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The Effects and Prospects of Covid-19 in South African Local Government Sphere

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Abstract

The advent of COVID-19 pandemic in South African shores brought abrupt changes in the way municipalities functions and has forced them to think outside the box and come up with innovative ways to effectively perform functions assigned to them. Thus, the purpose of this article is to investigate the impact of COVID on South African local government sphere and what copying mechanism were employed by the municipalities around the country. Nonetheless, while many municipalities struggled to perform their duties under COVID-19 restrictions it became important for the purpose of this article to further explore the challenges that municipalities face in their quest to provide service delivery during COVID-19 pandemic. To gain a deeper understanding of the impact of COVID-19 at local government, it challenges and prospects, the article relied on secondary data using extant literature gathered for the COVID-19 lockdown period in South African local government. By systematically addressing existing empirical research, the paper provides a sound basis for a more evidence-based discussion of this highly debated and politicized issue. Therefore, the analysis suggests for cooperative governance to be reprioritised amongst the three spheres of government in the fight against COVID-19 pandemic while ensuring the provision of services to the people as the primary objective of local government.

Keywords: COVID-19; Municipality; Local Government; Service Delivery; South Africa

Introduction

The COVID-19 pandemic has put unprecedented pressure on the economy and on the provision of public services. Both developed and developing countries had been taken by a storm due to COVID – 19, wreaking havoc, death, and destruction (Mthethwa and Luthuli 2021). The virus was discovered in November/December 2019 in Wuhan China and has spread all over the world like wildfire. Some



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countries like the United State of America called it "Chines flue", "Chines disease" and no support was given to China. The World Health Organization (WHO) declared the outbreak a Public Health Emergency on 30 January 2020 and a pandemic on 11 March 2020.

The COVID – 19 crises were unexpected. Responses to crises were complex, multifaceted, and are influenced by a variety of internal, external, and even personality traits (De Villiers, Cerbone, and Van Zijl, 2020). As a result, many countries adopted measures to mitigate the virus by introducing travel bans, remote office activities, country lockdown or shutdown measures and most importantly, social distancing and compulsory wearing of mask. South Africa like many other countries have also been hit hard by the rampaging corona virus pathogen. This is largely because of her ailing health system. President Cyril Ramaphosa declared national state of disaster on 15 March 2020. Due to the declaration of state of disaster by the President, the country was placed on level 5 lockdown from the 26th March 2020. The interventions publicised by WHO of basic protective measures for personal hygiene appear to be ad-hoc and reactive in their approaches to the pandemic.

The coronavirus disease has brought challenges to countries of the world including South Africa. The advent of the COVID pandemic in Local government in South Africa brought abrupt changes in the way municipalities functions. These changes have forced municipalities to think outside the box and come up with innovative ways to effectively perform service delivery functions assigned to them by the constitution. In this contribution, we examine the impact COVID-19 had on the provision of municipal services. While most of the attention from the media and academic world has focused on the risk posed to the functioning of the healthcare system and healthcare workers (Chun-Hei Cheung et al. 2020; Hopkins Tanne et al., 2020), other essential public services need to be maintained as well (Switzer et al. 2020). Water, and electricity services and sewage removal and other municipal services needed to be maintained throughout the spread of the pandemic, and the failure to do so could increase the risk of the pandemic.

Local government in South Africa was already facing many challenges including poor service delivery and weak institutional governance capabilities. According to Chigwata and de Visser (2021) state that about 63% of the 257 municipalities were already in financial distress. Furthermore, they stated that one municipality has a remuneration budget that consumes about 60% of the operating budget (Chigwata and de Visser, 2021).

One of the major challenges confronting local government in South Africa are Poor financial management, endemic profiting or corruption in the procurement process, and weak accountability and oversight (Fourie and Malan, 2022; Chigwata and de Visser, 2021). However, there is no doubt that the COVID – 19 pandemic has exacerbated these challenges. Little is known about the extent of the actual impact that the COVID – 19 pandemic have had on municipal operations and the readiness of municipalities to the forced transition to an online technology. Therefore, what is the actual impact of COVID -19 on municipal operations? Can it be measured? Were municipalities ready for the forced transition to an online technology? To answer the research questions, this article examines the impact of COVID-19 at local government, it challenges and prospects. The article relied on secondary data using extant literature gathered for the COVID-19 during lockdown period in South African local government.

