South Africa needs “municipalities that put economic development and jobs at the heart of what they do and how they function (National Planning Commission, 2012).

Unlike in other countries is it neither voluntary nor just a local government initiative but a constitutional requirement for local government to “promote social and economic development” and to “structure and manage the administration, budgeting, and planning processes to give priority to the basic needs of the community and to promote social and economic development” (Hofisi *et al.*, 2013). Nonetheless, with all the recognition on local government being a distinct actor in development, the important challenge to be addressed is the link between local government and development processes; to develop more strategic approaches to supporting decentralization and local governance and to provide relevant capacity and resources (UCLG, 2016, 2018).

2.2.1 Localising the SDGs

Local governments play a significant role in the implementation of SDGs, which will only be implemented effectively if embedded into both national and local processes. This is important because local governments form a bridge between national governments, communities and citizens, as a result of their “crucial role in setting priorities, executing plans, monitoring results, and engaging with local businesses and communities” (Slack, 2015; Reddy, 2016; UCLG, 2017, 2018). It is important that the SDGs are monitored through a bottom-up

approach, as this will ensure sustainability and local ownership (UCLG, 2016, 2017). This is a lesson learned from the MDGs, as these were elaborated in a top-down approach (Fukuda-Parr, 2014). In order for SDGs to be successful there is a need for “localising” the agenda. In other words, the strategies must be defined, implemented and monitored at a local level to ensure that sustainable development targets are achieved at a global, national and subnational level (Lucci, 2015; Patel *et al.*, 2017; UCLG, 2017).

In practice, SDG localization comprises two main processes, (i) planning and implementing the SDGs; SDG localization primarily refers to the process by which local government (or regional governments, in some cases) define, plan, and implement strategies to achieve locally-adapted goals and targets, and (ii) monitoring SDG progress: in addition to local implementation, local government need to also monitor progress on a range of SDG targets (SDSN, 2013). In many cities, SDG localization can build upon Agenda 21 processes. Agenda 21 was the influential action plan for sustainable development that came into being 28 years ago at the seminal Rio Earth Summit in 1992. It was widely adopted at the local level and programs by local authorities were collectively labelled Agenda 21 (SDSN, 2013).

MDG experiences have shown that countries are more likely to make progress on international development goals where they already have similar targets or priorities in place. The same could be said for local government. Thus, a starting point for mapping out the SDGs is to map them against the already existing local policies. The process starts with scanning and detailing the landscape of existing strategies and plans, and then comparing existing goals and targets with the global SDGs and targets. This will provide an overview of the SDG targets for which local governments have a mandate, by matching targets with existing development plans to be executed by local authorities (SDSN, 2013).

2.2.2 Local government and SDG 11

The aim of SDG 11 is transformation that enables inclusive, safe, resilient and sustainable human settlements (Fukuda-Parr, 2017; UN, 2018). There are variety of targets, specifically addressing the form and quality of human settlement, including environmental standards, cultural heritage, sustainable transportation and urban sustainability. For example, Goal 11 proposes fast-tracking the adoption by cities and human settlements of integrated policies and plans addressing resource efficiency and climate change (Kanuri *et al.*, 2016; Klopp and Petretta, 2017). In addition, SDG 11 is interconnected with the other 16 goals that also highlight the need for municipal engagement in achieving, for example goal 6 on clean water and

sanitation, goal 2 on food security, goal 9 on investment and infrastructure, goal 8 on economic growth and goal 12 on sustainable use of resources (Cities Alliance, 2015; Parnell, 2016; Satterthwaite, 2016; Dellas, et al., 2018). Municipalities as constants in their local context, may also have the possibility to act on goal 17 as anchor tenants' actor collaboration and partnership supporting implementation of the SDGs (Dobrescu, 2017; Dellas, et al., 2018; Gustafsson and Ivner, 2018)

In other words, the SDGs point out the key challenges faced at local level and offer indicators as to the role of municipal institutions in governing for sustainable development. Nonetheless, through the Habitat III the New Urban Agenda (NUA), a detailed account of the municipal role was established later. The NUA was adopted in 2016 and it comprises of a variety of commitments set for "just and sustainable communities, such as provision of services, equal opportunities and environmental protection". The NUA may provide a framework for local implementation of the SDGs through the emphasis of the global impacts of local environmental actions and establishing new rules, practices and funding transformation initiatives (Fenton and Gustafsson, 2017; UN-Habitat, 2017).

There is a need for strong engagement from local actors and institutions as a number of SDGs have to be implemented at the urban level. In light of this, it may be necessary to further decentralize so that municipal powers are associated with responsibilities (UCLG, 2018). In their current form the SDGs have limited guidance as to how implementers can reconcile their daily commitments with the global goals, particularly because the SDGs do not facilitate practice but rather a political end.

Several authors approve the incorporation of Goal 11 in the SDGs and the recognition of cities as potential key drivers of sustainable development, and the agreement that there is a need for decentralization of powers and responsibilities to the urban level (Kanda and Gustafsson, no date; Lucci, 2014; Reddy, 2016). Nonetheless, in governing for sustainable development is not a matter of just specific content of a strategy or agenda, it also looks into the direction of the processes, the actors within the process, such as individual politicians or administrators, organisations or the degree of formality of the process itself (Fenton and Gustafsson, 2017).

At the same time, there may be reasons to be cautious regarding being positive about the prospects for Goal 11 based on the experience of municipalities with LA21, in particular, the experimentation with different approaches to include citizens, NGOs, academics and other stakeholders in participatory approaches to improve local policymaking. Other than the policy

being seen as a voluntary mechanism and as an environmental initiative, LA21 led to a huge outbreak of experimentation in settlements around the world. According to Fenton and Gustafsson (2017) LA21 had intense results on local government across the globe, even though barriers such as, capacity and resource shortages, political interests and intra-municipal changes existed to dilute its participatory and long-term content. However, they argue that at the national level LA21 resulted in an increase in integration of environmental issues through the municipal portfolio.

While recognising the urgency to clarify the roles and responsibilities of actors taking part in governing for sustainable development at the local level, it is also significant to understand that in cities and human settlements, Goal 11 has the likelihood of being the focal point of the SDG process. Furthermore, it is important for actors, more specifically, local municipalities to reflect on the link between the 17 SDGs, locality and related challenges (Gustafsson and Ivner, 2018).

Moreover, the contribution of actors to the implementation of the SDGs will depend on the mission of organisations, their scope of action, their plan and level of ambition. In many cases, municipalities play a huge a central role, for example, the planning for providing public services. Comparably, municipal organisations have the potential to act as coordinators for the local implementation of SDGs, by providing support and aiding other actors to take action, at the same time making sure that all SDGs are being tackled directly or in synergy between various methods. Nonetheless, is it also important for municipalities to take note of institutional and political barriers to implementation, and to reflect on the experience of the past initiatives such as MDGs and LA21 (Fenton and Gustafsson, 2017).

For those cities with pre-existing strategies with local goals and targets, localisation becomes a process of reconciliation and integration or simple validation from stakeholder (Klopp and Petretta, 2017). For example, the current plan, the “City of Tshwane Growth and development Strategy”, it is centred its own goals, visions, initiatives and indicators. The plan was negotiated in 2013 through a multi-stakeholder process with public agencies all of which occurred prior to the urban SDG. Even so, many of the CTMM goals and target mesh with the urban SDG, and even surpass the new global goal and its targets (CoT, 2014b).

In Addition, CTMM not only pledges that some of its population will have convenient access to public transit but that it will have a liveable, resilient and inclusive city whose citizens enjoy a high quality of life, have access to social, economic, and enhanced political freedom and where citizen’s and partners in the development of the African capital city of excellence. The

city's office has pledged to support the SDGs as the goals are useful in raising the profile in the global arena and mobilising resources (CoT, 2014b).

2.2.3 Integration

Very often, human settlements are portrayed as areas of inequality, segregation and exclusion (Van Niekerk and Le Roux, 2017). In South African, regardless of the efforts made by governments the housing and service delivery interventions for the poor continue to perpetuate the urban form and legacy of apartheid (Van Schalkwyk, et al., 2014; Van Schalkwyk, 2015). 'Integrated human settlement' has become a significant way of attempting to address the on-going challenge of integration of the apartheid urban form. The government's efforts have focused on "facilitating denser, better located, mixed-income, environmentally sustainable government- assisted housing" (Van Schalkwyk, 2015). However, with all these in place there is still work to be done to improve policies and strategies that can be implemented on a larger scale, while "policy instruments and frameworks that are required for a coherent and implementable approach to integration are still undeveloped and require attention" (Blanc, 2015; Van Schalkwyk, 2015; Pisano, et al., 2016; Garschagen *et al.*, 2018).

2.2.4 Challenges for 'localizing'

In an increasingly interconnected world, with global trade and the impact of natural disasters and climate change making national borders less relevant, local governments are under greater pressure to respond at a local level to challenges and opportunities which they cannot directly control. Better educated local populations and active civil society organizations have much higher expectations of their local governments, they are also increasingly mobile in the search for jobs and economic opportunities both within their country and across countries, providing greater pressure on the policy-makers and service deliverers to respond to changing and persistent needs on the ground (Slack, 2015; Reddy, 2016).

The impact of these changes has been more visible in the cities across the Commonwealth, including in many small states. The impact of rapid urbanization means that 65% of the global population will be living in cities by 2050 (SDSN, 2013; Barnett and Bridge, 2016; UNDP, 2016; Bilsky, Ochoa and Osorio, 2018; Gardner and Graham, 2018). The urban population in the Commonwealth currently stands at 38% although levels of urbanization differ significantly from country to country (SDSN, 2013; Kanuri *et al.*, 2016). Rapid urbanisation results in a complex set of democracy, governance and management challenges ranging from poor to unplanned informal settlements, limited infrastructure capacity, lack of housing, poor security,

and lack of public transport. And these are all key issues which have been encapsulated in SDG 11, which seeks to recognise the unique challenges of urbanisation with a set of dedicated targets to support cities and human settlements (Slack, 2014, 2015; Arslan, et al., 2016; Caprotti *et al.*, 2017; UN, 2018).

There are various challenges that local governments will likely face in translating the goals to practice. Three most common challenges are 1) the workability of the framework, 2) data availability, and 3) choosing targets and setting target levels at the local level (UN-Habitat, 2017). While the first two are applicable to the above meaning of localizing, the third one-choosing relevant targets and setting target levels- is particularly relevant for the role of local governments as implementers of a new development agenda (Bhattacharya, et al., 2016; UN-Habitat, 2017). The scope of the proposed goals and targets is notably large, and they cover most of the development challenges and respond to the broad range of issues expressed by key stakeholders. “While the MDGs had 8 goals and 21 targets, the SDGs has 17 goals and 169 targets” (Fukuda-Parr, 2014; Arslan, et al., 2016; Kumar, et al., 2016).

According to Lucci (2015) the sheer number of targets and the fact that many of them are not easily measurable constraints the development of a manageable system of indicators to monitor progress at different government levels and hold these different tiers of governments to account. Another challenge is of ensuring harmonization with the global framework (Graute, 2016; Patel *et al.*, 2017). For example, how do cities set qualitative targets and identify indicators that are context specific but which at the same time can be harmonized with aggregate measures of national progress? (Blanc, 2015; Bhattacharya, et al., 2016; Hák, Janoušková and Moldan, 2016; Simon *et al.*, 2016)

2.3 Theoretical Background

The local state has been a focus of decentralisation, particularly in the south, where transferring state activity to its local entities has been seen as a way of making it more accountable and democratic (UCLG, 2018). Many theorists point out that local politics form part of the critical ground for learning the civic skills necessary for democratic practice, meaning that local politics should not be looked at as a separate matter whose significance rises and falls in response to external trends. For many citizens, the most critical issues demanding political responses are everyday concerns that are the responsibility of local officials. In Sub-Saharan, the policy reformers have resorted to decentralisation to break the boundaries of central government and to promote participation in democratic governance. This is driven by the need

to increase the performance of local government, while improving the capacities of the institutions make use of revenues, deliver development services and respond to local needs (Bratton, 2012).

The research focused on local government understood as “a set of formal institutions legally established to deliver a range of specific services to relatively small geographic jurisdictions” (Bratton, 2012). The local institutions are elected as a representative council for urban municipality, supported by professionals who are responsible for the management of local affairs. According to (Bratton, 2012) the local institutions “operations have been oriented more to top-down mandate than bottom-up demands”. Despite decentralization, local government entities in Africa have attained the accountability, responsibility, and responsiveness envisaged as the outcome of reform.

2.3.1 Local governments as agency of service delivery

It is also critical that the debate around the SDGs and their implementation at the local level consider the importance of ensuring access to the necessary resources and capacity to ensure that local government can deliver effectively” (Slack, 2015). The message was reinforced by the Chisinau Outcome Statement on Strengthening Capacities and Building Effective Institutions for the Implementation of the UN Post-2015 Development Agenda, 25-26 February 2015 (The World We Want, 2015) which acknowledged the role of local government ‘local authorities and their associations must be empowered through capacity strengthening and enhanced institutional effectiveness to own and achieve development goals, stimulating community involvement and participation in the local development strategies’ (Article 2 viii) and the need to ‘stress the importance of establishing suitable financing mechanisms to support the strengthening of capacities and building effective institutions at all levels, including through the localization of resources alongside localising the SDGs’ (Slack, 2015).

Local governments are often seen as the most responsive form of government because they are the closest and most accessible to the citizens (Cities Alliance, 2015; UCLG, 2017). They are responsible for ensuring equitable delivery of essential services, which includes social services such as health, welfare and housing (Chikulo, 2016; SALGA, 2016; UCLG, 2017). The question remains on “what kind of tools do local municipalities have for an effective and quality assured service delivery”. Local service delivery has been criticised for focusing more on budgets and numbers rather than focusing on better health in the population, increasing the quality of education or, more demanding and difficult task to measure. This is why good

governance practices are also important in measuring service delivery (Fenton and Gustafsson, 2017; Fünfgeld, 2017; Gollub, et al., 2017).

Good local management implies high performance not only in managing local services in order to satisfy customers and taxpayers, but also in enabling local communities to solve their own problems and to create better futures for the stakeholders (Chikulo, 2016; Fenton and Gustafsson, 2017). There is a link between good governance and service delivery. One needs to know what the population demands in order to carry out these tasks (Chikulo, 2016).

Even before the SDGs were finalized, there were ample arguments put forward to consider governance, including local governance, as an essential element of the Post-2015 Agenda (Boex, 2015; Spitz, et al., 2016). According to UN-Habitat, (2014) “acknowledging local and regional government as key actors of development should be an important element of the post-2015 agenda, as they play a crucial role in enabling local development and adequate (urban) service delivery”. Thus, localizing the post-2015 development agenda comes to be crucial for the translation of goals, targets, and indicators to the local context. In addition, in achieving sustainable urban transformations, local government are key actors. As current evidence has shown, critical urban issues such as health, employment, housing, migration and climate change are primarily dealt with at the national level, however, to truly tackle such issues would require attention to their local dimensions and implication (UN-Habitat, 2014; Reddy, 2016).

The local government is the one that has the closest interaction with the citizens at most (Rogerson, 2014). This then makes it a starting point for implementing the SDGs. Even though the SDGs text itself does not contain an explicit call to adopt the goals at the level of the local government, local government is mentioned in a lot of goals, notably: Goal 11 “make cities and human settlements inclusive, safe, resilient and sustainable” (Reddy, 2016). SDG 11 aims for a transformation enabling inclusive, safe, resilient and sustainable settlements. A range of targets, addressing the form and quality of human settlements are included, including environmental standards, cultural heritage, sustainable transportation and urban sustainability (Fenton and Gustafsson, 2017; UN-Habitat, 2017). Goal 11 proposes for example accelerating the adoption by cities and human settlements of integrated policies and plans addressing resources efficiency and climate change.

