

# MIDLANDS STATE UNIVERSITY



## FACULTY OF SOCIAL SCIENCES

### DEPARTMENT OF LOCAL GOVERNANCE STUDIES

**Uptake of RBM in the public sector institutions: case study of government departments  
in Umzingwane District.**

**BY**

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## APPROVAL FORM

The undersigned certify that they have supervised, read and recommend to the Midlands State University for acceptance a research project entitled: **Uptake of RBM in the public sector institutions; case study of Government Departments in Umzingwane District**, Submitted by Dube Edward, In partial fulfilment of the requirements for the **Bachelor of Science Honours Degree in Local Governance Studies**.

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## **DEDICATION**

This work is dedicated to my beloved wife Rani Dube, sons Khulekani Warren and Phethokuhle Walter Dube as well as my lovely daughter Nomhle Christabel Dube.

## **ABSTRACT**

The study sought to examine the uptake of Results Based Management (RBM) in the public sector institutions focusing on Umzingwane District in Matebeleland South Province. Service delivery in the Zimbabwean public sector institutions had deteriorated both in quality and speed to appalling levels and this had correspondingly triggered outcry from the general public. To check this trend and re-invent public sector operations, the Government adopted RBM in 2005. Unfortunately the absence and poor showing of some public sector institutions on the RBM radar is a cause of concern considering that demands for improved services from the public sector continue to linger around. Result Based Management uptake is still weak and less evident in some public sector departments despite all the efforts and resources spent by government to make the system to have a grip. The rest of this dissertation is there for set to delve deeper in ascertaining the reasons for continued apathy in the uptake of RBM in the public sector departments in attempt to proffer solutions towards addressing this scenario. To do this, 79 questionnaires were administered to 79 employees in the public sector institutions randomly selected from Umzingwane District, 15 interviews were held with heads of public sector institutions as well as RBM specialists. Simple statistical methods like frequency distribution tables, charts and graphs were used to analyze the data that was collected. The findings of the study revealed that uptake of RBM was weak, not at the assumed levels and inconsistent with RBM principles hence needed to be reinforced through re-packaged training, linking RBM with incentives, improved working conditions and increased availability of resources among others. The study also found that the public sector institutions face challenges in the uptake of RBM due to difficulties such as inadequate training, lack of adequate resources and poor working conditions among other issues. The findings of the study thus, led to the overriding conclusion that uptake of RBM was critical as it sets the tone for the implementation of the system there by triggering service delivery and improved service delivery in the public sector institutions.

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## **LIST OF ACRONYMS**

CSC – Civil Service Commission

DIPA – Departmental Integrated Performance Agreement

ESAP – Economic Structural Adjustment Programme

GOPP – Goal Oriented Project Planning

HOVER – Horizontal Vertical Principle

ICT – Information Communication Technology

IDP – Integrated Development Planning

LFA – Logical Framework Approach

M&E – Monitoring and Evaluation

MDC – Movement for Democratic Change

MIPA – Ministerial Integrated Performance Agreement

MIS – Management Information Systems

NEDPP – National Economic Development Priority Programme

OECD- Organisation for Economic Cooperation Development

PFM Public Finance Management

PPS – Personnel Performance System

RBB – Result Based Budgeting

RBM- Result Based Management

SAPs- Structural Adjustment Programmes

UNESCO – United Nations Organisation for Education, Science and Culture

UNDP – United Nations Development Programme

Zim- ASSET – Zimbabwe Agenda for Sustainable Socio-Economic Transformation



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## **CHAPTER I**

### **INTRODUCTION**

#### **1.0 INTRODUCTION**

Failure of Results Based Management (RBM) to replicate the successes achieved elsewhere in improving public sector service delivery in Zimbabwe is the concern of this research. Service delivery continues to be static and sloppy since 2005 when the management system was introduced. This research therefore seeks to unravel the level of RBM uptake in the Zimbabwe public sector institutions focusing on Umzingwane District. The background of the problem, statement of the problem, research questions and objectives as well as the literature review shall provide the assessment platforms leading to the final findings and recommendations.

#### **1.1 BACKGROUND OF THE STUDY**

Whilst independence from the British colonialist masters brought about many opportunities and improvements to the majority of blacks in Zimbabwe, Access to service from Government departments remained unimproved and very frustrating. Black civil servants who now occupied all the previously white held positions had become too big to carry out their core business of serving the general public in a respectful and professional manner. The colonialist mentality and hangover still continued to influence the pattern of service delivery.

The service in Government departments had become increasingly slow, unresponsive, unreliable, ineffective and inefficient.