Conceptualization of Local Government

The South African constitution (1996) enacted the three spheres of government namely national, provincial, and local government. Local government was separately established, and its primary mandate is to render services to the people. The White Paper on Local Government (1998) established the basis for a new developmental local government system committed to working with citizens, groups, and communities to create a sustainable human settlement.



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To fulfil its constitutional commitments and responsibilities, the South African government has consistently devoted significant attention and priceless resources to the local level of government. The Republic of South Africa (RSA) (1996) establishes the groundwork for the accountability of the three domains of government. The importance of public accountability in local governance is emphasized in Section 152(1) (a) of the Constitution of the RSA of 1996. It requires municipalities to promote transparent and democratic governance. Local council members' main duty is to ensure that the municipality as a whole is answerable to the citizens it represents (Lebotsa, 2022).

Local innovation must come to the fore to face challenges generated by the pandemic. This crisis has challenged municipalities to implement new solutions that respond to a novel problem (Ramírez de la Cruz et al., 2020). On one hand the government is more about bureaucracy, legislation, financial control, regulation, and force (Richards and Smith 2002), but more pertinently, governance is about interaction between stakeholders and processes as well as how power and responsibilities are exercised (Munzhedzi 2021).

Furthermore, governance on the other hand is the exercise of political, administrative, and managerial power and authority whilst rendering public services in a manner that is legitimate, accountable, transparent, efficient, and equitable. The local sphere of government is the most vital sphere in providing basic services to the people. According to Dutta and Fischer (2020) and Chonzi and Mulenga (2021) state three main points why the local government is important (i) it's a sphere closest to the people and understand the local dynamic of their communities; (ii) they are themselves part of the community and they are more likely to respond to the challenges; (iii) local government is perceived to be more legitimate to provide state regulatory functions than any other sphere of government. Based on the above characteristics of local governments to negotiate context-specific local conditions, responsiveness toward the public, and perceived legitimacy to carry out state functions are all likely to be important for the covid 19 crisis. To be specific, they imply that local government may be better able to reach more communities within their jurisdiction (Dutta and Fischer 2021).

COVID – 19 Pandemic and Government's Response

Globally many countries responded to the health hazards posed by COVID – 19 by introducing lockdown on social and economic activities to curb the spread of the virus. Both developed and developing countries, this included the prohibition of mass gatherings, limiting people's movement, social distancing, stopping production in many economic sectors and lockdown of borders and entry points (Khambule 2020). According to the ILO (2020) estimated a rise in global unemployment of up to seven million job losses during the pandemic. The United States of America recorded over 30 million job losses (Khambule 2020). The situation was worse in developing countries since the unemployment rate was already high even before the pandemic. Therefore, governments respond to COVID – 19 influence the social and economic conditions of millions of people living and working in poverty.

The local government plays a very important role during the lockdown period as a sphere closet to the people in terms of service delivery. The White Paper on Local Government (1998) mandate local municipalities to provide services in a manner that is efficient and meets the needs of the citizens. The South African government made R20 billion available to local municipalities dedicated to municipal services such as increasing the provision of water and sanitation of public spaces and facilities because sanitation is important in the fight against COVID – 19 (Presidency 2020). According to the Presidency (2020) the funding also targeted the homeless to provide food and shelter. Local municipalities around the country were forced to provide emergency or temporal shelters for the homeless to ensure that they are safe as mandated by the South African Constitution 1996, section 26, states that "Everyone has the right to have access to adequate housing". It was important for government to provide these measures to ensure

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that every citizen irrespective of socio-economic status, are protected from the virus and receive decent services that all citizens are entitled to (Khambule 2020).

Theoretical Framework

This study is about investigating the impact of COVID – 19 pandemic at local government: challenges and prospects. The study adopted the implementation theory to access how service delivery was implemented during COVID – 19 pandemic. The concept "implementation" dates back to the work of Pressman and Wildavsky (1973). Implementation means "to carry out, accomplish, fulfil, produce, and complete" (Pressman and Wildavsky 1973:12). According to Barrett (2004:251) argues that policy implementation refers to the process of "translating policy into action." However, it is important to understand that implementation is not simply a managerial or administrative responsibility; it is a politically motivated function. It is concerned with who gets what, when, how, where and from whom (Pressman and Wildavsky 1973; Mthethwa, 2017). It is a myth to believe that policy implementation is a coherent, continuous process; instead, it is frequently fragmented and interrupted. As a result, implementation problems are no longer a management problem, confined to relations between a manager and a subordinate, or to process within a single institution. Implementation of public policy cut across spheres of government (national, provincial, and local) and across agents of government from legislative to executive to administrative units (Mthethwa, 2012).