Goal 11 is interlinked with other SDGs that also indicate need for municipal involvement in achieving for example food security (goal 2), clean water and sanitation (goal 6) economic growth (goal 8), investment in infrastructure (goal 9) and sustainable use of resources (goal

12). Municipalities as constants in their local context, may also have the possibility to act as anchor tenants enhancing actor collaboration and partnership supporting implementation of the SDGs (goal 17). In such ways, the SDGs highlight key challenges at the local level and offer indications as to the role of municipal organizations in governing for sustainable development. However, a detailed account of this role was deferred to Habitat III and the New Urban Agenda (Cities Alliance, 2015; Satterthwaite, 2016; Caprotti *et al.*, 2017; UN-Habitat, 2017; Garschagen *et al.*, 2018).

The importance of local government in the successful achievement of the SDGs has been recognized thoroughly. For example, the UN secretary general synthesis report on SDGs highlighted that it is significant to think of many of the investments to achieve the SDGs and how they will take place at the sub-national level and led by local authorities (UN, 2018). Similarly, UN (2015) in their Third International Conference on Financing Sustainable Development pointed the significance of local government in economic terms as they committed to increase international cooperation as a way to strengthen the capacity of municipalities and other local authorities, as well as supporting local government in their efforts to mobilise revenues as applicable.

Furthermore, the UCLG report point that local governments should also be seen as policymakers, catalysts of change and level of government best placed to link global goals with local communities and not just only as implementers (UCLG, 2017). The role of local government needs to be supported by the civil society, which can play four major roles in the process of localisation: represent the voice of the poor and the marginalised, be the agents of accountability, act as service delivery agents and involve actively in data collection, reporting and monitoring (ACSC, 2016).

The white paper on local government addressed a number of key aspects for ensuring and supporting the transformation of local government. It remains the defining policy document in South Africa, offering an insight into the political intentions and thinking of the drafters of the local government legislation. Importantly the white paper describes the requirements of developmental local government as “developmental local government is local government commitment to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (SALGA, 2016).

According to SALGA (2016), “the SDG define the development agenda at the local level to be essentially about making municipal spaces more socially inclusive, economically productive, environmentally sustainable and resilient to climate change and other risks”. These goals range from alleviating poverty and reducing inequality through job creation and economic growth, as well as ensuring access to affordable, reliable, sustainable and modern energy for all, are in many ways interrelated and cross-cutting in nature. There is clear evidence that the SDGs relate directly to local government and local governance, and will, therefore, require the involvement of local government in their implementation- “water, sanitation, food security, sustainable resources, investment in infrastructure, economic growth and development all have a local delivery dimension” (Slack, 2015). In the same way, those that have strong governance and democracy focus, including “gender equality and empower women and girls, promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels, and the cities and human settlements goals” require action from local government not just at national level (Slack, 2015).

2.3.2 Good governance

“Government structures often do not embrace sustainable development as a guiding planning principle resulting in the implementation of sustainability objectives often becoming difficult and resulting in ineffectiveness”(Van Schalkwyk, 2015). Van Schalkwyk (2015) further argues that there have been considerable difficulties in translating strategies into practice even within government sectors that have promoted the principles of sustainable community development. In addition, outlining that local government rarely incorporates a sustainability ethos into their planning until forced to. Van Schalkwyk (2015) continues to argue that “rather than merely planning for sustainability, as seems common, governments should be planning sustainably”. On the other hand, local government often lacks the capacity to implement sustainability initiatives effectively (Van Schalkwyk, et al., 2014; Van Schalkwyk, 2015; Bowen *et al.*, 2017). Thus, building capacity at all levels of government as well as promoting good governance practices within and between spheres of government is important. Political corruption acts as a big deterrent in realising sustainable communities due to the misappropriation of funds which results in reduced effectiveness of community development initiatives (Van Schalkwyk, 2015).

“Good governance” has been a buzzword in international development since the 1990s (Tripathi, 2017). This concept refers to governance which “is consensus oriented, accountable,

transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law” (Van Schalkwyk, 2015; Tripathi, 2017). Good governance also speaks to minimised corruption, and that the views of minorities are considered in decision-making processes. It is further responsive to both the present and future needs of the society.” In other words, good governance is a framework for successful government in societies today. However, it is usually perceived as an aim and a framework for policies rather than a strategic goal in itself. Participation is the key word here, and this should be a central agenda in pro-poor policies (Padarath, 2008). There is a space for citizens to interact with local authorities as long as those authorities are there to serve the people, and not the wealthy on top of the administrative structures (Padarath, 2008; Tripathi, 2017; Dellas, et al., 2018). If municipalities are to cooperate with each other, the municipalities have to be democratic in the sense that people’s participation is the most important factor (Padarath, 2008; Van Schalkwyk, 2015).

The provision of service delivery by the government to the previously disadvantaged black population in South Africa became linked with the issues of Human rights, inequality, poverty alleviation and social as a result of the apartheid legacy. The basic services provided by local government such as clean drinking water, sanitation, electricity, housing, waste removal and roads, are basic human rights, essential components of the right to dignity outlined in the Constitution and Bill of rights (SALGA, 2016). These basic services have also formed the foundation for all the development frameworks. And the mandate for local governance in the country. According to the Constitution of the Republic of South Africa, chapter 7 the role of local government is to:

“to provide democratic and accountable government for local communities; to ensure the provision of services to communities in a sustainable manner, and to encourage the involvement of communities and community organizations in the matters of local government” (SALGA, 2016)

The White Paper on Local Government provided a new vision for developmental local government, outlining that local government should be “committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives” (National Planning Commission, 2012; SALGA, 2016). Amongst other is The Local Government Municipal Systems Act 2000 was legislated to enable municipalities to move progressively towards the socio-economic upliftment of local communities and to ensure universal access to basic services that are

affordable for all citizens. To this end, legislation has been developed to give effect to the new developmental local government (Sahabodien, 2016; SALGA, 2016; Tripathi, 2017). Nonetheless, Tripathi (2017) asserts that “while there has been significant progress with regards to service delivery in general, the advancements seem modest when one considers the number of people who still have inadequate access to services. Moreover, even with the best performing local authorities in urban areas they are unable to provide adequate basic services to households due to the increasing number of informal settlements on the periphery of urban areas (Sahabodien, 2016; Tripathi, 2017). Thus, the challenge is how to keep pace with the demand for urbanisation, while dealing with the unplanned informal settlements on the outskirts or urban centres.

2.4 Summary

Sustainable development is an immensely challenging, value laden concept. Though there are various definitions for sustainable development, relevant to this research are issues relating to the concepts of prioritising social, economic, and environmental aspects of cities. As it has been acknowledged extensively that the implementation of sustainable development is best studied at local level, the juncture of this research focuses on the implementation of sustainability at the level of local government. This scale is significant for various reasons including that planning is commonly done at a local level, this level of government deals directly with communities as it affects community’s immediate environments, and the interface between communities and experts occur often through this level of government.

Whereas the context is at local level, this research focuses on the implementation of a global agenda through localisation and integration. These connections make planning at a local level important for developing local targets to inclusively decide on development within the local environment. While there are challenges in utilizing the mechanism of planning to implement sustainable development the planning process through this direct set of targets and indicators in decisions on development, can serve as an important mechanism to implement sustainable development. Even though it is not possible to discuss all issues within this mechanism, localisation and integration have formed the key components of understanding the ability of the planning process to implement sustainable development within this research.

Public planning processes are in most cases run by experts, and this has large consequences for the outcomes of the process. Global policies are value laden and may not always allow for direct local issues to be part of the process. Engaging in localisation, particularly in the South

African context also has various other implications including of priorities, transparency and understanding of complex technical processes of governance and implementation.

Even though it was critical to obtain a theoretical understanding of the key debates prompting this research, it was also significant to understand the concept of sustainable development in relation to local government as well as the literature behind it. The conceptual framework developed through a discourse and institutional analysis helped to direct the research enquiry to specifically address the aims and research questions of the research. The following chapter discusses the methodology that was utilised during the research process.

Chapter 3: Methodology of research

3.1 Introduction

The purpose of research is to develop concepts and theories through a systematic, methodical, rigorous and ethical process of inquiry directed at describing phenomena (McCusker and Gunaydin, 2015). The research design and methodology presents a plan and guide for the researcher in the collection, interpretation and analysis of empirical and secondary data to achieve a desired outcome (Du Plooy-Cilliers, et al., 2014). Therefore, the research design and methodology present the systematic processes, justifications and logic associated with the creation and development of scientific knowledge (Ngulube, 2015). The utilised approach in this study was grounded in context which influenced not only the method of research, but the way the research unfolded as “methods, theory, context and data are intimately intertwined and form part of the whole research process” (Patel, 2001).

For the purpose of this research qualitative research method was utilised. Qualitative research included the key informant interviews and the document analysis of the CCTM guiding policy documents. Creswell, (2009); McCusker and Gunaydin, (2015); Saunders *et al.*, (2018) describe qualitative research as an approach used where the intention is to explain certain behaviour or gain the perception of people on the subject being investigated. The data collected can be used to explain the reasons behind prevalent actions or phenomena. In the case of this study, document analysis was used to elicit meaning, gain understanding and develop empirical knowledge and further probed through interviews to understand the perception of the key informants.

The aim of this exercise was to gain an understanding of what experts in the subject matter thought about the localisation and integration of SDG 11 in the already existing local municipality mandate and its effective implementation. The interview questions were designed in an unstructured way with open-ended questions to facilitate a more in-depth discussion. In qualitative methods there is a disadvantage when it comes to summarising the collected data and some data can be lost in translation if a question is not phrased correctly (Creswell, 2009; McCusker and Gunaydin, 2015; Creswell and Creswell, 2017).

3.2 Research paradigm

To understand the how and why, a phenomenological approach was adopted in this study to effectively understand the role of local government in the localisation, integration, and

implementation of SDG 11. Advantages associated with phenomenology include better understanding of meanings attached by people and its contribution to the development of new theories (Moustakas, 2011). Therefore, to create an understanding about the role of local government in the integration and implementation of SDG11, an interpretivist approach to creation of knowledge seemed to be appropriate as there was a need to construct a view of reality from the experiences of the municipal officials and experts. An interpretivist (constructivist) view enables the research to create a perspective of reality from the subjective experiences of the implementers (Creswell, 2009; Moustakas, 2011; Creswell and Creswell, 2017). Du Plooy-Cilliers, et al., (2014), explained that interpretivists do not offer a distinction between the individual and reality as opposed to the positivist view where knowledge is acquired by neutral and distant researcher utilising reason, logic and range of carefully pre-tested research tools. As the aim is to understand, the interpretivist view was ideal as the knowledge and reality are socially and societally embedded within the mind of the implementers. Thus, the appropriate paradigm for this research is the interpretivist paradigm (Moustakas, 2011; Ngulube, 2015).

The methodological approach adopted in any study is important as it influences and shapes the research process as well as its outcomes. The objective of this research was to obtain a better understanding of the role of local government in the localisation, integration and implementation of SDG 11. It was therefore critical that the appropriate method of research be utilised to adequately shape out the relevant issues relating to integrating SDG 11 into local governments mandate/policies. The methodological approach that was utilised was able to draw out specific, yet essential issues that aided in addressing the research enquiry of this study. Also, it was important to utilise an approach that allowed for value laden opinions, subjectivity and people's personal views to come through in the research process.

3.2.1 Qualitative Research

The appropriate research methodology based in an interpretivist paradigm coupled with the phenomenological constructivism nature of this research is a qualitative research. Creswell (2009) explains that qualitative research is inductive and exploratory in nature while quantitative research is hypothetic-deductive since it is theory-led and tends to be confirmatory. The challenge of utilising quantitative research in this context is that it excludes the human element focusing essentially on the statistical analysis (Cope, 2005). According to Dasgupta, (2015), real life realities cannot be explained through statistical inference because of

constructed and transitional nature in the modern world. Therefore, there is a need to significantly incorporate the understanding retrieved from subjectivism. As opposed to the quantitative researcher, the phenomenological researcher analyses reality to obtain a multifaceted, multidimensional view of reality. Using phenomenology renders it impossible to separate the implementers, the experience and the implementation process (Cope, 2005).

While quantitative data is generally evaluated using statistics, qualitative data contains themes or categories and is evaluated subjectively (Creswell and Creswell, 2017). This approach is critical in this study as it aided in obtaining the lived experiences of the local government officials and experts on the localisation, integration and implementation of SDG 11. Therefore, the rationale for adopting qualitative research to analyse an integration and implementation problem affords the ability to reflect on the lived experiences of implementers as a basis to draw an understanding of the phenomena (Rudestam and Newton, 1992; Creswell and Creswell, 2017). The use of dialogue, language and expressions enabled an in-depth understanding of the integration and implementation of SDG11 from the perspective of the implementer (Goulding, 2005; Creswell, 2009; Creswell and Creswell, 2017).

3.2.2 Document analysis

Document analysis as a secondary data was utilised by using existing documents to determine trends and patterns that could emerge from the data. Document analysis takes place when documents are selected and used for their relevance for a particular study (White, 2010). The documents studied for this study were, policy documents, key legislation, and reports in relation to local municipality implementation of policies and how SDG 11 can be localised and integrated into these already existing policies. The secondary data provided the researcher with insight into the basic status quo and background information of the CTMM in relation to SDG 11.

One of the critical components of this research was to analyse the policies that govern local government in the CTMM. Policy analysis is the activity of creating knowledge of and the policy making process that is intended to aid in the process of lessening or resolving social and economic problems (Patton and Sawicki, 1993). While the SDGs are to be implemented as a mandate of policy agreement, from government, law and citizens etc., it was essential to understand how SDG 11 would be localised, budgeted, implemented and evaluated for the broader SDGs agenda.

Half of all people across the world live in cities and a huge proportion of these live in slums. In South Africa, it is estimated that half of the urban population live in townships and informal settlements (Gardner and Graham, 2018). The ambition of Goal 11 includes “access to adequate, safe and affordable housing and basic services; the upgrade of informal settlements; access to safe, affordable and accessible transport systems; reducing the adverse per capita environmental impact of cities, including by paying special attention to air quality, and municipal and other waste management; and increasing resilience to disasters (UN, 2015; Garschagen *et al.*, 2018; UCLG, 2018).

To highlight and get an understanding of how SDG 11 ambition fits within the context of CTMM it was necessary to analyse documents that relate to what SDG 11 is aiming to achieve. Thus, the researcher selected documents that spoke to the sustainable development of CTMM while addressing the matters of SDG 11. Relevant policy documents (N=10) were procured and used for this analysis. Thematic analysis was used to identify, analyse and search for patterns within the documents. The thematic analysis provided a basis to test the phenomena against the themes that were extracted from the literature and SDG 11 targets & indicators (Creswell, 2009). Thus, selecting thematic analysis enabled significant rigour to extract meaningful perspectives to provide answers to the questions raised in the study (McCusker and Gunaydin, 2015). The thematic analysis was done through the NVIVO 12 software to extract codes, categories and eventually themes from the documents. This process presented a credible audit on the documents and presented the researcher with themes that could be analysed in relation to the localisation, integration and implementation of SDGs 11. The rigorous process and strict adherence to the methodological rules ensured that the data is relevant and reliable for the research.

3.2.3 Key informants and interviews

Data collection from key informant’s respondents was done through telephonic or face-to-face interviews. Interviews are the most common form of qualitative research and allow for a varied data set to be produced (Kitchin and Tate, 2013). Interviews provide a myriad of data and many ways of looking at one issue. They also allow people to speak freely and in an informal way which was ideal for this research study. Phenomenological interview were utilised in this research through a series of in-depth questions not meant to determine the course of the interview but rather to guide the discourse of the conversation (Guerrero-Castañeda, et al., 2017). The interviews focused on the understanding of the SDGs, how they can be localised

and integrated and how local municipalities can have adequate implementation of SDG11. The interviews conducted, even though performed on a small sample population; provided rich informative data which supported the research objectives. The key informants represented all the experts directly related to the localisation and implementation of SDG11.

The interviews were a good practice as they allowed the researcher to explain the questions in detail where the respondents unclear. This minimized unanswered questions and also avoided respondents answering questions without the full comprehension of the question being posed. The interviews were conducted as open-ended so to mainly seek understanding and experience from the respondents.