Gordon-Somers and Khosa (2006:4) confirm that “negative factors inherited from colonial period were adversely affecting efficiency and effectiveness of the civil service,” and as measure to contain these retrogressive behavioural trends, the Government responded by launching a series of reforms as early as the 1980s and these included Public Finance Management System, Mission Statements, Clients Charters and Performance Appraisal Systems according to Zvavahera (2013). The inefficiency and poor service delivery in the Government departments did not go away instead more problems manifested themselves and these included corruption, mismanagement of public monies and moonlighting as stated by Mavhiki et al (2013).

### **1.1.1 NATIONAL LEVEL**

As the independence euphoria of 1980 was fading into oblivion. The Government of Zimbabwe struggled to keep the stranglehold on power by navigating the country through the emerging post independence challenges through a series of reform measures which included Economic Structural Adjustment Programme (ESAP), Zimbabwe Programme for Economic and Social Transformation (ZIMPREST), National Economic Development Priority Programme (NEDPP). The late 1990s run up to 2000 saw an increase in socio-political and macroeconomic problems such as high budget deficit, high rates of inflation, increased unemployment and low level of investment spurred by the chaotic Structural Adjustments Programme Zhou (2000). This situation triggered a host of problems such as increased poverty and corruption, industrial strikes, Industrial shut downs and relocations, emergence of opposition political parties such as Movement for Democratic Change (MDC). The loss of public confidence in governments according to Oladele (2010) put the Government of Zimbabwe like other governments in the region under pressure to seek solutions of re-organising and streamlining the civil service into efficient and effective machinery. In its protracted effort to rebrand the civil service, the government in 1989 appointed the Kavran Commission to investigate on the state and general performance of the public service.

The results of the Kavran Commission clearly outlined the areas that needed to be addressed for the civil service to function efficiently; effectively and professionally and these were listed as follows:

- Addressing of deficiencies in planning
- Attending to excessive bureaucratic red tape
- Crafting of job descriptions in order to eliminate duplication
- Elimination of corruption and nepotistic tendencies from the civil service
- Decentralisation of power as way of decongesting service provision, Ministry of Public Service (2012).

Gordon-Somers and Khosa (2006) are of the notion that improvements in the national development efforts and economic performance are integrally linked to the capacity of the public service; they further acknowledge that an efficient civil service is the generator of transparency and political accountability.

Adoption of RBM was regarded as panacea to the uncaring and insensitive attitudes of civil servants and its implementation was expected to reverse the waning public perception about public service's failure to produce tangible and demonstratable results according to Shangahaidoni (2013). Therefore the adoption of RBM was a quantum leap for the government of Zimbabwe. Just like most developing countries, Zimbabwe's adoption of RBM was influenced by its historical success in yielding commendable and positive results to the public sectors in Uganda, Malaysia, Botswana, Australia and Canada as has been alluded to by Madhekeni (2012) in the preceding paragraphs. UNESCO (2010) in Gwata (2012:38) states that "Result Based Management is designed to improve programme delivery through performance measurement and reporting with emphasis on the notions of efficiency, effectiveness and accountability in managing the available resources". The declining economic fortunes, pressures from the donor world and souring political environment in the country prompted the government to adopt Result-Based Management.

### **1.1.2 REGIONAL LEVEL**

Economic Commission for Africa postulates that "most of the public sector reform programmes that have taken place in developing countries during the last two decades were introduced as part of the Structural Adjustment Programmes (SAPs) of the World Bank in the 1980s" While the recent reforms are attributed to the emergence of New Public Management in quest for efficiency and responsive service delivery. The Economic Commission for Africa further cites other additional factors for adopting RBM in Sub Saharan African such as

“handling conditionalities and increasing emphasis on good governance”. Pressures from the same factors among other reasons led Uganda for instance to embrace RBM in the early 1990s Uganda beside being one of the pioneer African countries to attain independence has been in the fore front in reforming its public sector in quest for efficiency, effectiveness and cost cutting as observed by Williamson (2003).

Result Based Management frameworks can improve and add value to public sector management to developing countries as has been experienced in Botswana and South Africa among the few Sub Saharan countries that have benefited from implementing the reform measure. Though Result Based Management may not be panacea to pressures for good governance, it is an efficient tool that can enable achievement of results and improved service delivery as well as improved living standards for citizens through its recognition that resources are limited and must therefore be used properly and strategically. The need to improve the quality of life for citizens through comprehensive public sector reform programmes such as RBM in its many forms has become a popular root for the Sub Saharan African countries.

