



Original Research Article

Implementation of the new public procurement Act no. 15, 2015: a case study of the local authorities (municipalities) in Namibia

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ABSTRACT

This paper articulates the implementation of new Public Procurement Act (No.15, 2015) in the Local Authorities (municipalities) in Namibia. This paper explores the concept of implementation with specific focus on how the decisions and plans based on the new procurement process were executed in practice within the Local Authorities in Namibia. Quantitative questionnaires were used and the numerical data obtained was analysed and presented in the form of numbers and statistics. The major findings of this paper show that the implementation process was not successful as the municipalities and its employees were not ready for the implementation of the new Public Procurement Act (No.15, 2015). The need for proper planning prior implementation was emphasized. It was found that key factors such as leadership and management aspects, communication, training of employees should be considered before implementation. This research adds great value as it addresses the need for a proper communication of the new system and leadership development to drive and manage the implementation process. The research also contributes to the body of existing knowledge as it alludes to people, as the most intangible components of readiness and when they are not ready, the results of implementation would be negative. Recommendations were made as outcomes of conclusions drawn from the data gathered during the research and are considered to have potential for improved and successful implementation of the new Public Procurement Act within the municipalities in Namibia.

1. Introduction

Namibia has a fragile economic environment and has had the longest run of consecutive recessions since 2015. The Namibian leaders were exposed for their weakness, notably poor planning and execution. However, there is still a strong believe that these misfortunes can be turned around with better policy implementation. Therefore, the leadership and managerial qualities of those in charge of the municipalities in Namibia were put to test by the implementation of the new Public Procurement Act No.15, 2015. Implementation of the new act in municipalities was imperative to root out all corruptive and unfair practices in procurement of goods and services in order to optimize operational efficiency, which could also contribute towards growth in the economy of the country. The municipalities were established through the Local Authorities Act, No.23, 1992 to provide effective and efficient basic services to the clients as well as procurement of goods and services. Hence, the

implementation of the new Procurement act in the Local Authorities was aimed at addressing the concerns with procurement and corruption in allocation of supply tenders, as well as procurement outputs, outcomes, processes, inputs, planning, stakeholders' satisfaction, and improvement of procurement service delivery at the municipality.

The new Public Procurement Act, No.15, 2015 was very crucial to ensure that the procurement guidelines and regulations are followed in each procurement process of goods and services and to eradicate corruptive practices fraught with procurement processes. Thus, the emphasis was on the principles of sound service delivery, and the application of the concept of procurement performance excellence throughout the entire municipalities. The main focus of this article is based on the notion that a systematic and thorough workplace diagnosis and documentation will

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provide the true basis for improving procurement performance at the organisational, process, and worker levels. Hence, the diagnostic approach, in the context of this study, refers to the problem defining method that takes into account the systemic nature of the municipalities (Armstrong, 2014) in terms of implementing the new Public Procurement Act (No.15, 2015). Furthermore, this research addresses the problem statement and also answer the research questions provided. The intention is that the research would lead to the development of an implementation model or plan for the new Public Procurement Act (No.15, 2015), which is appropriate for the municipalities (local authorities) in Namibia, with greater emphasis on employee buy-in and proper communication of the implementation process. Thus, this article will also contribute towards the theoretical understanding of the readiness of municipalities and its employees for the implementation. It is envisaged that the findings of this research will assist the local authorities tremendously to successfully implement the new Public procurement Act No.15, 2015 by considering various factors needed or to be in place before implementing the new procurement act and to ensure that the organisations are ready for the implementation. Successful implementation of the new Public Procurement Act, 2015 will promote integrity, accountability, competitive supply, effectiveness, efficiency, responsiveness, informed decision-making, legality and integration in the procurement of assets, works and services. Most importantly, the new Public Procurement Act (2015) put emphasis on the effective application of and compliance with some guidelines, regulations and directives.

Prior the implementation of the new Public Procurement Act No.15, 2015, all the local authorities (municipalities) in Namibia procured goods and services according to the Local Authorities Tender Board Regulations establish under the Local Authorities Act No.23, 1992. The Local Authorities Tender Board was solely responsible for the procurement of goods and services for a local authority council, for the arrangement of letting or hiring of anything or the acquisition or granting of any right on behalf of a local authority council. The Local Tender Board was also responsible for inviting tenders, enter into agreements, and also determine the manner in which such tender must be submitted ([Local Authorities Act, No.23, 1992](#)). This system did not operate effectively as it was more open to corruptive practices. As a response to this situation and to ensure more efficiency and effectiveness in procurement processes, the Ministry of Finance establish the new Public Procurement Act (No15, 2015), which includes procurement guidelines and regulations to be applied by all the State Owned Enterprises or the public sector.

Therefore, and in compliance to these guidelines and regulations, the municipalities could strive to improve efficiency and effectiveness in the procurement process within the organization, which could more dramatically lead to changing the fundamental way in which the procurement process is done.

Considering the current trends in the procurement process of goods and services in Namibia, the research intends to unearth certain strategies and pre-conditions for successful implementation by seeking answers on the following research questions:

- Do the employees have the necessary skills and competencies to implement the new Public Procurement Act (No.15, 2015)?
- What are the challenges faced by the employees and employer during the implementation the new Public Procurement Act (No.15, 2015)?
- What are the most contemporary approaches and strategies for successful implementation?