Key informant's interviews are widely used in research where experts and professionals are interviewed on various issues; to inform research on current conditions and to provide professional opinions. The information collected from the research can be used to inform further research or solution guidelines. The researcher informed the participants through a letter of intent (Appendix A) of the purpose, nature, data collection methods, and the extent of the research prior to commencement. Furthermore, the researcher explained to the participants their distinctive roles. In line with this, the researcher obtained the participants informed consent (Appendix B) as way of agreeing to take part in the study. Keeping strictly to all the ethical guidelines served as standard for honesty and trustworthiness of the data collection and the accompanying data analysis. The interviews mainly consisted of open-ended questions where the respondents could provide details and elaborate on certain responses, the interview questions are on (Appendix C & D). Where more than one person consented from one organisation then all participants were interviewed but in case where no party was available to participate, they were excluded from the research respondents. The participants who participated as key informant's interviewees consisted of the following:

UN Environment - a representative from the organisation was interviewed provided information on the localisation of SDGs and the experiences with working with local municipalities.

ICLEI - 2 representative responsible for urban systems and strategic alliances was interviewed in relation to the work they do with cities and local municipalities. This included information on localisation of international agreements which includes the SDGs, the New Urban Agenda etc. across a spectrum of sectors.

SACN – 2 representatives responsible for cities and municipalities were interviewed focusing on the information sharing and knowledge generation on SDGs and how local municipalities are assisted with process of localisation and integration of SDG 11.

CTMM – 4 representatives from COT were interviewed in different departments including City Sustainability Unit and City Planning and Strategy. This was to understand their experience on sustainable development, knowledge on the SDGs and how they plan to integrate SDG 11 into the already existing mandate and policies.

The sample adequately included personnel who have various experiences to knowledgeably input about the research. Respondents were interviewed telephonically or face-to-face depending on their availability and preferred method of interview. The interviews were useful in probing results and gaining a depth understanding of the subject being investigated. The disadvantage of interviews is that they are open to bias and the results from the interviews are strongly influenced by the perception of the respondents thus making it difficult to ascertain the reliability and validity of the results. The ability to quantify and objectify the interview-derived data is the most powerful way to eliminate this, and points out the significance of the researcher maintaining an objective stance throughout the research process (Creswell, 2009; McCusker and Gunaydin, 2015; Creswell and Creswell, 2017; Guerrero-Castañeda, et al., 2017).

3.2.4 Case Study

This form of research has been critiqued for being narrow based and not permitting for sound generalisation (Kitchin and Tate, 2013). However, case studies can be significant as they can be used to test theories, to provide a detailed contextual analysis of events and contradict generalisations (Rudestam and Newton, 1992). “A case study can be defined as the intensive and detailed description and analysis of one or more cases” (Kitchin and Tate, 2013). By using a case study issues can be studied in depth from a broader perspective (Kitchin and Tate, 2013). The combination of case study and phenomenology in this study brought about a clear premise for understanding the phenomena under review. The embedding of a phenomenology within the case study of the COT was ideal in addressing the research questions as well as providing a detailed and intensive understanding of the integration and implementation of SDG 11 (Rudestam and Newton, 1992; Kitchin and Tate, 2013). The use of multiple municipalities in determining the impacts and implications of integration and implementation of SDG 11 was not applicable as the focus was to draw an in-depth understanding. The defined boundaries of

the case study allow for the research questions to be observed and explored in greater depth bringing to the fore direct and inert relationships that influence the localisation and integration process. The challenge associated with adopting a single case study is the generalisability of the results. However, the comprehensive understanding of the integration and implementation of SDG 11 may aid in further research and applicability in other contexts.

The study focused on one case study which studied the CTMM and exploring the role of local government in the implementation of SDG 11 focusing on localisation and integration. The main objective was how CTMM can localise and align SDG 11 targets and indicators with the already existing policies. The temporal confines of this study included the period between 2015 to 2030 keeping in mind the development and implementation of SDGs. As a result, the research could only focus on data based on available and current information on SDG implementation. Visits to the CTMM allowed for thorough understanding of the area as well as priorities set under the City including existing policies and projects being implemented. However, if time and resources permitted, more attention could have been paid to finding more voices to provide a greater variety of thoughts and understanding on local government implementation of global policies.

The subject matter relating to integration and implementation of SDG 11 by local government is enormous and attempting to do justice to it would require sufficient time and resources, which was extremely limited in this research study. In this instance, the case study approach was very useful as it encompassed the institutional as well as spatial and temporal elements of the research process (Kitchin and Tate, 2013). Whereas the limitation of utilising just one case study in research of this nature is noted, it is important to understand that the researcher had time and resource constraints. Given the time and effort to be taken to understand the spatial, institutional, economic, and political dynamics of the CTMM, justice would not be done to the research aims if more case studies were to be employed. Thus, focusing on one case study worked best to support this research.

3.3 Ethical Considerations

With respect to ethical considerations and as per requirements of the Ethics Committee of the Faculty of Humanities at the University of Pretoria, an informed consent procedure was administered. Using standard informed consent forms, all respondents were informed of their rights as research participants, including their right to confidentiality as well as their right to withdraw from the study at any time without prejudice. Consent was obtained by the researcher

prior to conduct audio-recorded interview sessions. The researcher assured the participants that the research will cause no harm to them and their organisations.

3.4 Summary

This chapter has explored the methodological approach that was utilised for this research. The chapter introduced phenomenology as the means to study the integration and implementation of SDG 11. The research process was interactive, yet flexible. Acknowledging the researcher as an active agent in the research an honest account of the research experience was sought. The chapter also shows that to adequately address the research aims and questions it is not possible to employ a single methodology but rather a range of mechanisms. Thus, the researcher made use of a qualitative method incorporating different mechanisms from qualitative methodology. The researcher made use of a case study focusing on the CTMM, and triangulated document analysis together with interviews to strengthen the research outcomes. Each mechanism allowed for specific issues to be profiled, and collectively many forms of data was collected. This also allowed for the analysis process to be more thorough as the various data sets were collected and cross checked. In the following chapter the researcher is discussing and analysing the data collected using the discussed methodology.

Chapter 4: Results and discussion

4.1 Introduction

In the previous chapter the research methodology that was employed to carry out the study was discussed. This chapter focuses on discussing and analysing the data that was collected from secondary data through the document analysis and the primary data from the interviews on the study. This will be done in relation to key themes that were discussed in the literature review in understanding if the CTMM is able to localise and integrate SDG11 to enable effective implementation of the SDGs.

In unravelling the localisation and integration process of SDG11 in the CTMM, the analysis focused specifically on the role of the CTMM as an institution in implementing the policy process. The research aimed to address this through understanding the decision-making process, trade-offs, mechanisms, and institutional issues utilised when engaging in the implementation of SDG11. Each of these elements was tackled through the concept of localisation and integration, by analysing policy documents and conducting interviews within the city.

The focus of this chapter is to describe the process of data analysis and interpret the importance of the results of the research with the practical implications of the findings, and to communicate the findings of the research. The chapter analyses and interprets and discusses the findings in order of the qualitative phases of the study.

4.2 Presentation of Data

4.2.1 Policy Analysis

Localisation speaks both to how local and regional governments can support the achievement of the SDGs through action from the bottom-up and to how the SDGs can provide a framework for local development policies (UCLG, 2018). It specifically focusses on the process of considering sub-national contexts in the achievement of the SDG Agenda, starting with the setting of goals and targets, to determining the means of implementation and using indicators to measure and monitor progress. The most applicable policy documents relevant to this study were selected and studied. The documents studied included policy documents, key legislation and reports related to local municipality implementation of policies and how SDG 11 can be localised and integrated into these already existing policies. Thematic analysis was used to

identify, analyse, and search for patterns within the documents. The documents analysed included:

- ✓ *National Development Plan*
- ✓ *National Climate Change Response Plan*
- ✓ *National Strategy for Sustainable Development and Action Plan*
- ✓ *The built Environment Performance Plan*
- ✓ *Medium Term Strategic Framework*
- ✓ *Integrated Urban Development Framework*
- ✓ *Tshwane Vision 2055*
- ✓ *City of Tshwane Economy Strategic Framework*
- ✓ *Climate Change Response Strategy*
- ✓ *City of Tshwane Integrated Development Plan*

The different policies were analysed for the researcher to gain an understanding of the policies for CTMM. Furthermore, the policies were discussed in view of existing literature and in relation to how localisation and integration can take place in the policy space.

4.2.1.1 Adequate, safe and affordable housing and basic services

SDG11 represent an important step towards the promotion of equal right and opportunities in cities and other human settlements. This is a way of progressively achieving the full realization of the right to adequate housing as a component of the right to adequate standard of living (UCLG, 2018). In South Africa, the NDP makes a firm commitment to achieving a minimum standard of living which can be progressively realized through a multi-prolonged strategy (National Planning Commission, 2012). While it does not define a minimum standard of living, it does provide a framework for the adoption of a minimum standard of living by society.

The elements of decent standards of living include clean environment, food security, housing, water, sanitation, electricity, transport, education and skills, safety and security, health care, employment and recreation and leisure (National Planning Commission, 2012). These directly feed into the goals of Goal 11 and thus creating a foundation for the local government to align with both the 2030 Agenda for sustainable development and the national priorities (DPME, 2014). The most significant statement in the NDP related to local economic development is that to achieve sustainable human settlement, South Africa needs “municipalities that put

economic development and jobs at the heart of what they do and how they function” (National Planning Commission, 2012).

The alignment between the 2030 Agenda for sustainable development and the South Africa’s NDP supports a more integrated approach to development which then makes it more effective for local municipalities such as CTMM to implement the SDGs (DPME, 2014; SA Cities Network, 2018). Specifically, the NDP does not particularly tackle all SDG targets. For example, there are several SDG targets and indicators that the NDP does not include such as migrants, the resilience of urban dwellers and urban centers, or measures to prevent illness from pollution.

However, while the NDP does not tackle these specific elements of the SDGs, it does not contradict but overlaps with the SDGs insofar as it extends. Notwithstanding the specific factors of convergence, the NDP also has broad principles, aspirations and best practice strategies as the SDGs, for instance committing to “leaving no one behind”(UN, 2015). Similarly, the NDP had intentions to realize development goals gradually using a multidimensional framework, whereby development and improvement in one area supports improvement of the other.

As per the constitution of South Africa, the government is committed to take practical measures, with available resources, to ensure that all citizens have access to adequate housing, health care, education, food, water and social security (Parliament of the Republic of South Africa, 1996; National Planning Commission, 2012). In realizing the above, the Chapter 5 of the Local Government: Municipal Systems Act (Act 32 of 2000) states that a municipality must undertake developmentally oriented planning, in the form of integrated development planning, to ensure that it achieves the objects of local government as set out in the Constitution. It must further give effect to its developmental duties as required by Section 153 of the Constitution (Parliament of the Republic of South Africa, 1996; National Planning Commission, 2012; CoT, 2019).

Furthermore, strategic direction and operational planning for the city is provided by the adopted IDP. The first and third pillar of the IDP aim to have “a City that facilitates economic growth and job creation, and ‘a City that delivers excellent services and protects the environment’ and they are linked to the fulfillment of an inclusive economy that is resilient in the face of direct and indirect impacts of climate change, and household scale adaptation for social well-being (CoT, 2014a, 2017a).

Service delivery is another key element of government's mandate to tackle key socio-economic objectives of creating safe, inclusive and equitable environments at the same time address, poverty and unemployment. The primary focus of service delivery includes; water, sanitation, waste removal, roads and electricity and these form part of the enablers for economic activity (National Planning Commission, 2012; CoT, 2017a). As a result, service delivery improvement and commitment strategies are found in many national, provincial and local government documents. For example, in the South African Constitution (1996) local government is mandated to provide services to communities in a sustainable manner as a way of promoting social and economic development, a safe and healthy environment while encouraging the involvement of community organizations in local government matters (Parliament of the Republic of South Africa, 1996).

In 2010, the government further adopted 12 outcomes to facilitate measurable performance on service delivery (DPME, 2010). The outcomes were based on basic education, health, safety and security, employment, skills, infrastructure, rural development, human settlements, local government, environment, international relations, and public service in order to enhance service delivery (DPME, 2010). On service delivery there seems to be an increase in formal dwellings as there was an improvement of 79.7 % in 2015 from a 78 on 2011 (CoT, 2017b, 2017a, 2019).

There has also been improvement on the informal dwellings from 20.4 in 2011 to 18.3 in 2015 (CoT, 2017b, 2017a, 2019). While the recorded increase is noted, there has also been an increase in the number of informal settlements in the city. This outlines that not all informal settlements are receiving basic services in the form of potable water and a sanitation service (SACN, 2014; Mukonza and Mukonza, 2015; Van Rooyen and Pooe, 2016). According to the informal settlement recount in 2016, the city has 173 informal settlements, and of these only 133 are receiving potable water services from the city, while only 76 are receiving a sanitation service (CoT, 2017b, 2017a). This puts an emphasis on the backlog and the need for the city to invest more in creating dignified settlements for its residents. While the city has made advances in addressing the sanitation backlogs, there are still challenges in the delivery of sustainable sanitation services that need to be addressed (CoT, 2019).

Moreover, the NDP vision significantly sets out that South Africa will have improved infrastructure (public transport, rail, roads, ports, electricity, water, sanitation, and housing), including quality health care, safer communities, improved public service, less corruption and

reformed society (National Planning Commission, 2012). These ambitions are also clearly manifested in the CTMM vision “to enhance the quality of life of all the people of Tshwane through a developmental system of local government and by rendering efficient, effective and affordable services” (CoT, 2014b). However, various studies have shown that service delivery is still a challenge in South Africa cities (Sikhakane and Reddy, 2011; Nawa, 2013; Revi, Aromar; Rosenzweig, 2013; Molepo, Maleka and Khalo, 2015; Chikulo, 2016; Van Rooyen and Pooe, 2016). This could be attributed to limited financial resources and lack of institutional capacity to implement and maintain services at the local level.

CTMM is mandated as a local municipality to implement the NDP and as noted from the above analysis the NDP aligns with SDG 11 as it highlights the importance of economic infrastructure, environmental sustainability, and resilience and, transformation of human settlements. Thus, it is evident that the CTMM can be able to localize the targets of SDG 11 and implement them in line with the NDP goals. To be strategic in operational planning the city follows the direction of the IDP 2017/21. The CoT IDP is founded on the bases of five pillars namely, facilitating economic growth and job creation, promoting inclusivity, delivering excellent services, and protecting the environment, keeping residents safe, and being a transparent and accountable city.

The 2017-2021 IDP seeks to ensure that by 2021 the development trajectory of the city will have resulted in, an opportunity city, a sustainable city, a caring and inclusive city, a safe and clean city, and an open and honest city. Furthermore, this IDP presents a new vision for the city, which is “a prosperous capital city through fairness, freedom and opportunity”. The strategy implementation towards achieving the new vision for 2030 is anchored around service delivery excellence and innovation; growing the economy and creating jobs; promoting a safe and healthy city; promoting social cohesion, inclusion and diversity; and fostering participation, collaboration and diversity (CoT, 2017a, 2017b).

The city’s plan for the next five years is to create a city of opportunities by making it easier to do business, supporting entrepreneurship, empowering individuals, and encouraging new industries. The city also commits to redressing historical injustices and addressing the neglect of poor communities by the previous administration. Although there has been improvement made to tackle service provision to poorer communities since 1994, too many people still do not have access to formal services, live away from opportunities and do not have access to basic healthcare services. In addition, the City has more than 170 informal settlements with

varying levels of services (CoT, 2017b, 2017a). This has led to many people living in poor conditions without access to adequate sanitation, running water or electricity. Thus the City has committed to addressing these challenges over time in order to redress the past injustices and to provide people with dignified living spaces (CoT, 2017b, 2017a, 2017c).