### **1.1.3 GLOBAL LEVEL**

The quest for results is a global phenomenon and as such Result Based Management has received considerable attention as an enabling vehicle through which public management and promotion of high performance can be achieved. Both developing and developed countries have embraced RBM. Success stories have been recorded in countries such as Thailand, Col et al (2006) observes that Thailand’s performance reforms include the defining elements of performance reforms exhibited in the Organisation for Economic Cooperation and Development (OECD) nations that lead in performance reforms.

Thailand introduced RBM in 2003 through the promulgation of the State Administration Act of 2002. The objective was to improve public sector management stimulate and inculcate high performance in public agencies both at national and provincial levels, by carefully and meteorically navigating the huddles on the road to implementing RBM. Thailand rose from a regional kingdom to a modern country in a globalized world. Thailand achieved a record growth in GDP from 1975 to 2003 of 5.2% which is far greater than the world wide average of 1.4% according to Col et al (2006). RBM has propelled Thailand from a middle of the pack country to top flight countries in Asia. History has it that Thailand has been practising strategic planning for a long period and supported by a highly effective civic administration.

It is the success story of RBM Champions like Malaysia, Thailand and Australia among others that have inspired many countries globally to embrace public sector reforms particularly Result Based Management.

## **1.2 STATEMENT OF THE PROBLEM**

RBM in the public sector is evident in few government departments like, The Registrar General, ZIMRA and few others. The perennial barriers hindering fluid access to service and failure to achieve set targets still linger around despite RBM having been introduced a decade ago as shown by the cumbersome and frustrating processes one goes through in accessing service in government departments. Backlogs continue to be common verbs within sections like the Judiciary Services of Zimbabwe among other public sector departments. Behaviours such as late coming to work, absenteeism and moonlighting still manifest themselves raising numerous questions as to whether all government departments are RBM compliant. It is paramount to constantly review the level of RBM uptake in order to ensure that the system permeates the whole public sector while guarantying trouble shooting of any problems identified and keeping the process refocused, hence the fundamental problem being investigated in this research is the level of uptake of Result Based Management system in the public sector departments.

## **1.3 RESEARCH OBJECTIVES**

The research is focused to:

- Examine the extent of RBM uptake and its application by government departments in Umzingwane District.
- Analyze incentives available to inspire employees to want to buy-in to RBM in Umzingwane Government departments.
- Assess the strategies adopted in promoting uptake and implementation of RBM by Government departments in Umzingwane.
- Gauge the impact of RBM uptake on service delivery in the government departments in Umzingwane District.



- Establish the challenges faced by the government departments in Umzingwane in the uptake and implementation of RBM.
- Suggest possible solutions and recommendations on the challenges encountered by the government departments in the uptake of RBM in Umzingwane.

#### **1.4 RESEARCH QUESTIONS**

- What reasons led to the adoption of RBM by government departments in Umzingwane?
- What is the level of RBM buy-in by government departments in Umzingwane District?
- What incentives are there to stimulate Result Based Management uptake by civil servants?
- What if any, are the strategies in place to envisage and monitor the uptake of RBM in government departments in Umzingwane?
- What impact has uptake of RBM uptake had on service delivery in the government departments in Umzingwane?
- What if any, are the challenges and solutions in the uptake of RBM in government departments in Umzingwane?

#### **1.5 SIGNIFICANCE OF THE RESEARCH**

##### **1.5.1 MERITS TO THE ACADEMIA**

As both a student and practitioner in RBM, there is an overwhelming desire to have much insight on the intricacies involved in the uptake of RBM in the government departments to aid improved service delivery.

The endeavour to comprehend the uptake and implementation of RBM involves a great deal of research skills application which leaves the researcher equipped with requisite research experience and ability to articulate related issues.

### **1.5.2 MERITS TO UMZINGWANE DISTRICT GOVERNMENT DEPARTMENTS**

The research is poised to be an essential back up source of information in demystifying problems related to uptake and implementation of RBM for Umzingwane Government Departments aimed at improved service delivery.

### **1.5.3 MERITS TO THE UNIVERSITY**

The research is destined to add new dimensions on RBM and provoke and stimulate more research debate and upgrading of existing information. The research will also create additional knowledge around which class based teaching can benefit in the form of best approaches to introducing public sector reforms.