The answering of these questions requires a holistic investigation into the implementation of the Public Procurement Act (No.15, 2015). Hence, the core research question is whether the municipalities are ready for the implementation of new Public Procurement Act No.15, 2015 and the key mechanisms in place to ensure successful implementation of the new act.

2. Research methodology

2.1 Research design

The research design for this article is based on the logical sequence that connects the empirical data to the paper's research question, and ultimately, to its conclusions. Hence, in considering an appropriate design and methodology, a quantitative approach best fit the aims of this research. A number of variables and constructs were identified and operationalise, and the research was done in a number of stages. The first stage deals with an intensive literature review; secondly, a quantitative study questionnaire, based on the research questions and problem, were developed to ensure that the research problem and questions are answered. The third stage is based on the administration of the questionnaire in the wider sample, under controlled circumstances. It means that this research is quantitative in nature because the focus is also on the numerical data for analysis of a sample of which the results were inferred from a larger population, and the findings are generalizable. Thus, the research is based on studies that describe events and studies aimed at discovering inferences or causal relationships, which is the essence of quantitative research design. The quantitative method was applied and involve the objective measurement of data

(Msweli, 2011). The population of this study consisted of the current 94 employees in charge with procurement of goods and services at three Local Authorities namely Windhoek Municipality, Usakos Municipality and Karibib Town Municipality. 5 people were selected from the internal Procurement Committee; 5 people from the Bid Evaluation Committee; and 6 people from the other departments who are also dealing with procurement matters as indicated in Table.1. These people are representing

various departments such as Human Resources, Transportation, Infrastructure, Economic Development. Hence, the total number of people sampled or selected are 42 in total, which is a small representative number of the total population, which is studied. It means that in determining the size of the sample (n), the researcher first considered the size of the population. In general, it holds that the smaller the total population, the relatively larger the sample should be to ensure satisfactory results.

Table 1: Sample of the participants

	Job Title	Number	Department
1	Manager/Supervisor	2	Finance
2	Sourcing Specialist (Buyers)	12	Finance
3	Senior Storeman/Storeman	12	Finance Transportation
4	Officer Procurement/Tender Administration	6	Finance Infrastructure Economic Development
5	Members of the Procurement Committee	5	Finance Human Resources Transportation Economic Development
6	Members of the Bid Evaluation Committee	5	Finance HR Transportation Economic Development
Total:		42	5

The desired sample size does not only depend on the size of the population but also on the variance of the variables. As a general rule the larger the variance of the variable, the larger the sample, which is required (Msweli, 2011). Probability sampling method was applied, which means that there was a probability that any element or a person in the population was included in the sample. Then simple random sampling was also employed to ensure that all employees stand equal chance of being selected to avoid sample bias and to ensure that the results are reliable enough to be generalized (Creswell, 2013).

2.2 Data collection instrument

The researcher used questionnaires to collect the data from the respondents. The questions were mainly based on the research question and/or problem in order to help test the research hypothesis. The questionnaire consisted of five sections, based on personal particulars (questions 1.1 -1.7), organizational readiness for implementation (questions 2.1 – 2.5), implementation planning (questions 3.1 – 3.6), leadership and management of implementation (4.1 –

4.4) as well as best practices in implementation (questions 5.1 – 5.4).

2.3 Data collection procedure

Data collection process was quantitative in nature as the questionnaires were used to collect the relevant data on the research topic or problem and the research questions and also to evaluate the feelings and attitudes of the employees towards the implementation of the new Public Procurement Act No. 15, 2015 in the Local Authorities. The questionnaires were distributed to 42 employees in total to provide answers on the implementation of the new Public Procurement Act no. 15, 2015 at the Local Authorities in Namibia. The data was collected from 2 Managers/supervisors, 12 Sourcing Specialists (Buyers), 12 Senior Storeman/Storeman, 6 Officers dealing with procurement matters and tender administration, 5 members of the Procurement Committee, and 5 members of the Bid Evaluation Committee. The participants completed and returned all 42 questionnaires promptly. The researcher edit and check the data collected The data collected for completeness, consistency and reliability. The next

step was to involve coding the responses in the coding sheets by transcribing the data from questionnaire by assigning characters symbols (numerical symbols).

2.4 Data Analysis

The data collected was organized in such a way to assess and evaluate the findings and to arrive at some valid, reasonable and relevant conclusion (Sarantokos, 2011). The responses to the questions on the questionnaire were analysed using frequency tables, charts, and simple percentage method. The researcher also used quantitative data analysis techniques to analyse data collected for this study. The researcher inspected, cleaned, transformed and modelled the data collected to discover useful information for conclusions and to make recommendations. This process included classifying, coding, and tabulating information needed to perform quantitative analysis. It means that the raw data was ordered and organised so that useful information could be extracted from it.

The researcher used SPSS (Statistical Package for the Social Sciences) to analyse the quantitative data collected from the respondents. The data was converted into percentages and collated in the form of tables, graphs and figures to make the data presentation meaningful. It means that the researcher prepared and checked the data and input it into the computer. SPSS software was used because it helps the researcher to derive conclusions and predict the future easily with minimum statistical deviation. Dale (2010)

argues that the implications of the results are fairly evident and are statistically valid. SPSS provides a thorough *data* management, because when it comes to organizing and managing your *data*, the *SPSS* software offers the user a lot of control.