For the purpose of this research, the study adopted Pressman and Wildasvsky 1973:12 definition of policy implementation which means public officials should be able to carry out, accomplish, fulfil and complete public policies to enhance service delivery. Local government officials are legal bound to render efficient and effective service delivery to the citizens. This situation was also exacerbated by COVID-19 and the people were desperately in need of services from their government.

Research Methodology

A qualitative approach was adopted by the study, taking a desktop approach to review secondary literature, which include national statistics, books, journal articles and government reports. The extensive literature review conducted created a narrative which addresses the challenges of service delivery during the COVID – 19 pandemic. The material was organised thematically and chronologically to come at a particular conclusion that addresses the main aim of the article (Anderson, 2019; Mamokhere, Musitha, and Netshidzivhani, 2021.

South African Local Government Challenges During COVID – 19 Pandemic

The COVID-19 pandemic has created a crisis that is challenging national and local governments to be innovative in their response to novel problems. As such, there were a number of challenges that South African local government confronted with in response to the pandemic.

Rule of Law During COVID - 19 Pandemic

The rule of law is an important element of governance as the functioning of all three spheres of government are govern by law and legislations. Soon after the state president declared national state of disaster, the Disaster Management Act, 2002 have to be adhered to by all spheres of government and the public at large. The disaster in this case was the COVID – 19 pandemic, brought changes in the procurements of goods and services. According to Mmakwena and Moses (2022), the rapid spread of the COVID-19 pandemic and the consequences it caused had an impact on practically every element of society. Because fast reactions to the crisis's demands could jeopardize transparency and accountability,



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these impacts gave possibilities for corruption to bloom and grow. The primary purpose of law enforcement institutions is to reduce crime, and during the pandemic, this goal was jeopardized by a substantial increase in corruption among those in charge of dealing with the Covid 19 outbreak in South Africa.

Ndebele and Mdlalose (2021) avers that municipal procurement decisions are particularly vulnerable to corruption and maladministration because of the interference of political office bearers in the procurement decision, which subsequently compromises transparency (Ndebele and Mdlalose, 2021). The Municipal Finance Management Act (MFMA) further stipulates that councillors must not be involved in matters relating to procurement processes, including awarding of tenders. Cases were reported by the Special Investigating Unit (SIU) of public officials who deviated from the Public Finance Management Act (PFMA) which resulted in fraud and corruption and inflating of prices. Causalities amongst others were former minister of Health and the former Presidential spokesperson. Many individuals were also arrested for violating the Disaster Management Act regulations by drinking in public spaces, moving around during curfew etc.

Public Participation

Section 152 of the 1996 SA Constitution makes it compulsory for municipalities in SA to work with local communities and community-based organization in all their activities and programmes. With COVID-19 hitting South Africa's shores, local government has been expected to do things differently. For instance, with the instituting of lockdown and contact activities prohibited, municipalities have been mandated to put in place alternative methods of facilitating public participation in the review of their strategic integrated development plan (IDP) and the budget process. Public participation is at the core of governance theory. Lack of community participation results in poor service delivery (Matyana and Mthethwa, 2022).

Buccus (2021) concur that the constitution of South Africa is built on the concept that the country's population are the foundation of its existence. This means that public participation and engagement are critical to the development of a peaceful and thriving country. Such a process of public participation might serve as the foundation for the ongoing creation of a more egalitarian society and a progressive forward-looking developmental economy and society.

According to Munzhedzi (2021), citizen participation and engagement in government programs and activities, as well as leaders' accountability to suitable frameworks for their actions, are all components of public accountability. The need that government officials or institutions account for their activities, disclose information about their choices and actions, explain and justify their decisions, accept responsibility for them, and publicly reveal the consequences is known as public accountability. Fundamentally, public accountability requires that public officials be held accountable and, more importantly, face sanctions when commitments and pledges are not kept. In the context of South African local government, public accountability is defined as the need to explain and justify actions and decisions to a stakeholder. Municipalities can respond to the local requirements and requests of significant community stakeholders such as the local community, advocacy groups, and politicians thanks to public accountability.