In order to deliver excellent services and protect the environment the city aims to improve its service delivery need and expand them in a sustainable manner. Water and energy resources along with the environment will be protected. The city is committed to redressing the historical unequal service provision and to addressing the inherent delivery backlogs. The city is working towards providing quality services to all residents, adopting innovative solutions to service delivery challenges, and reprioritising resources to deliver services where they are most needed. The provision of services also includes the delivery of housing opportunities. The Municipality has introduced a project priority system (Caps) to, amongst other, align projects within the city between different functions according to the development priority areas as identified in the Municipal Spatial Development Plan (CoT, 2013b, 2017a, 2017b, 2017c).

Furthermore, the city aims to keep its residents safe. To achieve this goal, the city has prioritised safety and well-being of residents. The city faces a challenge with drug abuse and crime; however, it is well noted that residents need to feel safe and be safe in the city. Moreover, the city has committed to transparent and accountable governance that does not tolerate corruption. The city plans to run its processes and systems in an open and effective way and only having the best officials retained and attracted to improve the city's performance. The city also aims to work together on the issues that impact communities as to find solutions by prioritising being responsive to residents (CoT, 2013a, 2017a, 2017c).

4.2.1.2 Adequate, safe and affordable transport system for all

Cities play an important role in several aspects of effective and sustainable mobility. These vary from the provision of safe, affordable, accessible and sustainable transport systems for all to improving and guaranteeing road safety. Lack of access to transportation, more specifically in peripheral urban areas in marginalised neighbourhoods frequently aggravates economic and social isolation and segregation. Nonetheless, with sufficient support cities and local municipalities can promote inclusive and integrated urban planning and transport systems (UCLG, 2016, 2018). If cities can address efficient mobility systems they will be able to tackle congestion, accidents, noise, pollution and greenhouse gas emissions, at the same time attending to access to education, jobs, markets and a range of other important services to ensure

‘no one is left behind’ (UCLG, 2018). As a result, sustainable mobility is linked to seven other SDGs, either directly related to transport targets, or in relation to cross-cutting dimensions of sustainable transport in urban policies.

According to the 2017 Global Mobility Report Sustainable Mobility for All Initiative, (2017), SDG Target 11.2 which states “By 2030, provide access to safe, affordable, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable situations, women, children, persons with disabilities and older persons” is still far from being met. The report shows that from 2001 to 2014, a combination of higher transit use and a rapid growth in urban populations led to a rise in demand for public transport. The UN has suggested policy development and implementation, financing, and technological innovation. Local government have a great potential to contribute to the development of these policies due to the large amount of the transport sector policy instruments within their jurisdiction.

The CoT has a transport department responsible for the provision of an efficient and sustainable road and transport infrastructure system in Tshwane. The department contributes towards the City’s Outcome 1 of Vision 2055: A resilient and resource-efficient city. Specific programmes supporting Tshwane Vision 2055 are; promoting public transport, walking and cycling, provision of quality mass transportation system through the roll out of the bus rapid transit across the city, environmentally-friendly transport system and modes, and transport infrastructure provision for backlog and growth (CoT, 2017c, 2018). Furthermore, the CTMM aims to enhance the quality of life of all the people of Tshwane through a developmental system of local government and by rendering efficient, effective and affordable transport services (CoT, 2014b, 2018).

The CTMM also acknowledges that safe, reliable, and affordable public transportation is needed to address inequalities as well as addressing other developmental strains like increased traffic congestion. Due to the legacy of apartheid spatial planning poorer people live far away from job opportunities and thus spend a disproportionate amount of their income on public transport. The city is aiming to realise long term intermodal transportation integration. To achieve this, land use management, provision of services and financing public transportation will need to be restructured such that it responds to the commuter and the economic demands for transportation (CoT, 2019). Some of the programmes that the CTMM is already implementing include:

- Providing high quality public transportation; rolling out and expanding the A Re Yeng Bus Rapid Transit System in the short term and increasing the ridership towards sustainable operation of the Tshwane Bus Company in the long term.
- Aligning rail, road and air transportation within the city and within the city-region.
- Collaborating with transport service providers and users to create a safe transportation sector and responsible use of our network and infrastructure.
- Further rolling out carbon neutral busses.
- Upgrading transportation hubs to encourage trading and other economic entities, making the spaces safer and addressing decaying facilities.

Moreover, on a policy level, the CTMM aligns with the BEPP which supports the City's approach towards spatial targeting with a primary focus on the transport and movement system as a key spatial restructuring element of built environment (National Treasury, 2016; CoT, 2017b). The projected growth in households shows clearly that the population density of the city is to expand. To address the urban sprawl, and the influx of people, the city will have to intervene in such a way in which the denser household areas are linked to the areas with most employment opportunities to increase the sustainability of the city structure. Transport capacity will have to play a key role here (CoT, 2019).

The Tshwane Integrated Rapid Public Transport Network (IRPTN) Strategy (Approved 21 November 2012) aims to provide the City with Operational guidelines for the IRPTN network. The document also provides guidelines in terms of the preparation of planning for IRPTN corridors. The key characteristics of the strategy include:

- a rapid and frequent transit service
- high accessibility to the transit station
- a mix of residential, retail, commercial and community uses,
- high-quality public spaces and streets which are pedestrian and cyclist friendly,
- medium to high density development within 500 - 900 metres of a transit station
- Reduced parking ratios for private cars.

The Comprehensive Integrated Transport Plan set out for transport goals and objectives for the city aims to plan and develop a transport system that improves accessibility and mobility whilst enhancing social inclusion; provide a fully integrated public transport system; develop a transport system that drives economic development; improve the safety and security of the transport system; develop a transport system that reflects the image of the city; develop an efficient, effective, development orientated public transport system and integrates land use and public transport plans; and develop a transport system that is environmentally sustainable (CoT, 2013b, 2017b, 2019).

The dominant reality however is that the city has highly dispersed, mono-functional land use layouts that affect not only government systems but also residents. Residence of Tshwane need to travel long distances to and from places of work, which turns into higher travel costs and less time and money to spend on other social or recreational aspects that result in more rewarded lifestyles (CoT, 2018, 2019). Yet many of the poorest people live in the most peripheral locations of the city and are most disadvantaged by the long travelling distances. Focused investment of densification on IRPTN corridors by the city, more specifically the Housing and Human Settlements department, should be investigated further to ensure Social Equality and better lifestyle quality for all within the borders of the municipality. Spatial transformation is at the core of addressing the issues faced, which is one of the Transformation Goals in Vision 2030. While the tendency has been to suggest that transport can lead to spatial restructuring, the reality is more complex. Transport and land use are dependant and public transport can serve as a catalyst to land intensification but will not automatically achieve spatial restructuring.

Sustainable mobility seems to be an area in which metropolitan cities are most likely to exchange best practices and expertise with each other. CTMM is already implementing policies and programmes that seem to be working and can be shared with other cities and urban spaces. Sustainable mobility and transport cannot be attained unless more integrated approaches, urban policies and public transport systems, enhanced governance frameworks, short and long-term planning, capacity building, and engagement of all stakeholders are systematically put in place (SA Cities Network, 2018; UCLG, 2018).

Urban policies and public transport systems should be developed in an integrated manner as a way of achieving maximum impact. At the policy level, there is a need for joint policy design to deliver consistent urban mobility system, with urban planning and transport decision-making

to build more compact cities to favour land use and increase in accessibility. Practically, an improved coordination among different transport modes will create more attractive, efficient, and user-friendly transportation systems, and positively contribute to shaping better user behaviour, and favouring sustainable, collective, and public transportation over polluting or inefficient private options. All this can only happen under a comprehensive and well-defined urban mobility strategy — inevitably supported by visionary leadership, technical awareness, and the strong backing of political will across all levels of governance and institutional design. Existing urban public transport services, moreover, need sufficient funding just to maintain current service levels and quality: large-scale investments will be required in the future to upgrade and modernize existing infrastructure and fund new projects (UCLG, 2018).

4.2.1.3 Inclusive and sustainable urbanization

Traditionally, city planning has focused more on confining urban sprawl and regulating land use through the application of regulations and norms. However, today's urban demand keeps increasing with the world needing to accommodate one million new urban dwellers per week. Urban sprawl is becoming far more common, informality has become the dominant form of access to employment and housing in many countries, with commodification of urban goods and services gaining ground (UCLG, 2014, 2018). As much as regulation should remain important, there should also be new forms of planning to adapt to the new global context and address concerns such as climate change, spatial justice, gender and resilience (Satterthwaite, 2016; UN-Habitat, 2017; Garschagen *et al.*, 2018; UCLG, 2018). The SDGs and the NUA offer an opportunity to reform and strengthen the planning role of local government and their linkages to different levels and networks of governance, including citizen participation. For effective planning, local municipalities need clear definition of responsibilities, adequate human and financial resources as well as capacities and powers to enforce local decisions (UCLG, 2018).

The South African government established the National Framework for Sustainable Development (NFSD) in 2006, which required country to develop National Strategies for Sustainable Development and implementation plans (Ndeke, 2011). The aim of the NFSD was for government to be able to have a framework for developing a National Strategy and Action Plan for sustainable development (Ndeke, 2011). The key elements of the NFSD were climate change, green economy, sustainable communities, efficient resource use and improving governance systems, equitable distribution of resources, accelerate infrastructure investment,

integrated human settlement, reducing the prevalence of HIV/Aids and Malaria and identifying quick win projects (DEAT, 2008). In addition, the NFSD outline five focus areas which are improving the system for integrated planning and implementation, sustainable resource use, sustainable economic development, improvement in infrastructure provision, sustainable human settlements, and human development. The NFSD is also aligned with the NDP as it highlights the importance of economic infrastructure, environmental sustainability and resilience and, transformation of human settlements (Ndeke, 2011).

Furthermore, the NFSD also recognizes the significance of SA cities with regards to sustainable development. The NFSD highlights the problem of urban sprawl and its impact on biodiversity in cities (DEAT, 2008; Ndeke, 2011). Interventions identified to reduce urban sprawl included urban edge protection and urban agriculture and densification. The Framework identifies densification and mixed land use regulation, improvement of public transport systems and strengthening security with residential neighborhoods as way to implementing sustainable human settlements strategies. In addition, the Framework aimed to bring forth a regulatory framework for renewable energy generation in relation to the plan for sustainable human settlements and improving the living conditions in communities by creating an enabling environment for the poor to benefit from property markets (DEAT, 2008; Ndeke, 2011).

Moreover, the NFSD is a guide for national, provincial, and municipal spheres of government to align their policies with decision making systems. The NFSD was then followed by the Draft National Strategy on Sustainable Development and Action Plan (NSSD) which was published in 2010 for the period 2011-2014 as a plan for implementation of NFSD priorities (DEA, 2010). In alignment with the NFSD, the NSSD aimed to reduce resource use and carbon footprint, create equity in resource distribution and improving the quality of life by providing equal access to resources and a decent quality of life. Moreover, the NSSD proposed a national vision for development and the need to integrate sustainability into policy, legislation, strategies and action plans within the country, with an effective coordination, planning and evaluation of implementation framework in place (DEA, 2010).

CTMM adapted the Built Environment Performance Plans (BEPP), this plan provides the city's approach towards spatial targeting with primary focus on the transport/movement system as the key spatial restructuring element of the built environment. The city has also procured the Capital Planning System (CaPS), which is the business planning and decision support tool ensuring that capital projects within the city are evaluated according to quantitative, qualitative

and spatial transformation criteria as part of the formulation of annual developmental capital budget (CoT, 2017b, 2017a). The focus on spatial alignment has been proven to significantly redirect and reshape the way in which the city is applying its capital expenditure to achieve a multitude of interwoven and interrelated goals and objectives. Most of these spatial realities focus on redressing the equalities of the past in an integrated and sustainable manner (CoT, 2017b).

The city also needs to establish projects that will unlock new areas of development. This can be done through strategic partnerships and targeted efforts to make Tshwane more attractive to new development. In 2016 the CSIR assisted the CoT to amongst other identify household distribution and growth in line with the City's spatial agenda as well as economic opportunities that will be created in the city (CoT, 2017c, 2017b, 2017a). According to the study, urbanization, population growth and the provision of economic infrastructure became the key considerations for the 'remaking of the city' (CoT, 2017b). The city has been expanding in a discontinuous manner not exclusively due to sprawl, but also due to expanding boundaries between 2001 and 2011 (CoT, 2017b). These have been political decisions and not planning decisions. Due to this, the city form is sprawled and discontinuous (CoT, 2017b).

The current BEPP outcomes are structured to enable growth, sustainability, equality and good governance. In line with that, the IDP outcomes are based on the Transformation Vision 2030 that structures the City's future planning. The principles of the vision 2030 are premised on the following pillars: a city that facilitates economic growth and job creation; a city that cares for residents and promotes inclusivity; a city that delivers excellent services and protects the environment; a city that keeps residents safe; and a city that is open, honest and responsive. Thus, understanding these indicator and outcomes gives guidance to the Build Environment. Additionally, in relation to the outcomes of the IDP it is evident that the outcome based approach of the BEPP has had influence of the goals set by the Transformation Vision 2030 (Gauteng Provincial Government, 2011; National Treasury, 2016; CoT, 2017b).

Furthermore. The local municipality is guided by the Medium Term Strategic Framework 2014-2019 (MTSF) with its strategic priorities that include addressing socio-economic challenges and job creation, sustainable livelihoods, improving economic and social infrastructure, rural development and food security, sustainable resource management use, improved service delivery and strengthening democratic institutions (The Presidency, 2009). The MTSF 2004-2009 and 2009-2014 does not provide clear implementation plan for the

strategic priorities. The 2014-2019 MTSF only highlights that, implementation plan will include measures to strengthen coordination, accountability, and performance management. For instance, it was not clear on how the government would reach the 25% GDP growth target by 2014. Recent studies have highlighted that the government has made significant investment towards providing services to improving the life of the poor, more specifically in the urban areas (Ndeke, 2011; Nawa, 2013; COGTA, 2014; Molepo, Maleka and Khalo, 2015; Van Rooyen and Pooe, 2016). Regardless of these efforts, the quality of the services is poor and the challenges of youth unemployment, inequality and poverty still persist (Ndeke, 2011; Nawa, 2013; COGTA, 2014; Molepo, Maleka and Khalo, 2015; Van Rooyen and Pooe, 2016).

The South African government has recognized that cities across the world face similar challenges of economic recession and climate change that require the promotion of sustainable development (SALGA, 2016; SA Cities Network, 2018). The government has made a commitment to address the challenges caused by the apartheid government by transforming legislation and institutional frameworks (Gauteng Provincial Government, 2011; SALGA, 2016). In addition, the government agreed to implement efficient monitoring and evaluation mechanisms for improving performance in resource distribution and in implementing environmental and development programmes (DPME, 2014). As outlined by national government the South African policy framework should promote the objectives of sustainable development by promoting collaborative development and joint government action to facilitate sustained efficiency, equity, and environmental sustainability (DEAT, 2008; DEA, 2010; DPME, 2014).

As a way to respond to the Agenda 21 Principles and the RDP, as well as to coordinate the urban policy on a national level, the government established the Draft Urban Development Framework (UDF) in 1997, which was later revised in 2005. The UDF intended to promote reconstruction and development in cities through integrating the city, improving housing and infrastructure, promoting economic development, and creating institutions for service delivery. While the IUDF hugely provides an urban policy perspective, the country's understanding of legacies of poverty and inequality caused by apartheid provides a unique cause for a spatial transformation agenda that is holistic including towns, villages, cities and regions.

In relation to this the IUDF is fundamentally informed by the NDP in its call for spatial redress, improved spatial efficiencies and social cohesion (Padarath, 2008; COGTA, 2014, 2016). Equally so, the IUDF also acknowledges the concept of developmental local government,

White Paper on Local Government (Ministry for Provincial Affairs, 1998), which outlines that “municipalities are the places where a just and more equitable South Africa will be shaped” and that “municipalities are the focal areas where apartheid’s settlement geography must be confronted, where the trade-offs involved in addressing poverty and investing in growth must be made, where a new and more cohesive society must be borne” (Ministry for Provincial Affairs, 1998; COGTA, 2014).