2.5 ethical considerations

All participation was voluntary and participants could withdraw at any stage. The researchers did not ask for personal details and did not know the identity of respondents. This voluntary process did not infringe on the rights of any respondents.

3. Results

3.1 Respondent characteristics

Figure 1 represent the percentage distribution of the respondents by department where they work in and sex and it shows that the majority of the respondents are working in the Finance department (61.9%), followed by the Economic Planning department (14.3%). About 7 percent of the respondents are working in the Human Resource department. More female respondents (64.3%) are working in the Finance department compared to male respondents (60.7%). Furthermore, more female respondents (14.3%) are working in the Transportation department compared to male respondents (7.1%).

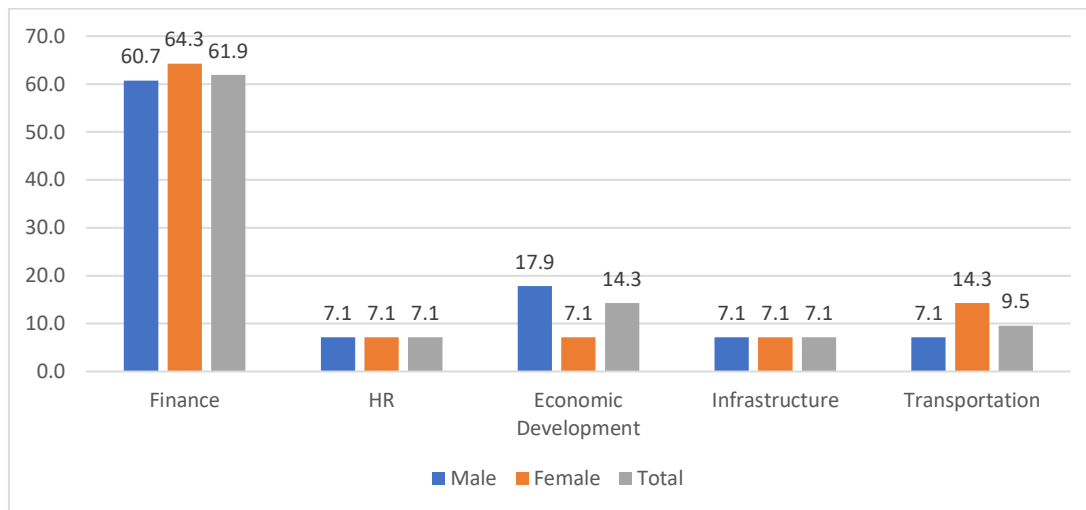


Figure 1: Respondents by department and sex

The majority of the respondents (59.5%) are employed in the procurement division, while only 7.1 percent of the respondents are employed in the Staffing and Remuneration division. More females (64.3%) compared to males (57.1%) are employed in the

procurement division. More males compared to females are employed in the water and land delivery division, with 10.7 percent and 17.9 percent, respectively.

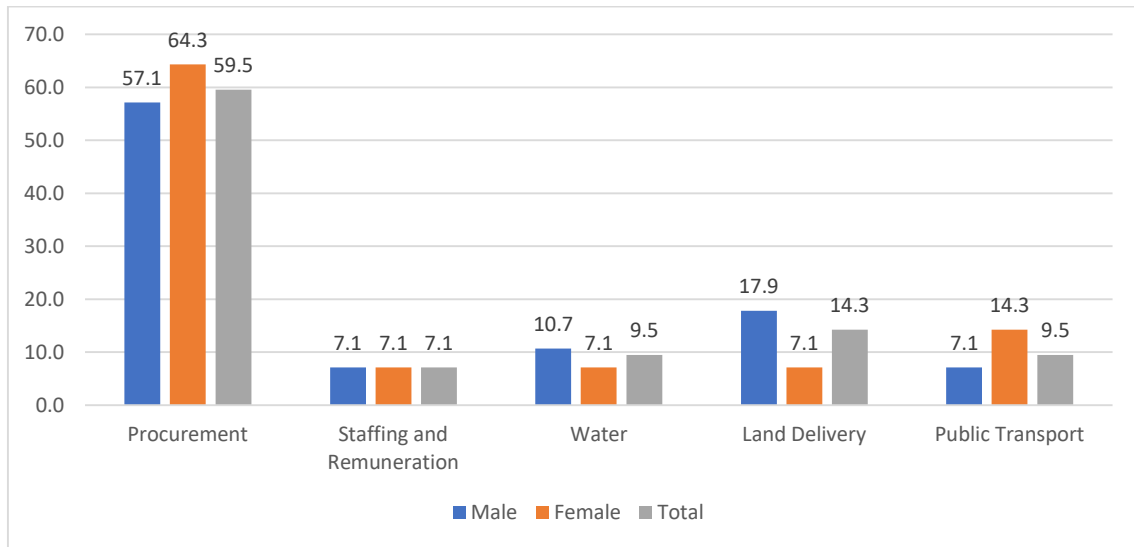


Figure 2: Respondents by division and sex

Figure 2 shows that 28.6 percent of the respondents reported that their job title is Senior Store man or Store man and Sourcing Specialist, whilst only 4.8 percent of

the respondents reported that their job title is Manager or Supervisor.