Effects of COVID 19 pandemic means no meetings were held and budgets could not be approved. The use of technology in the form of Skype, Microsoft teams and Zoom became barriers rather than enablers to effective communications. Besides innovation, the response to the COVID-19 crisis requires interaction between local authorities with different levels of governments, which has been a concern of public administration scholars for a long time, for instance, by looking at intergovernmental relations (Wright 1974; Kincaid and Stenberg 2011 in Ramírez de la Cruz et al., 2020).



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The COVID 19 pandemic has brought less public participation (Public gatherings like community meetings, Imbizos, large church and funeral gatherings were not allowed) which subsequently affected the effective delivery of services to the public.

Transparency and Accountability in the Era of COVID-19

According to Morris (1998) transparency is arguably one of the most important ethical principles in any procurement system (Morris, 1998). In fact, Raythorne (2003) identifies it as one of the core principles of high-quality public procurement. Municipalities are required by the government to ensure that their procurement processes are transparent in every possible way, especially during the current time of COVID-19.

It's also regarded as one of the tenets of good governance. The principle of transparency dictates that the public is informed of all relevant decisions and processes leading to those decisions. According to the Municipal Systems Act (2000), the public procurement policy in South Africa stipulates that procurement of goods and services in municipalities must be fair, transparent, equitable and competitive (Municipal Systems Act, 2000). During the COVID 19 pandemic environment, local municipalities have not been as transparent as they should. Through transparency the public would detect, report and correct any anomalities.

During the pandemic, a lack of ethical leadership in the South African public sector has created a culture of corruption in which transparency and accountability are discouraged rather than embraced, as evidenced by the procurement of essential protective items and the number of government officials and politicians in violation of their oath (Mbunge,2020).

Accountability goes beyond the participation and interaction of citizens in government activities and programmes, and the answerability of leaders for their actions to the relevant structures. Accountability is an obligation to answer to a higher authority (Moeti 2014). In the context of COVID 19, those who are charged with the responsibility to procure protective equipment must be held accountable for the budget and any misconduct relating to procurement. According to Pillay (2016), corruption both as a concept and as a practice stifles South African local government accountability and has a negative social and economic impact on local development. Public accountability in local governments is in peril as a result of corruption and fraud eroding public confidence in governmental institutions. As a result, the poor who lack access to basic services experience disturbing repercussions from a lack of accountability for substandard services provided to local communities. Politicians' meddling in local government operations deters residents from calling for social accountability. Accountability is a critical component of good administration, and it is bolstered by public participation, transparency, and responsiveness. Citizens employ a variety of accountability tools to hold local governments accountable for service performance.

Financial Impact of Covid-19 in Local Government

South Africa has three levels of government. (national, provincial, and local government), district (regional) municipalities played an important role in tracking cases and implementing responses. The use of districts as reporting structures is consistent with the country's newly adopted District Development Model (DDM), which intends to improve the country's intergovernmental relations framework and strengthen service delivery in order to achieve the Sustainable Development Goals. Municipalities face critical breakdowns and capacity limits (Khambule& Mdlalose,2022). Local government is the branch of government closest to citizens, and service delivery was prioritized throughout the lockdown The pandemic's negative socioeconomic effects raised demand for local government services, necessitating improved institutional and fiscal capacity of municipalities. As a result, R20 billion was made available to



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municipalities through the government's fiscal transfer authorities in order to enhance their actions in order to offset the negative impacts of COVID-19 for citizens (Khambule, 2020).

COVID 19 impacted adversely on municipal revenue sources – intergovernmental grants and own revenue. Prior to COVID 19, the growth in national transfers was already decreasing due to national governance's fiscal consolidation. This was attributed from the 2008/9 global economic meltdown affected many countries globally including South Africa. The advent of Covid-19 saw many governments borrowing from international financial institutions such as International Monetary Fund (IMF) and the World bank to overcome challenges brought by the pandemic.

In terms of municipal revenue collection, municipalities generate large partition of revenue through property tax and services charges. Municipalities were under pressure and unable to collect revenue because of Covid-19 restrictions.