The IDP for 2011-2016 has made significant improvement in livelihoods by addressing service backlogs and poverty through improving the availability and universal accessibility of essential public services (such as housing, water, sanitation, education, and health care). The 2017-21 IDP seeks to ensure that by 2021 the development trajectory of the city will have resulted in, an opportunity city, a sustainable city, a caring and inclusive city, a safe and clean city, and an open and honest city. The IDP presents a new vision for Tshwane which is “*a prosperous capital city through fairness, freedom and opportunity*” (CoT, 2017a). The strategic implementation towards achieving the new vision for 2030 is anchored around service delivery excellence and innovation; growing the economy and creating jobs; promoting a safe and healthy city; promoting social cohesion, inclusion and, diversity; and fostering participation, collaboration and diversity (CoT, 2017a).

The CoT has committed to being a city that cares for residents and promotes inclusivity; facilitates economic growth and job creation; keeps residents safe; is open, honest, and responsive. A number of programmes were developed around these commitments. These commitments align the CoT’s service delivery policies and programmes to key Gauteng City Region (GCR) Accelerated Social Transformation Strategy priorities (National Treasury, 2016). The key areas covered for Social Development include improving access to quality early childhood development, expanding war on poverty, up scaling welfare to work and expanded public works programmes; reforming the welfare sector as well as combating substance abuse and gender based violence (Gauteng Provincial Government, 2011; National Treasury, 2016). The demand for social services in the city is huge and therefore the municipality should continue to provide land for social services. The CoT developed the Tshwane Open Space Development Framework in 2005 that provides the policy on how to manage green spaces in the CoT (CoT, 2019). This framework is reviewed to include areas incorporated during consultation. Townships and informal settlements have the highest backlogs in terms of providing parks, resorts and sporting facilities and will therefore be prioritised for development (National Treasury, 2016; CoT, 2017b).

According to the CoT, the IDPs of the City have succeeded in addressing community need however, various loopholes of the IDP where alignment of structures of the municipality with the IDP, lack of public participation, lack of engagement with provincial and national governments, little focus paid on environmental sustainability and lack of alignment and integration of the key performance areas in the policies. Specifically, the City focuses on economic development and redressing the injustices of the past policies which has resulted in them focusing on service delivery other than sustainable development (Padarath, 2008; Van Rooyen and Poee, 2016).

Planning functions are usually spread across different departments and spheres of government, including private and civil society sectors, and rural and urban areas. When it comes to planning horizontal and vertical policy integration is important in order to shape the development of any place, guiding action at political level and providing strategic alignments through a shared vision (UCLG, 2018). However, coordination between national, regional and local levels of government remains a difficult exercise in most countries despite the innovative methods that have been promoted (UCLG, 2016, 2018; UN-Habitat, 2017; SA Cities Network, 2018). South Africa seems to be making progress, building on the IDPs and the IUDF to achieve policy, plan, and budget coordination at national, regional and local spheres and to guide management of urban areas.

Planning is a product of the political, economic, and social system within which it is embedded which gives little space for quick technical fixes. Thus, broader political and institutional reform is an important precondition where is ineffective. Strengthening the local government is a significant part to this and a key to implementing the SDGs, more specifically the NUA and the SDG 11. Thus, research can do more to support the local governments actions by illustrating how and in what ways local government can rapidly integrate and align SDG 11 in existing strategies, policies, and practices. More research is needed to understand how existing and potential interrelations between local actors for SDG 11 can be more effectively addressed. New insight on the barriers to such integration, and their implications are required to support implementation of SDG 11 and the New Urban Agenda (Fenton and Gustafsson, 2017).

4.2.1.4 Making cities sustainable and resilient

Urban disasters are increasing, with a rising human and economic cost (UCLG, 2016, 2018). Research shows that disasters cause an annual loss of USD 314 billion in the built environment alone (UCLG, 2018). SDG 11 speaks to reducing the number of people killed or affected by

urban disasters and significantly decreasing the direct economic cost caused by disasters. Local government's role in addressing disaster risks has been well acknowledged in international commitments, local government has huge responsibilities to ensure resilience to protect the health, safety, and wellbeing of their citizens, as well as promote sustainable development in their cities. Local governments are responsible for key areas such as urban planning, transport, energy efficiency and strategies to prevent climate change and the greenhouse effects. Resilience relates to the ability of a city and its citizen's ability to withstand shocks while maintaining essential functions, and this cannot be achieved without the involvement of public institutions and local stakeholders. Local government being at the nearest level to local communities, have a huge responsibility in reducing the social and economic impacts of disasters on vulnerable populations by promoting social housing (Kanda and Gustafsson, no date; Gollub, et al., 2017; SA Cities Network, 2018; UCLG, 2018). Thus, is it important to ensure that there is sufficient capacity to address urban crises so that local government can increase their urban resilience and implement disaster risk management strategies at every stage in their mitigation, preparedness and response and recovery methods.

South Africa ratified the Paris Agreement on 1 November 2016 and pledged to limit GHG emissions, including those related to land use change and forestry. Prior to this Nationally Determined Contribution (NDC), the South African gazette on the National Climate Change Response Policy in 2011 as a White Paper, supported by the Long-term Mitigation Scenarios (2011) and the Long-term Adaptation Scenarios (2013). The South African climate change national policy outlines principles, approaches, priorities, and responses to the impacts of climate change. The country's position on climate change is also supported by the Third National Communication of the UNFCCC which outlines the local understanding of climate impacts, progress in responding to the impacts and commitments to reducing national GHG emissions (DEA, 2011). The local government is expected from the national policy level to participate in core structures and processes that drive and monitor progress on climate response efforts. These include "the implementation of energy efficient and renewable energy plans and building climate resilience through the planning of human settlements and urban development, municipal infrastructure and service; water and energy demands management; and disaster response. This is expected to be incorporated into and mainstreamed in all local government planning efforts" (DEA, 2011; National Planning Commission, 2012).

The National Climate Response Policy, White Paper of 2011 presents the country's vision for effective climate change response and the long-term, just transition to a climate resilient and

lower carbon economy and society. The Climate Response Policy focuses on the following objectives: (1) effectively manage inevitable climate change impacts through interventions that build and sustain South Africa's social, economic and environmental resilience and emergency capacity, and (2) Make a fair contribution to the global effort to stabilize GHG concentrations in the atmosphere at a level that avoids dangerous anthropogenic interference with the climatic system within a timeframe that enables economic, social and environmental development to proceed in a sustainable manner (DEA, 2011; CoT, 2014a).

Tshwane adopted a long-term sustainability vision, called Vision 2055, as part of its transition towards a low carbon, resource efficient and climate resilient city. The Vision outlines that “in 2055, the CoT is liveable, resilient and inclusive whose citizens enjoy a high quality of life, have access to social, economic and enhanced political freedoms and where the citizens are partners in the development of the Africans capital city of excellence” (CoT, 2014b; Mukonza and Mukonza, 2015). However, due to historical segregation within the city that is perpetuated by uncoordinated private development, there are specific spatial strategies put in place to allow for these functions to be executed (De Villiers, 2014; Clarke and Kuipers, 2015). According to Clarke and Kuipers, (2015) “the problem is propagated by built environment practitioners who fail to understand how sustainability and city resilience relate to each other and how they can be translated into city-making”. Furthermore, through this vision, the city aims to improve the social and economic environment, as well as the management of the natural resources by providing affordable and quality services. This is tackled by eliminating service backlogs and putting the needs of the community first.

The CoT further established the Sustainability Unit in 2013 with the aim of steering the city and its stakeholders to a sustainable future. This led to the development of a framework for green economy transition, which was adopted in 2014, following the long-term city development strategy, Tshwane Vision 2055 (Mukonza and Mukonza, 2015). The Strategic Framework assists in the identification of new and existing projects and programmes to be included in the CoT's IDP (CoT, 2015). The Framework also helps to inform the medium-term to long-term green economy objectives of the city and forms part of the Tshwane 2055 initiative. The main drivers of the green economy are a response to the growing economic and environmental crises that demand a new green economic model for: resource efficiency, low carbon development and inclusive growth with themes divided into mitigation and adaptation (CoT, 2015; Moyo, 2015). The Framework is also aligned with the NDP which emphasises

that behaviour change is significant to respond to developmental challenges and particularly to reduce the environmental footprint of communities (National Planning Commission, 2012).

The Framework also identifies several mitigation and adaptation actions. The Green Economy Strategy provides a strategic guide towards a low-carbon, climate resilient and resource-efficient growth trajectory that creates a maximum number of jobs and stimulates economic activity while ensuring sustainable development. The vision of the Green Economy Strategic Framework has been extracted from the Tshwane Vision 2055 strategy which highlights that by 2055, growth and development in Tshwane will be driven by an economy that supports a sustainable, vibrant, liveable and prosperous city, through integrated ecological, social, economic and spatial agendas that promote human and environmental well-being (CoT, 2015; Mukonza and Mukonza, 2015). This shows that the city understands and has already set goals that align with reaching a sustainable city, and this can now be integrated with Goal 11 and ensure that the goals are mainstreamed.

The CoT is part of the Cities Support Programme which aims to improve service delivery and municipal performance through enhanced environmental management and increased resilience to climate change (CoT, 2014b). The already existing knowledge on carbon footprint is significant to identifying appropriate intervention with the goal of reaching low-carbon development (Mukonza and Mukonza, 2015). The strategy focuses on pollution and waste management, integrated water resource management, green buildings and built environment, sustainable transport and improving mobility, sustainable energy. All these will be implemented in order to build a resilient and resource-efficient city by maintaining and providing an ecosystem of good and services, promoting sustainable agriculture and ensuring food security, creating sustainable communities with good health and social development (CoT, 2015; Moyo, 2015).

To measure the impacts of these actions and facilitate the setting of ambitious targets, the CoT conducted baseline studies. It is against this backdrop that the greenhouse gas inventory and vulnerability assessment were undertaken. The CSU also commissioned the baseline studies, drafted a “*Sustainable Financing Mechanism strategy*” to support the transition to green economy and launched an innovative Outreach Program, called “Tshwane Green” aimed at robust awareness raising on “climate change” and “sustainability” among the general public (CoT, 2014a, 2015). Thus, there is a need for coordinated activities and appropriate management for green economy strategy to be implemented in an appropriate, effective, and

efficient way. As a way to foster implementation and to facilitate successful green economy transition the CoT has planned to do the following: (i) strategic investment in green innovation and technology, (ii) define a new economic base for a green economy, and (iii) build the basis of a partnership between government, business, labour and civil society (CoT, 2015). The framework also makes note of green public services and infrastructure, and having a supportive institutional and regulatory environment for green procurement (Moyo, 2015; Mukonza and Mukonza, 2015).

However, with the firm link between climate hazards and social vulnerability the poor of the city are having to deal with rising temperatures, water scarcity and extreme weather events and many of these residents reside in informal settlements (SACN, 2014). In addition, communities are exposed to indoor air quality which compromises their health and burdens the already pressured health service. Moreover, with the increased temperature from climate change the spread of diseases will be aggravated. Thus, building climate resilient communities will require the city to be more strategic about its implementation framework and direct it to understanding the impacts of climate change on health, safety and well-being of its residents (SACN, 2014).

Furthermore, on a provincial level, CTMM is in the Gauteng province which contributes roughly 35% of the national GHG emission. This means that for the country to meet its international obligations to reduce the national carbon footprint, much of the mitigation efforts will need to manifest in Gauteng (CoT, 2014a, 2015; SACN, 2014). The climate Strategy then realizes that opportunities for GHG mitigation can be used to build sustainable and resilient socio-economic systems. Thus, the mitigation targets are aligned with the adaptation actions. The core strategy objectives relate to 1) functional ecosystems, 2) improved quality of life 3) reduced disaster risk and, 4) A resilient low-carbon economy (CoT, 2014a). These targets not only speak to the national objectives, but they also align with the SDGs, more specifically SDG 11.

Thus, for the CTMM localization becomes an easy process and the challenge remains on implementation of the objectives that will feed into data for SDG 11 adequate implementation. Local government needs support from local actors to create communities resilient to disaster and better able to address emergency needs. Prioritizing local municipal leadership in finding appropriate solutions to urban crises is an issue particular to the implementation of SDG 11. This looks specifically on the increase in the number of cities implementing integrated plans towards inclusion, resource efficiency, mitigation and adaptation to climate change and

resilience to disaster. Thus, disaster risk management should be integrated into local development plans, policies and budget with clear roles and responsibilities within the local government. Local disaster risk management should be strengthened through partnerships of local actors including public and private partners. Communities and related agencies should be involved in risk assessment and identification of vulnerabilities, and the intervention plans.

4.2.2 Summary

The review of government policy documents clearly showed that despite various policies, plans and legislation developed, disintegration and inequality persist in South African cities and sustainability seems to be poorly integrated into planning, implementation programmes and decision-making processes. Monitoring and evaluation seem to be a focus at national level as opposed to addressing the core problems and challenges within municipalities. Furthermore, allocation of funds towards municipal infrastructure has been insufficient, which has resulted in poor quality and unreliable services provided by municipalities. There seems to be poor alignment amongst the government departments on the development of policies that address accelerated growth, transformation, economic efficiency, and social equity which has resulted in development of various policies as well as inconstancy in policy development in government departments.

The South African government seem to depend more on overall national development strategies both at national and municipal levels, to tackle urban problems. This has resulted in government taking time in developing a coherent urban policy that addresses sustainable development to try and address urban problems and priorities. In addition, the country is not investing enough in intensive research and in skills development for effective policy formulation, implementation, and monitoring. The national government has continued to rely widely on international best policies which may in most cases not be suitable and applicable for SA's specific local needs. Moreover, there seems to be insufficient resources for planning sustainable human settlements to meet the growing demands of urban population.

Therefore, there is a need for practical and easily implementable policies, strong political will, investment towards spatial as well as economic and social integration. This relates to the localization and integration of SDG 11 as it can only be fully implemented if practical and implementable targets are set. Integration of the SDG targets and indicators will be important, as the local government can align their already existing mandate to what SDG 11 aims to achieve. Planning should strongly focus on sustainability when it comes to the provision of

basic services, implementing priority projects and engagement with the private sector to leverage funds for creation of sustainable cities and human settlements. It is important that planning is integrated with sectoral budgets and implementation programmes so as to create alignment, sustainability and to reduce silos within the city department. This will create opportunities for employment, investment, training, and learning.

4.3 Interview Analysis

Local municipality involvement in the localisation process is essential to ensure sustainable development is implemented. This is a complex issue and will firstly be tackled by discussing the local municipality engagement process. To understand the types of targets and indicators that were prioritised in the localisation of SDG 11 in the CTMM process the most important thing was to understand the process of the SDGs itself. As can be noted, localisation takes place throughout the entire process. This is not in line with the MDGs where local governments were not continuously engaged through the process and development of the policy.

The effects for sustainable development can be twofold. Firstly, a non-inclusive process does not prompt the buy in of the local government authorities. Secondly, the process does not provide a clear guideline for local government to engage in the localisation through integration. Thus, local governments are reluctant and are unable to commit to the process and its intentions, which limits the ability of the process to aid in the implementation of sustainable development. This process also reveals the power that the technical experts (officials) in the process and the official responsible for the process have from conception to completion.

4.3.1 Understanding the sustainable development goals

The SDGs came into effect in 2016, as universal set goals, targets, and indicators with the aim of addressing critical sustainability issues such as poverty, climate change, inequality, economic development, and ecosystem protection, the SDGs are to be implemented in all countries. The SDGs like other international agendas must be implemented locally simultaneously with national development policies and programmes, which means there is a need to localise the SDGs to suit the national agenda (Kanuri *et al.*, 2016; Gollub, Saner and Sidib, 2017). From the interviews conducted with the different stakeholders it was clear that they understand what the SDGs are and why they were developed. A key informant from CoT commented that “the SDGs are a global framework that bring global ambitions together so that all stakeholders can be able to work towards bringing a better future by ensuring that when we do economic development, social development and environmental sustainability that all is done

towards achieving the end vision that is sustainable for all”. Understanding what the SDGs stand for is important as it will make the process of localisation much easier for local government.