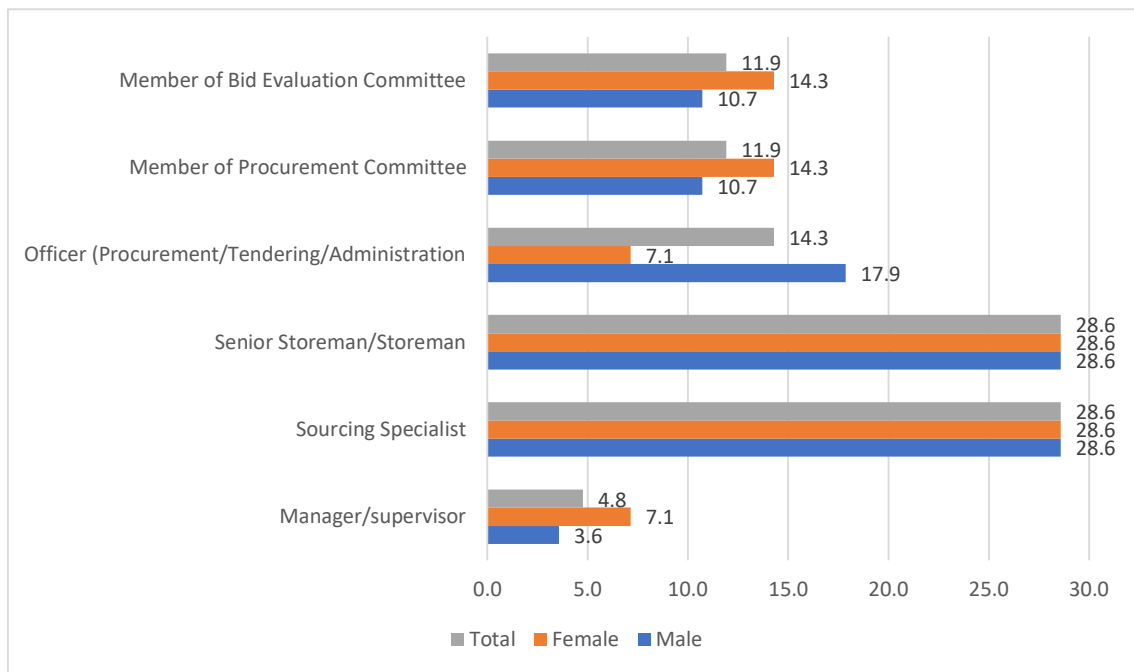


Figure 3: Respondents by job title and sex

Figure 4 shows that 38.1 percent of the respondents revealed that they are having a B-degree as the highest academic qualification, followed by grade 12 (35.7%). Equal proportions (35.7%) of female and male

respondents are having grade 12 as the highest academic qualification. More females (28.6%) compared to males (17.9%) are having a diploma as the highest academic qualification.

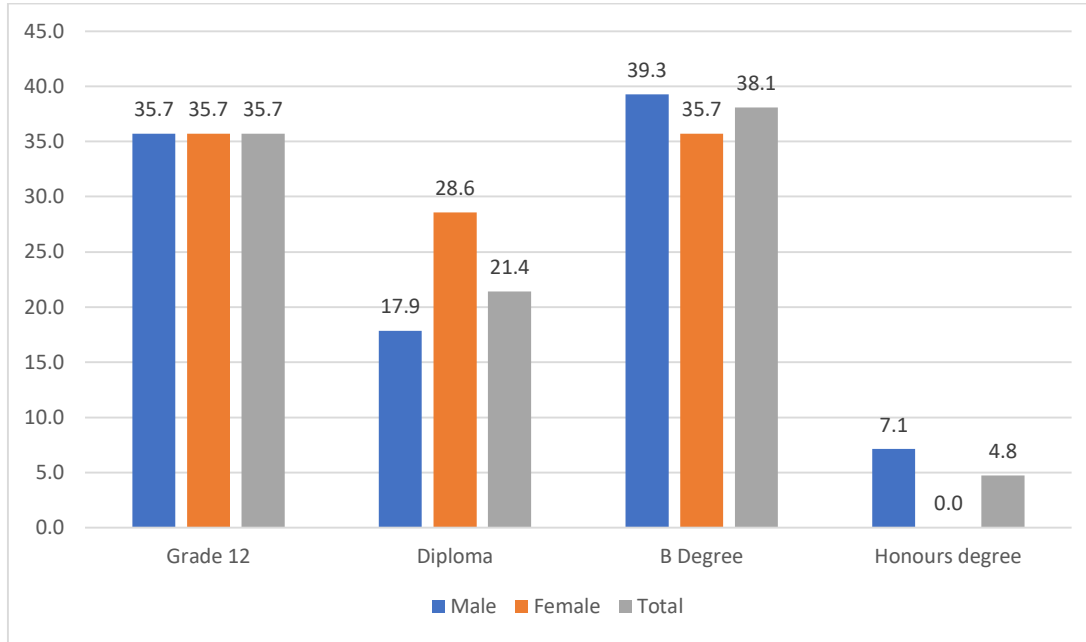


Figure 4: Respondents by academic qualification and sex

Figure 5 illustrates that a majority of the respondents, 42.9 percent reported that they worked 6-10 years at their organization, while only 4.8 percent of the respondents indicated that they worked one year and

below at their organization. More female respondents (57.1%) compared with their male counterparts (35.7%) stated that they worked 6-10 years at their organization.