Godfrey and Oelofse (2008) cite that municipalities in South Africa encounter challenges that include insufficient budgets, capacity and equipment, which makes it difficult for them to implement and follow procurement policies as stipulated in the constitution (Godfrey & Oelofse, 2008). During the epidemic, unemployment and hunger grew in South Africa, particularly in rural communities, putting further financial strain on the local government (Ikwegbue et al.,2022).

Many municipalities struggled to maintain and pay for their debt during the period of COVID-19 pandemic. COVID-19 affected consumers to the extent that some of them could no longer pay their bills. This in turn undermine the ability of municipalities to collect revenue and pay bulk services provided by ESKOM, Water Boards etc. Municipalities defaulting ESKOM increased during the period of Covid-19 before COVID, the number of municipalities who defaulted and unable to pay their debt to ESKOM were 19, however, the numbers increased during the period of lockdown they were 24 then increased to 38 as of December 2020.

COVID-19 Opportunities

The COVID-19 pandemic took everyone by surprise, especially local governments, they had to come up with solutions to problems that they had never faced before within a short space of time. Although the pandemic has been seen as an obstacle to progress, there are some opportunities within the pandemic that the local government sphere can harvest. This section ought to provide measures that can be embraced as well as opportunities brought by the pandemic. These are:

The Reprioritisation of Resources

The lockdown restrictions implemented during the COVID-19 pandemic called for the reprioritization of municipal functions and resources. Priority through budget reallocation had to be given to community health and safety and to ensure that basic services were provided to local communities. This was also evident in other spheres of government such national government where the budget was reallocated from certain departments which were in less demand during the pandemic to those which were in demand e.g from the tourism department to health department. At the local government level, priority was given to community health and safety and the community have access to clean and enough water during lockdown period. Budget allocated for municipal services such as recreation (maintenance of parks) were redirected to community health and safety.

The Use of Digital Technologies

Technology has been one of the primary weapons to fight COVID-19 in the most developed Municipalities. This was confirmed in a study by Ramírez de la Cruz et al., (2020). In their study, the city

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of Campina Grande (state of Paraiban/northeast region) created a data management system to monitor, in real-time, compliance with home isolation. The software uses the GPS of users' cell phones, along with free tools from Google Maps and Google Transit, to monitor displacement of confirmed and suspected COVID-19 cases registered in the municipality. The system was created through a partnership between NGO Digital Citizenship Space, State Court, of Auditors, and the Public Ministry (Ramírez de la Cruz et al., 2020). In South Africa, the use technology assisted in ensuring that municipality operations continue even during hard lockdown. Council meetings were held online through Microsoft Teams as well as Zoom in order to ensure the delivery of services.

Conclusion and Recommendations

South Africa is classified as a developing country, with high levels of poverty, unemployment, and inequality. As a result, more citizens rely on public service delivery for basic survival services. As the sphere closest to the local communities, this makes local government more important in the country. During the COVID-19 pandemic, public service delivery was hampered, and poor technological infrastructure in local governments exacerbated the situation. The local government must invest in technological development and be able to provide the best services to the communities remotely. For example, there was a lice disc renewal issue that caused a backlog and citizens were unable to obtain their documents on time. In times of pandemics and natural disasters, advanced technological investment will allow citizens to access services without having to visit municipalities. The local government should invest in mobile trucks that can deliver services to the public from locations other than the offices. In times of natural disasters or pandemics, service provision was disrupted because there were no response systems (mobile clinics, evacuation strategies, budgets for unforeseen disasters, reserved sites for temporary hospital structures, reserved municipal staff, etc.) that give the municipality the ability to prioritize service provisions. Municipalities across the country must train their staff and local communities on how to respond in the event of a pandemic or natural disaster. A lack of training and preparedness results in loss of life and disruption of service provision, which could be avoided if citizens and employees in local government were trained. Local governments must have budgets for such pandemics and natural disasters, so the lack of funds caused government disruptions. The government must establish efficient monitoring systems that will allow local, provincial, and national governments to collaborate during pandemics and natural disasters and prioritize service provision. During the pandemic. state funds were looted, which was caused by a lack of efficient systems that would allow all spheres of government to collaborate while preventing financial leaks caused by corruption and mismanagement of state funds.

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