The SDGs also call for a great level of integration across different sectors, societal actors and national states to find linkages between the goals (Blanc, 2015; Bowen *et al.*, 2017). This was highlighted by one of the interview respondents when they mentioned that “SDGs are international goals that countries need to work towards to align to sustainability processes. The importance of the SDGs comes with countries taking the responsibility to commit to linking their country developments with the global goals”. The integration of the SDGs does not only apply to government but involves all stakeholders who need to be aware and understanding their role in the implementation of the SDGs. Thus, for local government to be able to implement the SDGs, the different stakeholders will have to understand that as much as the goals are global, they need to be implemented on a local level and this will be effective if all stakeholders are on board.

Furthermore, the SDGs speak to transformative action that is considered to be local action in cities and other human settlement (UN-Habitat, 2017). Thus, more than anything the success of SDGs is dependent on local actions and implementation on the ground. There is evidence that the idea behind the global Goals is understood as one of the respondents from CoT acknowledged that “Sustainable development goals speak to the sustainability of a city or a community”. This outlines that SDGs more specifically SDG 11 require implementation at the urban level, and this depends on the involvement of local actors and institutions. The global Goals are ambitious and apply to all countries but to be realised action is required on the ground by local actors who understand the needs on their communities and the solutions to those needs.

All respondents showed a clear understanding of the SDGs and what it would take for them to become a success. This can be noted from the different responses from the interview informants highlighted below:

- the goals are addressing a whole lot of global challenges that we are facing in the world, and they are trying to be inclusive not only looking at the poverty eradication but also focusing on the environment,
- how do people adapt to the challenges looking at the environmental degradation but at the same time also trying to make people prosper within an equal society?

- looking at different aspects of sustainability, the environmental, social, and economic and bringing those together to create a better place for people to live and work, creating opportunities and accessibility and a healthier and happier society.
- the SDGs have a global platform where regardless of the size, the budget, the capacity, or capabilities of a municipality they have the opportunity to be part of this global movement and global commitment.
- The goals tackle poverty, protecting the environment and ensuring that people have sustainable livelihoods.
- Making sure that cities are liveable and resilient to disasters, waste is managed, there is quality water and sanitation, there is use of renewable energy, urban health is promoted and the triple bottom approach to sustainability is reached.

Local government in South Africa has already committed to achieving sustainable development and they have policies and programmes developed to implement sustainable development. Thus, sustainable development is not a new concept to local government and understanding the SDGs becomes an easy process due to the already existing commitments.

4.3.2. City of Tshwane projects in relation to sustainable development

The success of SDGs can be reached if local government commit to developing projects and programmes that aim to address sustainable development. Thus, it was important that the researcher investigates if CTMM is already committed to achieving sustainable development by looking at projects they are already implementing. It has widely been acknowledged that sustainable development should be implemented at a local level. In South Africa, the notion of developmental local government has ensured that local authorities begin to actively think about sustainable development (Parliament of the Republic of South Africa, 2000; Nawa, 2013; Molepo, et al., 2015)

Local government in South Africa is already instructed by national policy to implement sustainable development (DEAT, 2008; DEA, 2010, 2011; National Planning Commission, 2012; National Treasury, 2016; Chulu and Casazza, 2016; SALGA, 2016) According to the respondent's from the CTMM, "the CoT established the CSU which aims to develop and guide the implementation of sustainability programmes geared towards the city's response to the global sustainable development and climate change challenges while leveraging on the available economic and financial mechanisms to attract revenue". This shows the existing

commitment by the city to addressing sustainable development challenges. In addition, another respondent from CoT highlighted that “the CSU makes sure that all the city departments that provide service delivery from energy, waste management, water, sanitation and transportation deliver these services in a sustainable manner – by making sure that sustainability is mainstreamed within those sectors in the municipality”.

As a part of the city plan to addressing sustainability the city published the Strategic Framework for a Transition to the Green Economy in 2013 to provide a strategic guide for low-carbon, equitable economic development that can enhance transition to green economy and facilitate sustainable development (CoT, 2015). In addition, based on the city climate mitigation objectives they undertake an annual CoT Greenhouse Gas Inventory Management Plan (CoT, 2014a, 2015) and the respondent’s from the CoT confirmed their involvement in developing the plan. Further, the CoT Vulnerability Assessment to Climate Change was completed to identify climate risks and adaptation options (SACN, 2014) which forms part of the CSU role. A respondent from CoT pointed that both Green House Gas Inventory Management Plan and the Vulnerability Assessment have contributed to evidence-based planning and have given rise to the city sustainability programme. Moreover, the city IDP is linked to achieving an inclusive economy that is resilient and can facilitate economic growth. The respondents from the CoT mentioned that projects implemented through the IDP aim to address elements of climate change, green economy, and city sustainability.

The specific example’s given by the respondents from the CoT were that; (i) the city had introduced a renewable energy project to promote sustainable energy. Through the project the city installs solar PVs in all city owned buildings as a way of saving electricity. (ii) the Tshwane food and energy center in Bronkhospruit, to demonstrate independent urban agriculture and encourage small farmers by capacitating and training them on sustainable projects.

Another significant element of creating sustainable cities is in relation to partnerships. The city has currently established partnerships with other organizations to ensure sustainability of its programmes. A respondent from the CoT mentioned that the city is currently working on climate action plan in partnership with C40 to identify challenges, vulnerabilities, and action towards becoming a climate resilient city. The city is also partnering with SANEDI on the transformation of informal settlements. An informant from the experts’ organisations mentioned that they have worked with cities, including CoT to promote resource efficiency and create sustainable livelihood by partnering with international organizations and committing

to global agreements. The city is also part of the Green Building Council; this is a partnership that has enabled the city to introduce energy efficiency in municipal bond buildings.

In addition, the city has been part of the State of Cities Report which is published every 5 years by SACN. A respondent from SACN explained that this is a way for the city to track and report on their progress on becoming a sustainable city. Furthermore, the respondent from SACN pointed that it is important to note that people within the city are already adapting, so the city must look at ways to enhance those same mechanisms on the ground and adapt them into the current climate change scenarios that the city develops. Through partnerships the city has also managed to administer the CoT Vulnerability Assessment to Climate Change which was administered to identify vulnerability to climate change in the city and to identify areas of mitigation and adaptation to ensure that the city and its citizens are resilient to climate change. This projects also resulted in the establishment of the Framework for Green Economy Transition as way to focus on adaptation issues and building resilience of the city.

Furthermore, a respondent from UN Environment mentioned that CoT has engaged in projects that involves green infrastructure, urban food sustainability, green transport, urban vulnerability, urban governance, and rural-urban interdependencies through their partnership. Based on the data collected from the interviews there is evidence that the CTMM is working towards having a sustainable city as they have developed projects and programmes that promote sustainable development. The city is not doing this on its own but through partnerships with other government department, private sector, and multinational organisations. However, there is no clear evidence on how they have engaged with civil society on policy making other than through the IDP process. This proves top-down approach, which was highlighted as a lesson learned from the MDGs (Fukuda-Parr, 2014, 2017) in the literature. Thus, for the localization and integration of SDG 11 the CTMM will have to ensure that civil society is involved to ensure transparency and adequate implementation.

The respondent from expert organisations pointed out that, due to inequalities in the country local government focuses on addressing issues related to service delivery in communities and this has resulted in municipal funds being directed to service delivery projects other than sustainable development projects. Nonetheless, through the city's IDP there are projects that address sustainable development such as projects on human settlements, waste management, energy, and transport. The city has recently committed to a green economy which has become a flagship towards developing a sustainable city. They have developed the Tshwane Green

Campaign and the Tshwane Green Outreach Project for the implementation of its green economy and sustainability programme.

The respondents from expert organisations highly praised the city for the projects on green economy, waste management, climate change and the mainstreaming of sustainability by establishing the CSU, however they also highlighted that the city is not doing enough as there is a lot to be done to get to a sustainable city. Furthermore, they expressed that there is a need to leverage on partnerships for information sharing and knowledge generation. The city needs to take best-practices from other cities who are already localizing the SDGs and implementing SDG 11. Literature shows that local government often lacks capacity and resources to implement sustainability initiatives (Slack, 2014; Fenton and Gustafsson, 2017; Klopp and Petretta, 2017), however building capacity as well as promoting good governance with all spheres of government will result in adequate implementation of policies, programmes and projects on the local level (Van Schalkwyk, 2015; Chikulo, 2016; Fenton and Gustafsson, 2017; Tripathi, 2017)

4.3.3 Localizing the SDGs

Local governments play a significant role in the implementation of SDGs, which can only be implemented effectively if embedded into both national and local policies and processes. This is important because local governments form a bridge between national governments, communities and citizens, as a result of their “crucial role in setting priorities, executing plans, monitoring results, and engaging with local businesses and communities” (Slack, 2015; Reddy, 2016; UCLG, 2017, 2018). All respondent agreed that localisation at local level is very important because the SDGs are taken from a global perspective, and they need to be brought down to how cities in South Africa work as cities cross the world have different challenges on the ground. Localising the SDGs is significant as its focuses on the needs of the city in relation to the SDGs targets and indicators and what the city will need to achieve to adequately implement the SDGs. Some of the opinions included the following:

- localizing the SDGs is important, looking at what the city needs in relation to the SDGs targets and indicators and what the city needs to achieve,
- It is necessary to localize, because countries, municipalities and different stakeholders are forced to start thinking about sustainability in a more streamlined way,

- Localization also encourages decentralization of certain functions as opposed to things being done by central governments and in which municipalities are better equipped to implement,
- Localisation will assist local government in identifying challenges within the city and how they can be addressed by integrating the SDG and their government local mandate,
- Localisation will also assist local government to revisit their projects and check if they are tackling sustainability more specifically in relation to addressing SDG 11 which is more specific to local government and urban areas.
- Localization allows local government to maximize on the work they already doing as they can use all the data and program outcomes to meet both their local and international ambitions.

Literature outlines that, SDG localization comprises two main process, (i) planning and implementing the SDGs; the process by which local government (or regional governments, in some cases) define, plan, and implement strategies to achieve locally-adapted goals and targets, and (ii) monitoring SDG progress: in addition to local implementation, local government need to also monitor progress on a range of SDG targets (SDSN, 2013). Thus, through identification of targets and indicators, local government will have the opportunity to integrate their local mandate with the SDGs, which will also allow them to measure and monitor the progress of implementation.

According to (UCLG, 2017, 2018) there is a need for strong engagement from local actors and institutions as a number of SDGs have to be implemented at the urban level. Thus, it is necessary to further decentralise so that local government has power and clear responsibility at the urban level. This was emphasised a respondent from the expert organisations by pointing out that “localisation also encourages decentralisation of roles as opposed to roles being centralised to national government to allow local municipalities to implement on a local level”. Local government in already implementing programmes and projects that address sustainable development and localisation will only be a matter of merging the global ambitions with the already existing work on the ground.

Moreover, from MDG experience it was seen that countries are more likely to make progress on international development goals where they already have similar targets or priorities in place (SDSN, 2013). Thus, local government will have to scan and detail the landscape of all existing

strategies and policies, and then compare the existing goals and targets with the global SDG targets. This will in turn provide direction on where local government need to start working looking at what has been done on the ground, what is being implemented currently and what can be done in the future to ensure the implementation of the SDGs. Additionally, by localising, local government can revisit their current policies and projects to align them with SDG 11 which is more specific to local government and urban areas. This will also result in maximisation and scaling of projects that already exist as all the existing data and programme outcomes will meet both local and international ambitions.

4.3.4 Localizing and integrating SDG 11

SDG 11 aims for transformation that will enable inclusive, safe, resilient and sustainable human settlements (Fukuda-Parr, 2017; United Nations, 2018). For example, Goal 11 proposes fast-tracking the adoption by cities and human settlements of integrated policies and plans addressing resource efficiency and climate change (Kanuri *et al.*, 2016; Klopp and Petretta, 2017). Thus, localising and integrating SDG 11 into CoT mandate will assist in addressing the challenges that the city face as a growing global city. A respondent from ICLEI pointed that highlighting the targets and indicators of Goal 11 will enable CoT to start working towards localisation and allow the municipality to integrate the SDG 11 targets into their IDPs, Frameworks and the CSU mandate on sustainability.

As it has been highlighted by literature that, SGD 11 is interconnected with the other 16 goals which also highlight the need for municipal engagement in achieving, for example goal 6 on clean water and sanitation, goal 2 on food security, goal 9 on investment and infrastructure, goal 8 on economic growth and goal 12 on sustainable use of resources. It means that, if CoT can address SDG 11 targets, they will be able to meet all the other SDGs directly or indirectly. According to respondent from the UN Environment, the UN in South Africa has already started work towards assisting local municipalities with integration of SDG 11. For example, they have developed focus areas through their Strategic Cooperation Framework, and UN Environment published the SDG mapping against the NDP which outlined the six environment-related SDGs and identified gaps in terms of local targets and indicator development. In addition, the UN has also appointed an SDG advisor who works hand in hand with the DPME to identify specific points of integration and implementation for local government.

Furthermore, the respondent highlighted that the UN is also working together with Stats SA on the SDG Domestication and Validation workshops to develop indicators through technical

assistance and guidelines. The respondents from CTMM confirmed that they have been involved in the SDG Validation Workshops. According to the respondent's from CTMM, to break down the SDG 11 targets they have looked at the different sectors within the city and aim to mainstream sustainability to align their goals with that of SDG 11 targets. Another way the city has established ways of integration is through the Built Environment Performance Plan which was established by National Treasury (National Treasury, 2016), which highlight city development that incorporates issues of sustainable development, climate resilience and resource efficiency in SA cities pointed the respondents from CTMM.

A respondent from SACN highlighted that there is still a huge gap in terms of municipalities understanding how they can fully localise the SDG 11 as part of their IDP processes. According to UCLG, (2018) the SDGs have limited guidance as to how implementers can reconcile their daily commitments with the global goals, particularly because the SDGs do not facilitate practice but rather a political end. Thus, it is important that CoT partners with organisations such as ICLEI and SACN who are already working with cities across the world to establish localisation and integration frameworks for SDG 11. From the data collected from the interviews it was clear that CoT has not developed a framework for SDG localisation and integration, which means they are being left behind when it comes to addressing SDG 11 even though they are currently addressing SDG indirectly within their existing mandates. Thus, a guideline for localisation which unpacks each target and indicator and compares national, provincial, and local mandates, as well as identifying the roles of local government departments will be needed within the city.

Several authors support the incorporation of Goal 11 in the SDGs and the recognition of cities as potential key drivers of sustainable development, and the agreement that there is a need for decentralization of powers and responsibilities to the urban level (Kanda and Gustafsson, no date; Lucci, 2014; Reddy, 2016). A respondent from ICLEI pointed that “for cities to be sustainable local government will have to implement and address local needs and this can be done if roles are clarified, and power is given to local government through capacity and financial resources”. For example, a respondent from CoT mentioned that the city is already addressing SDG 11 targets through the CSU programmes, and they have policies and frameworks that accommodate SDG 11, thus localisation and integration becomes a matter of identifying linkages and addressing challenges, as well as identifying connections between the global goals and the local goals. For those cities with pre-existing strategies with local goals

and targets, localisation becomes a process of reconciliation and integration or simple validation from stakeholder (Klopp and Petretta, 2017).

4.3.5 Ensuring adequate implementation of SDG 11

Respondents from CTMM agreed that the City will have to assess how SDG 11 relates to the IDP, sector plans and financial budgets to implement the SDG. There was clear evidence from the literature that as much as SDG 11 is a stand-alone urban SDG, it is connected to the other 16 SDGs and if cities can realise the connection, they would be able to address the implementation of all the SDG. The respondents from expert organisations supported this statement by highlighting that fully implementing the urban SDG will result in local government addressing their local mandate and the other global goals which will promote adequately implement the SDGs. Another respondent highlighted that, the city would also have to engage the community on the initiatives that will form part of the IDP while ensuring that the community understand the SDGs and how the economic, social, and environmental aspects can be incorporated into the SDGs. This is a way to ensure that communities understand what the SDGs stand for and how they are linked with local municipalities services on the ground and the social aspects of community.