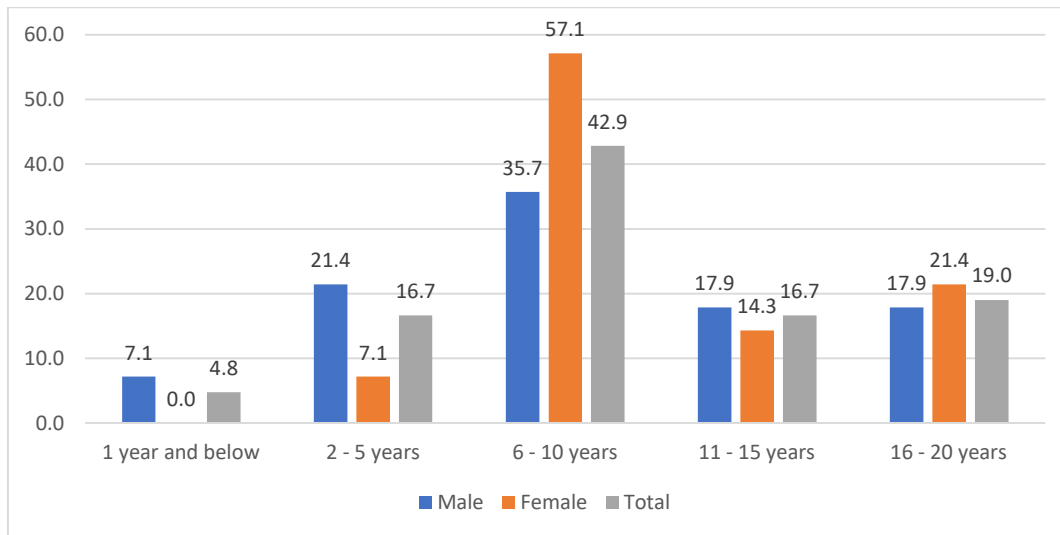


Figure 5: Respondents by number of years employed and sex

3.2 Organisational readiness for implementation of the new Public procurement Act

The researchers found that more than 52 percent of the respondents disagree that training was received by employees on the new procurement process, information was shared on implementation of new system with all the employees, employees know their

roles in implementation of new Public Procurement Act and that they are ready for implementation of the new Public Procurement Act. About 52 percent reported that they do not know whether the implementation of the new Public Procurement Act was accepted by all employees (See Table 2). The literature reviewed revealed that people should be developed and trained to understand every aspects of

change process and what is intended to be achieved with the implementation of a change initiative. Prosci (2013) proposed that training and coaching should be provided to create knowledge about how to change.

Table 2: Summary of respondents’ perception on organizational readiness for implementation

ORGANISATIONAL READINESS FOR IMPLEMENTATION	Strongly disagree	Disagree	Do not know	Agree	Total
	%	%	%	%	%
Training received by employees on the new procurement process	38.1	57.1	4.8	0.0	100.0
Information sharing on implementation of new system with all the employees	40.5	52.4	7.1	0.0	100.0
Employees know their roles in implementation of new Public Procurement Act	26.2	59.5	11.9	2.4	100.0
Are you ready for implementation of the new Public Procurement Act	21.4	59.5	9.5	9.5	100.0
Is the implementation of new act accepted by all employees?	16.7	31.0	52.4	0.0	100.0

It is believed that an ability to implement the change on a day-to-day basis and reinforcement to keep the change in place is critical to ensure successful change management, as described in chapter two. In contrast, it is evident from the data collected that a vast majority of respondents (95.2%) never received any training on the new Public Procurement Act (No.15, 2015) that would ensure successful implementation of the new procurement guidelines and regulations. The literature reviewed indicates that the managers should also have a complete understanding of the need of change and know the type of change required to be able to best communicate it with the employees and manage their teams through the change process. This would also enable the managers to convince the employees about the new challenges of the implementation of the new regulations and guidelines (Kok, 2011). However, the data collected also revealed (92.9%) that there was no information of the implementation of the new system with all the employees before or as part of the implementation. The data collected also revealed that a vast majority of respondents (85.7%) (26.2% strongly disagree and 59.5% disagree that the employees know their roles in the implementation of the new Public procurement Act.

It is evident from the literature reviewed that change readiness is the best early indicator of what lies ahead as well as the legacy of change initiatives in terms of scars left by successful and unsuccessful initiatives (Bridges, 2012). In contrast, the data collected also revealed that a vast majority of the respondents (80.9%) indicated that they are not ready for the implementation of the new Public Procurement Act. Moreover, the literature reviewed disclosed that change leaders must support the change efforts by creating sense of urgency in the organisation, building a team that can guide the change process, continually

communicating the need for change and then empowering people to carry out the required change efforts (Bennis, 2010). The data collected shows that most of the respondents (52.3%) do not know whether all the employees accepted the implementation of new Public procurement Act, whereas 47.7% indicated that they disagree that all the employees accepted the implementation.

3.3 Implementation planning

Table 3 illustrates that a half of the respondents (50%) reported that they do not understand the new Public Procurement guidelines, regulations and procedures. Close to three out of five respondents revealed that they are not familiar with the content of the new procurement procedures and regulations. About 40 percent of the respondents indicated that they do not know their role in the implementation of new Public Procurement Act. About 66 percent of the respondents revealed that there are new skills and resources required for effective implementation of the new Public Procurement Act. Slightly more than a third (33.3%) reported that is no implementation plan in place to guide entire process. About 71 percent of the respondents indicated that they face challenges in implementation of new system.

It is evident from the data collected that a vast majority of respondents (78.6%) do not understand the new Public Procurement guidelines, regulations and procedures. People need clear direction and understanding of what the organisation is trying to achieve and what role they play in making it happen (Hale, 2014). Therefore, a leader should be able to communicate a clear picture of the change initiative and help people to see those images so that they can feel and experience change process. In contrast, the

data collected revealed that a vast majority of respondents (83.3%) are not familiar with the content of new procurement procedures and regulations.

Literature reviewed revealed that effective system should be in place as well as appropriate accountability, reporting systems, information and

authority, and resource allocation for successful change implementation (Carnall, 2016). In contrast, the data collected revealed (81%) that there are insufficient skills and resources to ensure successful implementation of the new procurement guidelines and regulations.

Table 3: Summary of respondents’ perception of implementation planning

IMPLEMENTATION PLANNING	Definitely not	No	Uncertain	Yes	Yes definitely	Total
	%	%	%	%	%	%
Do you understand new Public Procurement guidelines, regulations and procedures	28.6	50.0	0.0	19.0	2.4	100.0
Are you familiar with the content of new procurement procedures and regulations?	23.8	59.5	0.0	14.3	2.4	100.0
Do you know your role in implementation of new Public Procurement Act?	16.7	40.5	28.6	14.3	0.0	100.0
Are there any new skills and resources required for effective implementation?	2.4	2.4	14.3	66.7	14.3	100.0
Is an implementation plan in place to guide entire process?	33.3	33.3	31.0	2.4	0.0	100.0
Do you face any challenges in implementation of new system?	2.4	7.1	16.7	71.4	2.4	100.0

The literature reviewed put emphasis on the proper planning of change process, implementation timing, commitment of employees and leadership as well as consideration of various business components such as structure, culture, vision, strategy and mission. All these factors were identified as challenges, which are the main causes of poor implementation of any change initiative within an organization. In contrary, the data collected indicates (66.6%) that there is no implementation plan in place within the organization to guide the entire process of implementing the new public procurement act. The data collected shows that a vast majority of respondents (73.8%) indicated that they face any or more challenges in implementing the new system compared to the previous system.

3.4 Leadership and management during implementation

The researchers found that more than three out of five respondents revealed that the management have no clear vision of the new Public Procurement Act, they do not receive any support from top management during implementation process and they do not think the implementation of the new Public Procurement Act is well-planned. About 57 percent of the respondents reported that there are no people who are drivers of the implementation process.(See Table 4).

Table 4: Respondents perception on leadership and management during implementation

LEADERSHIP AND MANAGEMENT DURING IMPLEMENTATION	No	Uncertain	Yes	Total
	%	%	%	%
Does the management have a clear vision of the new Public Procurement Act?	61.9	23.8	14.3	100.0
Are there any people who drivers of the implementation process?	57.1	19.0	23.8	100.0
Do you receive any support from top management during implementation process	61.9	21.4	16.7	100.0
Do you think the implementation of new Public procurement Act is well-planned?	66.7	23.8	9.5	100.0

Stensgaard (2007) cited that a clear change vision and strategy should be created for the organisation, because without it the change efforts would be futile, which was also construed as the main responsibility of the leadership. It is in this context that Amanto (2009) cited that a leader must set strategic direction for the organisation and align organisational goals with the vision. The lack of vision by leaders at the City of Windhoek was also expressed by most of the respondents (61.9%). The researchers found that this could be attributed to the lack of a change vision. Implementation of the new Public Procurement as a change initiative is pivotal to the strategy of the organisation and to ensure readiness is prudent (Canterucci, 2008). The vision and mission statements are the foundations of successful change, and the strategic plan is the roadmap to achieve the vision and mission. Hence, without it the change initiative and its implementation will certainly prove useless. According to the data collected, most of the respondents (57.1%) indicated that there are no people driving the implementation process of the new system. The literature reviewed revealed that an important aspect for a leader to manage change, as described in chapter two, is to facilitate the process of associating more pain to not changing and to associate pleasure to changing. It means that a leader must have a clear vision of the change process, and be able to effectively drive, communicate and show commitment to the change process in question (Amanto, 2009). It is evident from the data collected that a vast majority of respondents (61.9%) did not receive any support from the top management during the implementation of the new procurement system. 21.4% of the respondents are uncertain about the top management support during this process. Amanto (2009) contended, as described in chapter two, that the best way of involving employees in a change process is through empowerment, encouraging employees to share and provide new ideas, and to make sure that the reasons behind the change are well - communicated and easily understood by each member of the group.