Slack, (2014) mentioned that it is also critical that the debate around the SDGs and their implementation at the local level consider the importance of ensuring access to the necessary resources and capacity in order for local government to deliver effectively (Slack, 2015). A respondent from CoT highlighted that, due to resources, capacity, and realities on the ground aligning to the field of sustainability becomes a challenge for local government. For example, literature has shown that South Africa has excellent plans from national to local policy, however the implementation on the ground is always a huge challenge (Patel, 2001; Padarath, 2008; Sikhakane and Reddy, 2011; Hofisi *et al.*, 2013; Nawa, 2013; Rogerson, 2014; Moyo, 2015; Gardner, David; Graham, 2018). Another important factor to note is the timeframe for integration as it requires resources and capacity from all spheres of government. Thus, implementation goes hand in hand with both human resource capacity and financial capacity of cities and local government. SDG 11 is already a local government mandate and to achieve its targets CoT will need to understand their role on the ground and how they can partner with other stakeholders in implementation of projects and programmes.

Respondents further agreed that there is a need to get the governance right to reduce the issues of corruption, particularly as far as access to basic services delivery, procurement processes

and having a more transparent process that allows citizens to participate in their development. Research points out that, good local management implies high performance not only in managing local services, but also in enabling local communities to solve their own problems and to create better futures for the stakeholders (Chikulo, 2016; Fenton and Gustafsson, 2017). It is noticeable that there is a link between good governance and service delivery. One needs to know what the population demands in order to carry out these tasks (Chikulo, 2016). In addition, extremely high political will and good leadership that can support the implementation of SDG11 will be important.

Moreover, respondents from expert organisations indicated that localisation of SDG 11 already gives local government the first step towards implementation as it will ensure that there is alignment and integration into local mandate. Thus, mainstreaming sustainable development in all department to create synergies and alignment in policies, programmes and projects becomes the mandate of CoT to ensure adequate implementation. As highlighted by the respondents from expert organisations, the potential of cities will be maximised when there is alignment and integration of investments in transportation, human settlements, resilient infrastructure networks, and land governance, which are the main vehicles of urban development. Local government therefore needs to anticipate challenges as there is uncertainty with resources, capacity and timelines for implementation.

Thus, developing a capacity-building package that will not only address technical skills for resource mobilization but also skills on developing bankable projects and programmes that can attract financing, will be significant. Thus, leadership management and administrative capacity of top and middle level staff should be prioritised by the City expressed respondents from expert organisations. Committing to SDG 11, raising awareness, building capacity for people to think in an integrated manner and then strengthening skills in a systems thinking approach. All these will require a transparent process, participation of citizens and residents of the city and, a framework with achievable targets.

4.3.6 Monitoring and evaluating the implementation of SDG11

According to the informants from CoT, the city has not yet developed a framework for the integration and implementation of SDGs, as a result they cannot track the progress yet. Monitoring and evaluation of the SDGs is done at national level by Stats SA, however, respondents from CoT argued that with frameworks such as BEPP, IDP and Annual Reporting the city will be able to integrate, implement and monitor the progress on SDG11. The city has

also taken initiative in starting the integration process, by understanding how the SDGs relate to their local mandate and comparing the targets with current plans in the IDP and sector plans. For example, a respondent from CoT explained that through the CSU and the projects that have been implemented the city is able to track the work that has been done in alignment with SDG 11 and improve on areas that need improvement.

The indicators and the targets are there to measure the implementation of SDG11 as they provide an opportunity for local government to be able to monitor progress. Another important fact is reporting for both local policies and SDG 11 so that they can avoid double reporting by using the same information and data collected. A respondent from CoT alluded that tracking progress on implementation has been a challenge for the country due to unavailable data and often the SDGs require very specific data that might not always be available. For example, CoT would have to work closely with Stats SA to strengthen their data and reporting. Another respondent from CoT highlighted that they are working with external organisation that have capacity and financial resources to address the data challenge. The objective is to strengthen reporting as there is no sufficient capacity to deal with the challenge within the city.

All respondents further stated that local municipalities can make use of the IUDF to strengthen their implementation and reporting. The IUDF extends Chapter 8 of the NDP, which is about transforming human settlements and the national space economy, and interfaces with the challenges currently facing South Africa and the development framework set out in the NUA and SDG 11. Through the IUDF framework there is a clear guideline for developing inclusive, resilient, and liveable urban settlements, while addressing the unique conditions and challenges facing South African cities and towns. The respondents from the city agreed that to meet Goal 11 urbanisation needs to be managed effectively, to promote the NDP development goals and to ensure higher levels of growth and economic prosperity for all citizens.

4.4 Conclusion

The findings from the data collected show that there is a need for alignment and synergy between government departments to develop momentum within the CTMM. Mainstreaming sustainability across all departments will eliminate the idea that the SDGs are an add on to the current projects and programs. SDG 11 is a local government mandate and through the existing projects and programs the targets and indicators can be achieved without any doubt. A sustainable city focuses on integrating sustainability strategies into city planning to align sustainability and urban services. This produces effective impacts on both local and global

sustainability challenges. Additionally, it was evident that local government have a crucial role to play in determining the extent to which their city will be sustainable as they are closely connected to it.

While there has been implementation of programmes and policies to improve the quality of lives through development and creating sustainability in the city, there is still work to be done. The CoT must enforce sustainability across all departments as integration cannot be accomplished without a holistic understanding across the city departments. As much as progress has been made nationally through the DPME and Stats SA on localization, integration and monitoring, the CoT still lacks behind as they have not developed any framework for implementation and monitoring of SDG 11.

The study acknowledges the thought process of localization of SDG 11, and the work that comes with integrating the SDG into the already existing policies and projects and therefore recommends a framework to be put into place for local municipalities to follow. It is also evident that there are many policies in place already that align with SDG 11 which can be used as a guideline as to how the CoT can reach its ambition of implementing SDG 11. Furthermore, the impact created through the implementation of both local policies and SDG 11 can benefit both local and international reporting which eliminates double reporting by local government.

In relation to Goal 11, which clearly states that “cities and human settlements should be inclusive, safe, resilient and sustainable”, the city must have the capacity to maintain its core purpose and integrity as a life-nurturing environment for the fulfillment of its community in the face of any circumstance. Thus, it is an approach of understanding and determining where the strengths and weaknesses within the city lie in relation to spatial, social, economic, and cultural reserves which then determines the adaptive capacity of the city in response to different changes and distresses. However, in the quest to reach this practice, there appears to be a gap between the theoretical dimensions in which sustainable development operate and the more practical tools and devices required by local government to apply sustainable development in the design and management of cities.

While trying to bridge the gap between theory and practice, it is also important to look at practical tools for exploration. Since sustainable development is the target position and goal, and SDG 11 is the framework that allows for exploration into how close or far the city is to reaching the goal, there needs to be a clear definition of what the goal is in relation to performance qualities and what kind of attributes of Goal 11 can be used to restructure the

urban system of the city. One way of bridging the gap is to engage in the physical environment of the city through Goal 11, as the realm that influences the lifestyle of its citizens, as well as the operational efficiency of the urban system. It works as a useful way to measure and observe the effects on intervention other than looking at policy on paper.

For example, the CoT established the “Green Economy Strategic Framework”, which identifies a number of mitigation and adaptation actions, developed in 2013 (CoT, 2015). To be able to measure the impacts of these actions and facilitate the setting of ambitious targets, the CoT conducted baseline studies. It is against this backdrop that the greenhouse gas inventory and vulnerability assessment were undertaken. The ultimate goal of the Green Economy Strategic Framework is to create a comprehensive, “integrated Climate Change Response Strategy” (CCRS) (CoT, 2014a). Then the CSU was then established for the purpose of facilitating the transition of the city towards a green economy and developing the CCRS. In that direction, the CSU commissioned the baseline studies, drafted a “Sustainable Financing Mechanism strategy” to support the transition to green economy and launched an innovative Outreach Program, called “Tshwane Green” aimed at robust awareness raising on “climate change” and “sustainability” among the public.

In addition to the CCRS the city developed the Green Economy Strategy which provides a guide towards a low-carbon, climate resilient and resource-efficient growth trajectory that creates a maximum number of jobs and stimulates economic activity while ensuring sustainable development. The strategies also aim to address the Tshwane Vision 2055 outcomes in relation to resilient and resource-efficient city. Furthermore, the Strategic Framework also assists in identifying new and existing projects and programmes to be included the CoT IDP. The IDP has made significant improvements in livelihoods by addressing services such as (housing, water, sanitation, education, and health care). Thus, the next IDP continues with service delivery roll-out, but also focuses on integrated solutions that reduce resource consumption and the generation of pollution and waste, while opening new opportunities for green jobs and green economic growth.

The government still needs to align and create synergy between different departments to develop momentum within the city. Mainstreaming sustainability in all departments will be significant so that it does not seem like an add-on to the current projects and programs. SDG 11 is a local government mandate and through the existing projects and programs the targets and indicators can be achieved without any doubt. As much as progress has been made

nationally through the DPME and Stats SA initiatives for localization, integration and monitoring of SDG 11, the city still lacks behind as they have not developed any framework for implementation and monitoring. Thus, working towards developing a framework for implementation and monitoring for SDG 11 will be a significant step for the CTMM.

Chapter 5: Findings and Recommendations

This chapter focuses on the concluding remarks based on the findings presented and makes recommendations on how local government can play a role in the effective implementation of SDG 11 to aid the achievement of all the SDGs.

Part of the objective of the research was to explore how local municipalities can localize and integrate SDG 11 into their already existing mandate, and they can ensure adequate implementation of SDG 11. The research has shown that localization is a significant step towards the implementation of SDG 11 and serves as a process that allows for a detailed integration of SDG 11 into already existing local policies and programmes. For example, there are many policies in place already that align with SDG 11 which can be used as a guideline as to how the CoT can reach its ambition of implementing SDG 11. Furthermore, the impact created through the implementation of both local policies and SDG 11 can benefit both local and international reporting which eliminates double reporting by local government.

Due to the dynamic nature of policy development systems, a communication network and feedback mechanism should be included in the engagement. According to (ICLEI, 2015; UCLG, 2016; UN-Habitat, 2017; SA Cities Network, 2018) governance for sustainable development should include public, private and government representative to participate in policy-making. All stakeholders should have common understanding and support for the policy to be effective and to address the challenge at hand. It is also important that national government has a defined role in the process, focusing on how it will support the other stakeholder. Sustainable development cannot work without the support of national government, inter alia in the form of incentives outlined in the policy framework, as a way to attract investors to align their priorities on economic development, poverty reduction and environmental protection with those of the government (Moyo, 2015; Brondizio, 2017; Caprotti *et al.*, 2017; Linda Afons-Gallegos, et al., 2018).

The literature review has also showed that there is disintegration that exist between institutions both in public and the private sector, with each having their own interpretation of sustainable development as well as competing needs (Bai *et al.*, 2016; Dellas *et al.*, 2018; Dellas, et al., 2018). It is well evident that the South African government recognizes the importance of intergovernmental planning in the process of drafting policies as it comes out in the already existing policies NSDP, IDPs, and MTSFs. However, it can also be seen that a coordinated and integrated planning in national, provincial, and local spheres of the government is lacking. This

has resulted in duplication of policy objectives and a lack of involvement of business representatives because of the competition between levels of government (Ndeke, 2011; Nawa, 2013; Linda Afons-Gallegos, et al., 2018). Furthermore, effective, and consistent policies, implementation programmes and monitoring mechanisms for sustainable development have been a huge challenge for the local municipalities. This is expected to be exacerbated by the SDGs integrated nature and the related challenges of measuring, monitoring, and communicating progress.

In the context of South Africa, the apartheid legacies have led to spatial segregation and inequalities in resource distribution in SA cities, pressurizing the current government to prioritize social objectives in service delivery, particularly to improve the quality of life of the poor. Furthermore, the SA government is aware of the housing backlogs, transport, and increase in informal settlement which are a major challenge due to increasing urban population, lack of unemployment and financial constraints. Thus, planning must be done in advance while projecting future growth in the cities to tackle these challenges. In addition, data availability remains a challenge and requires time and support from the stakeholders involved in the process.

Policy development in the country seems to have a top-down approach where the national government develops policies and mandates for all spheres of government with little involvement of local government and other stakeholders. For instance, the municipal IDPs are informed by the NSDP, NSSD, MTSF and NDP and less frequently consider unique local challenges. This limits local government and the involvement of local citizens and other stakeholders as they focus more on achieving the national objectives other than focusing on their specific local mandates. In addition, due to limited resources local government often lacks the capacity to implement and monitor progress on the ground, which also affects national reporting at large. Moreover, the country is still battling with effects of apartheid system which has caused inequality and segregation, and local government has turned to prioritize the eradication of poverty and providing basic services more than sustainable development.

Furthermore, power struggles, political interference, and lack of awareness on sustainable development at all levels of government have been identified as key constraints to implementation of sustainable development in South Africa. Additionally, national budget allocation to government departments and sectors is not adequate for implementing integrated projects. Integration of SDG 11 will require partnership between government department,

private sector, and civil society to unlock financial investment, buy-in and cooperation by all stakeholders, a wide range of methods to promote stakeholder involvement in every step of policy development and implementation is significant. Planning for urban development and the development of urban policy can be a dynamic process, therefore appropriate policies are important to address integrated challenges.

Due to the complexity of cities, urban policies should be developed by government, with active participation of local communities and relevant stakeholders for policy formulation, planning and implementation of programmes that suit specific community needs (Sikhakane and Reddy, 2011; ACSC, 2016; Dobrescu, 2017; Gollub, et.al., 2017). Thus, localization process requires participation from all stakeholders to ensure that integration is well aligned with local needs and there is buy-in from all stakeholders to ensure adequate implementation. In addition, there will be a need for inter-departmental partnerships within government, strong relationships with private sector and civil sector, coupled with improved capacity in municipalities to effectively achieve the set targets and objectives.

The following recommendations are made to assist the CTMM in understanding the localization and integration process and developing a framework for SDG 11 implementation to ensure adequate implementation of the SDG.

5.1 Recommendations: Localization and Integration

For the localization and integration of SDG 11 local government will firstly need buy-in which will ensure that there is coherence and alignment with local policies. Secondly for localized integration to be successful local development priorities and challenges need to be outlined and emphasized. This ensures that there is ownership and development will be effective and will get local government committed to achieving the set objectives. Thirdly, emphasizing the use of existing institutional structures and processes. CTMM has already committed to sustainable development and there is no need to reinvent the wheel, rather aligning to the already existing mandate. The existing structures should be organized in the most efficient way, to promote coordinated efforts in improving policy alignment in partnership with government actors and stakeholders.

Fourthly, local government will need to use issue-based approach to the policy integration by establishing cooperation across government department and sector departments. This has proved to be a challenge; however, it is a significant aspect of localization and integration. It is important to understand that development priorities are interrelated when implementing

sustainable development and that also applies to local development plans. Furthermore, local government need to understand that issue-based approach will only be of benefit if it is coupled with using the best existing structures and processes. Lastly, local government will have to look beyond short-term goals and focus on long-term and transnational policies. For example, with climate change challenges they are not restricted to national border and can affect a flow of people and of goods, thus long-term and transnational impact should be considered when developing policies.

Localizing and integration of global policies into national policies has no straight forward solution and will always remain a challenge in many countries more specifically for local government. However, the challenges do not mean that it is not significant, or it is impossible. Contrary to that, the policy alignment for sustainable development is reliant on the notion that inclusive and sustainable development will work if there is alignment in policy (Fukuda-Parr, 2014; Barnett and Bridge, 2016; Caprotti *et al.*, 2017; Gollub, et al., 2017; Morton, et al., 2017; UCLG, 2018).