The data collected revealed that most of the respondents (66.7%) agreed that the implementation of new Public Procurement Act No.15, 2015 was not planned very well, whereas 23.8% indicated that they are not certain whether the implementation was well planned. The literature reviewed indicates that the change process should be planned with the main objective being to get support and buy-in from the employees and all the stakeholders. In this context,

D'Ambrosio's (2007) proposed that the planning of change should be structured in such a way to include a logical thought process, which will also address both the external and internal environments and looks at the past, present and future. D'Ambrosio (2007) maintains that all the stakeholders would be taken into consideration and the focus would be on meeting the needs of the organisation's various stakeholders.

3.5 Best practices for effective implementation process

Table 5 shows that 35.7 percent of the respondents revealed that they never communicate the new system with the fellow employees. About 54 percent of the respondents indicated that they are often excited about the new skills and knowledge to be learned. More than 42 percent of the respondents revealed that they rarely encourage other employees to give support to the new system. About 66 percent of the respondents reported that they are willing to support implementation of new act. The data collected reveals that most of the respondents (35.7%) never communicate the new procurement system with fellow employees, whereas 7.1% respondents indicated that they rarely communicate the new system with fellow employees. Only 26.2% of the respondents indicated that they communicate sometimes the new system with fellow employees, whereas 28.6% respondents often communicate it with the fellow employees. The remaining 2.4% agreed that they always communicate it with the colleagues. Employees should have a conceptual understanding of what the new Public procurement Act entails and how they can benefit from such a new system as advocated by Hale (2014). Kok (2011) and Van Tonder (2011) echoed this view and contended that without communication change cannot happen and that people should understand its' purpose to enable them to perceive change as valid and relevant. Lorenzi and Riley (2008) contended that enhanced communication on change initiatives within the organisation will ensure a continuous dialogue between the manager/supervisors and subordinates, which would be open, direct, deliberate, and respectful and based on shared change responsibility and new ideas. Thus, the management, employees and the change agents should commit to and take responsibility for working out change related problems together, understand each other, and use communication skills necessary to do so through purposeful discussion (Lockett, 2011).

Table 5: Respondents perception on best practices

BEST PRACTICES	Never	Rarely	Sometimes	Often	Always	Total
	%	%	%	%	%	%
Do you communicate new system with the fellow employees?	35.7	7.1	26.2	28.6	2.4	100.0
Are you excited about new skills and knowledge to be learned?	11.9	14.3	11.9	54.8	7.1	100.0
Do you encourage other employees to give support to the new system?	11.9	42.9	9.5	28.6	7.1	100.0
Are you willing to support implementation of new act?	0.0	0.0	4.8	66.7	28.6	100.0

However, the data collected revealed that 11.9% of the respondents never encourage the other colleagues to give support to the new system. 42.9% of the respondents indicated that they rarely encourage the others. 9.5% of the respondents sometimes encourage other employees to support the new system, whereas 28.6% respondents often encourage other employees. The remaining 7.1% respondents agreed that they always encourage other employees to support the new system.

The data collected shows that all the respondents are willing to support the implementation of the new Public Procurement Act No.15, 2015. However, the data collected indicates that 4.8% respondents are sometimes willing, 66.7% are often willing and 28.6% of the respondents are always willing to support the implementation of the new act. Robbins et al. (2014) and Nickols (2013) underpin the notion of making people willing to be a part of change process by referring to various approaches to managing organisational change, namely, unfreezing the status quo, movement to a new state, and refreezing the new change to make it permanent. It means that people should be moved to the new culture, and reluctant people should be driven away through “unfreezing” the status quo and institutionalising the new state (Robbins et al., 2014).

4. Conclusion

Reflecting on the data collected and discussions of the findings in the previous chapter and as an outcome of this study, it has become evident that the problems surrounding the change readiness of the Local Authorities in Namibia for successful implementation of the new Public Procurement Act as well as the pre-conditions for change cannot be dealt with in isolation. All these elements are the main determinants for successful implementation of the new Public Procurement Act (No.15, 2015) within the organisation. Thus, a focus on one aspect is not sufficient to ensure successful implementation of Public Procurement Act (No.15, 2015) within the

organisation, as also concluded and summarised in this chapter. The concern was raised that people do not understand the new procurement process as well as the procurement regulations and guidelines, and that the employees are not familiar with the content of the new act. A need has arisen to encourage the management to develop a clear vision of the change process and to drive the process. It is evident from the data collected that the Local Authorities are not yet ready to implement the new Public Procurement Act (No.15, 2015), and that the employees have negative feelings towards the implementation of the new act. However, there is no doubt that the employees are willing to be a part of the change process, provided that if the change process is planned, managed and communicated well to ensure that all employees affected understand and buy-in to the change process.

5. Recommendations

The recommendations made are based on the research question, which emerged through this inquiry on the implementation of the new Public Procurement Act, No.15, 2015 at the City of Windhoek municipality. The researcher believes that these recommendations would lead to the improvement of the implementation process, in general, and to the successful implementation of the new Public Procurement Act, No.15, 2015 within the City of Windhoek municipality, in particular.

1. Before implementation of the new Public Procurement Act, No.15, 2015, there is a need for stakeholder management whereby stakeholders should be identified and their roles and responsibilities should be communicated clearly (Bennis, 2010). This involves conducting stakeholder impact analysis to address the concerns, challenges, risk and assumptions perceived by the stakeholders. Hence, an action plan must be produced with specific responsible people assigned thereto and be monitored both for the execution and ongoing awareness.