5.2 Recommendation: Implementation and monitoring

The development of policy can be identified with three components; choice, implementation and assessment that should be clearly communicated to the public. Sustainable development policies should be developed jointly by the government and other stakeholders who are affected by the challenges in question (Adams, 2017). In developing policies, there must be extensive research conducted to investigate the main challenge and what steps will be taken to resolve the challenge, as well as what alternative policies would tackle competing needs of all stakeholders. It is also important to have a clear understanding of what would be the advantages and disadvantages of the policy because a policy could create more problems rather than tackling the intended problems (Ndeke, 2011; Nawa, 2013; UCLG, 2014, 2017; Arslan et al., 2016; Reddy, 2016). The formulation of policy should be followed by an implementation and timeline review to assess whether the policy and implementation programmes are effective in tackling the main challenges in the context of socio-economic, environmental and institutional interrelationships (Ndeke, 2011; Nawa, 2013). Additionally, to enhance effective implementation of the SDG 11 requires well knowledge and skilled personnel. Human and resource capacity requires a huge investment, which local government should focus on to ensure that implementation will be adequate (Carew-Reid *et al.*, 2013; Brondizio, 2017; Morton, Pencheon and Squires, 2017; Linda Afons-Gallegos et al. 2018).

Statistics South Africa has already started the process of localization through the National SDG Domestication Workshops (Stats SA, 2017). These workshops include policy deliberation and consultation consisting of key stakeholders and citizens. This important localization process serves as a central place for disseminating a detailed understanding of policy integration and the importance of incorporating the SDG targets in local policy objectives to achieve overall national and sectoral sustainable development objectives. Developing long-term strategies with realistic targets and political backing, together with a monitoring programme for assessing impacts, implementation processes, and target results will advance SDG implementation at the local level. The monitoring programme is the most important as it will inform future development of sectoral strategies and plans (Stats SA, 2017; 2018).

5.3 Recommendation: Data capacity and management

The government established the DPME to facilitate monitoring and evaluation systems and to bring coherence to data collection process with more focus on results. In addition, there are other frameworks such as the National Evaluation system, Departmental Quarterly Performance Reporting System, Management Performance Assessment Tool, Frontline Service Delivery and Citizen Based Monitoring and Outcomes Monitoring. Moreover, in relation to the NDP implementation, the goals set on the Vision are embedded into five-year Medium-Term Strategy Frameworks (MTSF) which focuses on the departmental monitoring and evaluation of implementation process.

On a broader perspective, the monitoring of progress on national development priorities continues to rely on data collected by Statistics South Africa, using the national census and other sources administrative and non-administrative data, coming from government departments and other entities. The country's monitoring and evaluation system has mainly been dependent on data provided by Sector Working Groups which consists of relevant departments, agencies and civil society coordinated by Statistics South Africa, however according to the MDG Report (Stats SA, 2015) the availability of reliable and timely data limits the country's capacity to track progress towards national and internationally agreed development goals and inform decision making. Currently, the SDGs are far more demanding than the MDGs in relation to data and they call for data availability that is separated according to location, gender, ethnicity, age groups and other factors (Fukuda-Parr, 2017). Thus, the country needs to build on the strength of the current system, and work towards an integrated inclusive and participatory monitoring and evaluation system that can make use of the data

transformation, and opportunities related to innovation, new technologies and new public and private data providers (Fukuda-Parr, 2014, 2017; Stats SA, 2017).

Thus, in relation to local municipality such as CTMM they will need to develop an integrated monitoring and evaluation system that can monitor progress towards local development goals and targets. In addition, there is a need to focus on monitoring and evaluating policies and programmes and looking into how the findings are informing changes in policies and programmes, while creating a demand for data that inform how policies and programmes are designed. Moreover, there is a need to outline the challenges restricting an integrated, inclusive, and participatory monitoring and evaluation system and what the causes of these challenges are.

5.4 Strength and limitations of the research

The study explored the role of local government in the implementation of SDG 11 focusing on localization and integration. The research outlined how CoT can localize and align SDG11 targets and indicators with the already existing policies.

The utilization of discourse and literature helped in the understanding of very complex concepts within the context of the study. It also enabled the researcher to explore beyond just addressing the research questions but understanding the relationship between local government and sustainable development, and the implementation of global goals on a local level. The research method focused on a case study and triangulated document analysis with interviews. This variation allowed for details within each mechanism to be explored, for example details around priorities set by municipalities for integration, as well as issues between different mechanisms such as mandate for local government for policy integration versus implementation process.

The subject matter relating to integration and implementation of SDGs by local government is enormous and attempting to do justice to it would require sufficient time and resources, which was extremely limited in this research study. In this instance, the case study approach was very useful as it encompasses the institutional as well as spatial and temporal elements of the research process (Kitchin and Tate, 2013).

Whereas the limitation of utilising just one case study in research of this nature is noted, it is important to understand that the research had time and resource constraints. Given the time and effort to be taken to understand the spatial, institutional, economic, and political dynamics of

the CoT Metropolitan Municipality, justice would not be done to the research aims if more case studies were to be employed.

Visits to the CTMM allowed for thorough understanding of the area as well as priorities set under the CTMM including existing policies being implemented. However, if time and resources permitted, more attention could have been paid to finding more voices to provide a greater variety of thoughts and understanding on local government implementation of global policies. Similarly, while the case study serves as a snapshot in time, the framework of evaluation that is developed could be utilised at a later stage to embark on a comparative study in the CTMM as well as in other locales in South Africa with a similar context.

5.5 Conclusions

This study focused on the localization and integration of SDG 11 by local government focusing on the CTMM in South Africa. Localization focused on the role of local government in integrating the global goals into the local mandate and ensuring that there will be adequate implementation of the SDG 11. This was done to highlight the significance of localization and the important role that local government can play in ensuring that global goals become local goals. In addition, the study also aimed to understand the challenges and opportunities that local government face and how they could affect process of localization, implementation, and monitoring of SDG 11 in the CoT.

The national, provincial, and local priorities in policy and programmes in South Africa have a high overlap with the SDGs. It is well recognized that development in South Africa can only take place through collaboration between citizens and government, thus policies and their implementation will have to recognize the importance of collaboration. Strategic partnerships between different sectors; government, private sector, civil society, and international organisations will bring a strong blend to different strengths and has proved to have means for knowledge sharing. Thus, for CoT to reach its goal of adequately implementing SDG 11 they would have to leverage on strategic partnerships, develop a framework for implementation and monitoring progress as a way of focusing on implementing the objectives of the Urban Goal while ensuring that there is integration between its national agenda and the global goals.

The CoT has developed policies and frameworks to address sustainability however there is still much to be done to integrate SDG 11 and ensuring alignment in every sector and department. The city must focus more on creating an inclusive and continuous process which will create sustainability of projects. It is important that the city move beyond seeing SDGs as an add on

mandate, and create alignment, through knowledge platforms, synergies, transparency, collective decision making and implementation.

Political will and commitment still need to be stressed with regards to sustainable development and its significance to local development. Sustainable development must be mainstreamed in every sector to ensure that every implementation plan and framework addresses the targets of SDG 11. In addition, more focus must be paid on making sure that all stakeholders understand what SDG 11 targets are and how each stakeholder can play a role in ensuring that there is adequate implementation. This is one mechanism that has potential to help SDG 11 in reaching its targets through partnerships and synergies.

Sustainable development is significant in relation to the social, political, environmental, and economic transformation of CoT citizens. This study aimed at exploring the role of CTMM in the implementation of SDG 11 through localization and integration into local governments mandate. More so, it explored the process of how municipalities can localize and align the SDGs to already existing policy and the implications for adequate implementation of the SDG in deciding the development path of locality within the South African context. There might also be value in extending the study to other municipalities with limited skills and capacities to actively aid in addressing the sustainability agenda. It is hoped that the outcomes of this study will assist in highlighting the need for a framework for implementing SDG 11 adequately. In addition, the researcher hopes that the study can aid in understanding the need for improving stakeholder engagement, sector alignment and mainstream, and creating a more inclusive and deliberate mandate that will contribute to the adequate implementation of SDG 11.

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Appendix A: Letter of Intent for CTMM

Date.....

Dear Sir/Madam

RE LETTER OF INTENT TO CONDUCT INTERVIEWS IN THE CITY OF TSHWANE METROPOLITAN MUNICIPALITY.

This letter serves to verify that I, Malilomo Francisca Nkhabu, student number 16308965, I am a Master student at the University of Pretoria in the Centre for Environmental Studies, currently in second year of study. As part of my degree, I am required to complete a research project.

My research is title “The role of Local Government in the implementation of the Sustainable Development Goals: A case of City of Tshwane Metropolitan Municipality”. The research seeks to explore the role of local municipalities in the implementation of the Sustainable Development Goals. Part of this research is of a qualitative nature, where the experiences of the government officials will be captured and analysed with the use of an interview schedule. Therefore, I would like to inform you and ask for permission to work on my research within your institution and conduct interviews with the official within the institution. The interviews will form part of the data collection methods and also form part of the research findings.

Information accessed from the interviews is strictly for academic use and will not be produced without the prior consent of the respondents. The identities of the respondents will be kept anonymous and their participation will be completely on a voluntary basis with no risks involved and no compensation. Furthermore, all information collected will be stored in the Department of Geography, Geoinformatics and Meteorology under the supervisor’s care for a minimum period of 15 years. Your assistance in any form would be highly appreciated.

Yours Sincerely

Malilomo Francisca Nkhabu

MA Environment and Society

Faculty of Humanities

University of Pretoria

Appendix B: informed consent to be read out to potential participants

Date.....

My name is Malilomo Francisca Nkhabu, student number 16308965, and I am from the Faculty of Humanities at the University of Pretoria. As part of my Master's degree, I am conducting research regarding the role of local municipalities in the implementation of the Sustainable Development Goals. I would like to invite interested local municipality officials to participate in the study.

My research is title "*The role of Local Government in the implementation of the Sustainable Development Goals: A case of the City of Tshwane Metropolitan Municipality*". The research seeks to explore the role local municipalities in the implementation of the Sustainable Development Goals. In this case, focus be on the process of how municipalities can localise and align the Sustainable Development Goals to already existing policy and the implications thereof for the adequate implementation of the Sustainable Development Goals. In addition, I would like to understand the importance of local government in the integration of Sustainable Development Goals, and the limits and potentials for the implementation within local municipalities specifically the Tshwane Municipality.

I would like to ask permission for your participation in a few interview discussions planned for this study. The interviews are to be conducted at the times we both agree and will not disturb your normal daily routine. I would like to ask for permission to record our conversations. These recordings will be confidential and used solely for academic purposes. Any reproduction will not be done without your prior consent.

Research Procedure

Please read the information provided below before making a well-informed decision regarding your participation in this study.

1. Title: "*The role of Local Government in the implementation of the Sustainable Development Goals: A case of City of Tshwane Metropolitan Municipality*".
2. Purpose of Study: The purpose of this study to explore the role local municipalities in the implementation of the Sustainable Development Goals, focusing of localisation and integration into already existing local policies.
3. Procedures: The semi-structured interviews with open-ended questions will be conducted. During the process, you can withdraw from participating in the study at any time you wish to do so. You are under no obligation to participate in this study, and should you chose to defer from participating, you will not be penalised in any way. All information provided in this study

will remain confidential and your identity will not be revealed to other participants or in any other publication resulting from this study. Furthermore, with your approval, the interview discussions will be recorded. Recordings will be stored in the Centre for Environmental Studies at the University of Pretoria for a period of 15 years.

4. Benefits: There are no direct benefits to you that would result from your participation in this research. However, findings of the study will be useful to the government, policymakers, and society at large as they will provide the basis for policy reform and implementation. Information provided here could also contribute to the broader debate on the implementation and localisation of the Sustainable Development Goals in local government.

Declaration

I, (Name) of
(Job Title), agree to participate in the study mentioned above. I understand that I have the right to withdraw myself from participation in the study at any time.

 Yes No

I understand that my personal information and identity will be kept confidential, and it will not be disclosed without my authority.

 Yes No

.....

Signature

Malilomo Francisca Nkhabu

Signature.....

Dr Daniel Darkey

Signature.....

Supervisor

Appendix C: Semi Structured Interviews Guide for Experts (organised institutions)

The purpose of the study will be explained to participants. Only once written consent has been granted, will the interview take place. Participants will be informed that they can withdraw from the discussion at any time if they wish to do so.

The following questions served as guideline to conduct the semi-structured interviews with relevant officials.

Semi-Structured questions

1. From your experience, what do you understand by the term Sustainable Development Goals?
2. Have you worked with local government and municipalities before? If no why? If yes, When and how?
3. What is your perception with regards to the localisation of the Sustainable Development Goals?
4. In your current or previous role, how have you been involved in the localisation and integration process of the SDG 11?
5. In your opinion how can local government localise the integration and implementation of SDG11?
6. How can local government/municipalities be supported in the integration and localisation of SDG11?
7. How can local government ensure adequate implementation of the SDG11?
8. How can local government evaluate the progress on the implementation and localisation of SDG11?

Appendix D: Semi Structured Interviews Guide for Local Government Officials

The purpose of the study will be explained to participants. Only once written consent has been granted, will the interview take place. Participants will be informed that they can withdraw from the discussion at any time if they wish to do so.

The following questions will serve as guideline to conduct the semi-structured interviews with relevant officials.

Semi-Structured questions

1. From your experience, what do you understand by the term Sustainable Development Goals?
2. Have you worked on sustainable development projects within local government and municipalities before? If no why? If yes, When and how?
3. What is your perception with regards to the localisation of the Sustainable Development Goals?
4. In your current role, how have you been involved in the localisation and integration process of the SDG 11?
5. In your opinion how can local government localise the integration and implementation of SDG11?
6. How can local government/municipalities be supported in the integration and localisation of SDG11?
7. How can local government ensure adequate implementation of the SDG11?
8. How is your municipality evaluating the progress on the implementation and localisation of SDG11?
9. How are you managing data for monitoring and evaluation?

Appendix E: Research Permission from CTMM



City Strategy and Organisational Performance

Room CSP23 | Ground Floor, West Wing, Block D | Tshwane House | 320 Madiba Street | Pretoria | 0002
PO Box 440 | Pretoria | 0001
Tel: 012 358 742
Email: NosiphoH@tshwane.gov.za | www.tshwane.gov.za | www.facebook.com/CityOfTshwane

My ref: Research Permission/ Nkhabu
Contact person: Pearl Maponya
Section/Unit: Knowledge Management

Tel: 012 358 4559
Email: PearlMap3@tshwane.gov.za

Ms Malilomo Francisca Nkhabu
Plot 13 Peba House Plant
Honingklip
Krugersdorp
1740

Date: 15 August 2017

Dear Ms. Nkhabu,


RE: THE ROLE OF LOCAL GOVERNMENT IN THE IMPLEMENTATION OF SUSTAINABLE DEVELOPMENT GOALS: A CASE OF CITY OF TSHWANE METROPOLITAN MUNICIPALITY.

Permission is hereby granted to Ms Malilomo Francisca Nkhabu, a Master of Arts (MA) in Environment and Society candidate at University of Pretoria (UP), to conduct research in the City of Tshwane Metropolitan Municipality.

It is noted that the research study seeks to explore the role that City of Tshwane Metropolitan Municipality plays as a tool for the implementation of the SDGs through integration into local government's mandate. The City of Tshwane further notes that all ethical aspects of the research will be covered within the provisions of University of Pretoria Research Ethics Policy. You will be required to sign a confidentiality agreement form with the City of Tshwane prior to conducting research.

Relevant information required for the purpose of the research project will be made available upon request. The City of Tshwane is not liable to cover the costs of the research. Upon completion of the research study, it would be appreciated that the findings in the form of a report and or presentation be shared with the City of Tshwane.

Yours faithfully,



Nosipho Hlatshwayo (Ms.)
GROUP HEAD: CITY STRATEGY AND ORGANISATIONAL PERFORMANCE

City Strategy and Organisational Performance • Stadstrategie en Organisasoriese Prestasie • Lefapha la Thulaganyo ya Tiro le Togamaano ya Toropokgolo • UmNyango wezokuSebenza namaQhinga aHleliweko kaMasipala • Kgoro ya Leanopeakanyo la Toropokgolo le Bodiragatši bja Mmasepala • Muhasho wa Vhupulani ha Dorobo khulwane na Mashumele • Ndzawulo ya Maqhinga ya Dorobakulu na Matirhele ya Masipala • Umnyango Wezeqhinga Ledolobha Nokusebenza Kwesikhungo