2. As proposed by [Lockett \(2011\)](#), a communication strategy must be developed to ensure that the information provided are aligned with the project goals, organisational objectives as well as the vision and mission of the organisation. This strategy would also include a communication plan, which must identify the milestone communication interventions as well as roles and responsibilities of all the parties involved in the change process. It means the communication plan would contain information on when do we communicate, what is the content, how will we deliver the communication – medium and who is responsible for the content and the delivery thereof.
3. As proposed by [Flanagan and Finger \(2012\)](#), the ideas on implementing new Public Procurement Act, No.15, 2015 should be sold within the organisation and in selling ideas, the seller should know what he/she wants, double-check everything, consider current circumstances, highlight the benefits, be prepared for the objections, make your ideas their ideas, get an agreement early on in the process, solicit the support of colleagues, prepare for a simple and effective presentation, check timing and sequence, and check your fallback position.
4. It is recommended that success factors for implementation of new Public Procurement Act, No.15, 2015 should be indicated and workshop conducted with the relevant role players. This would enable the stakeholders and those concerned with the change process to get a clear understanding of the change vision, mission and strategy as well as the deliverables to be achieved through the change process.
5. All the stakeholders should participate in building a case for change, which must be a collaborative view of the goals of the change initiative and be communicated as such. Divided views and non-aligned communications will send confused messages to employees and present management as divided rather than together ([Canterucci, 2008](#)). Divided opinions and messages are a sure indicator for failure of change initiatives. Thus, all the stakeholders should have a common understanding of why change, what change is needed, what should not be altered, what is the best way to make change vision a reality, and what change strategies are unacceptable and what is [acceptable \(Bennis, 2010\)](#).
6. Change readiness assessment should be done before implementation of new Public Procurement Act, No.15, 2015 to identify culture, areas of concern, buy-in status for change management, and to suggest actions to manage concerns. Focus groups can be established or surveys or one-on-one interviews can be conducted to achieve this.
7. Adequate human resources should be allocated to serve as change agents and being developed to be able to facilitate the change processes. They should be able to conduct a change impact assessment in order to identify risks and impact of change on people and business, and subsequently implement an action plan to manage the impact of change ([Kelman, 2010](#)).
8. There is need for leadership development and capacity building to enable and encourage strong change leadership in order to ensure that the change initiatives are driven by the line management and championed by the most influential people within the organization ([Lockett, 2011](#)).
9. It is crucial to consider the resources allocated as well as the organisational structure for role mapping, and to identify and map new roles and responsibilities to all roles players of the change initiative. This would also involve development and implementation of workforce transitioning plan, which would include identification of skills and competency gaps, training, education, competency feedback, results, implementation of development requirements, and development of continuity plan ([Nickols, 2013](#)).
10. Pre go-live preparation has to be conducted, which is a readiness audit in order to determine the progress/status of risk and change management on people and to resolve any outstanding issues before go-live. Pre go-live audit report could be compiled ([Hale, 2014](#)). The next step would be go-live (implementation) and be based on marketing (announcement of support process, present people who will provide support and present the final product), support (ensure that support plan is in place and everyone knows about the change and role players), and monitor and measure (monitor results and measure success of the implementation) ([Hale, 2014](#)).
11. There is a need to conduct audits within the City of Windhoek municipality to determine the success of the implementation and any new issues that have arisen. Thus, it is important to continue the success journey after the implementation and to perform intermediate system-user audits ([Amanto, 2009](#)). This would enable the change agents within the organisation to understand the challenges of the user-system. Hence, it is also recommended that change agent should continue to be visible and pro-active.
12. Change in any organisation happens on business dimension (business need for change) and people

dimension (critical success factor), and successful change can only happen when both dimensions of change occur simultaneously. Therefore, ADKAR model (awareness, desire, knowledge, ability and reinforcement), which is the underlying framework for change initiatives can be used within the City of Windhoek municipality to identify why changes are not working. This model can help to break down the change into parts, understand where the change is failing and address that impact point (Canterucci, 2008).

13. Change architecture is one of the most fundamental aspect and a cornerstone strategy for the implementation of a PMS at the City of Windhoek municipality. Therefore, it is proposed that a change architecture should be considered before implementing a PMS, because it is concerned with setting arrangements, systems, resources and processes through which to engage people in “productive reasoning” focused on creating a new future (Greenly & Carnall, 2013).
14. Chapman (2006) contended that the best way is to concentrate on developing people from the

inside out, which means facilitating learning and not imposing training, which implies putting skills into people. Therefore, employees at the City of Windhoek should be trained and educated to understand fully change initiatives, which would ensure successful implementation.

15. It is advised that the development of the employees should be encouraged and noted that people learn in different ways, which means that they need to be given a choice as they have own strengths and potential, waiting to be fulfilled (Robbins, 2010).
16. Business coaching is defined by Letsoalo (2007) as a systematic practice of developing and perfecting efficient business skills in order to improve performance and productivity of the organisation. Therefore, it is recommended that the management of the City of Windhoek municipality be steered during coaching towards achieving significant results in the organisation through successful implementation of change initiatives.

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