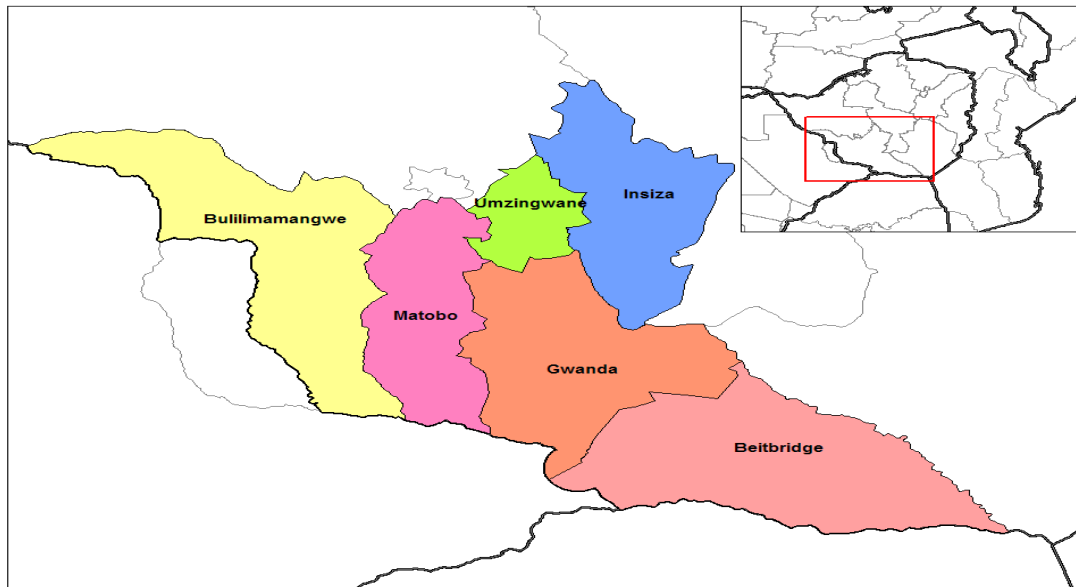
### **1.5.4 MERITS TO ORGANISATIONS**

Policy makers, Government and the Civil Service Commission among others shall find this research worth considering in trouble shooting and demystifying the dilemmas linked to the uptake and implementation of RBM system.

## 1.6 DELIMITATIONS OF THE STUDY

### 1.6.1 Map showing location of Umzingwane District in Matabeleland South Province

Figure 1.1



Source: [www. Google Maps.com](http://www.GoogleMaps.com)

This research shall focus on Umzingwane District which happens to be one of the districts that make up Matabeleland South Province as shown by figure 1 map insert above. Umzingwane District shares boundaries with Umguza to the north west, Matobo District to the south west, Gwanda to the south east and Insiza to the east, The District covers an estimated area of 7 300 square kilometres and has an estimated population of 650 civil servants according to information provided by the Public Service District Inspectorate. Esigodini is the development hub and epic centre of Umzingwane District and is strategically situated 43.5 kilometres south of Bulawayo along the main road to Beitbridge.

The staff complements of the governments departments within the district are relatively small as compared to the neighbouring bigger districts, and the departments comprise of the following; Registrar General, Education, Esikhoveni Training Centre, Mechanisation, Esigodini District Hospital, Judicial Services, Civil Service Commission, Local Government, Ministries of Agriculture, Women affairs, Youth, Lands, Department of Social Welfare District Development Fund, and Livestock Production. The target population in the above mentioned government departments involve heads of departments, middle managers, clerical staff and other operatives in the lower bracket. In quest to establish the level of uptake or

acceptance of RBM, this research shall be inclined towards identifying and establishing reasons behind the stuttering and marginal uptake of RBM by Government Departments while taking cognisance of the fact that a thin line separates uptake and implementation. The process shall however not endeavour to figure or establish the impact and the result of RBM implementation as these largely depend on the former.

## **1.7 LIMITATIONS OF THE RESEARCH**

Constraints most likely to generally impact on the research are:

- Time: The researcher shall make use of the weekends to try and reach the entire targeted population as desired.
- Cost: Since the research is self funded the researcher has made an undertaking to sacrifice and fund the whole project to its final stages to ensure it success.
- Population size: A larger population would have been preferable for the purposes of being able to employ a number of sampling techniques in the research, However purposive sampling shall be used in mitigating the challenges related to small population sampling.
- Ignorance by respondents: There is a possibility of encountering knowledge gaps from the respondents. The researcher intends to fill the void through consultation of policy documents where possible, documented scholarly and research work.
- Restrictions on confidential information such as Annual validated RBM forms and validation certification

## **1.8 DEFINITIONS OF KEY TERMS**

RBM –Results Based Management is a strategy by which all actors on the ground, contributing, directly or indirectly to achieving a set of development results, ensure that their processes, products and services contribute to the achievement of desired results (outputs, outcomes and goals) United Nations Development Group (2010).

Binnedijk (2000) in Shangahaidoni (2013:580) provides a more refined definition when he says that “RBM is a contemporary performance management approach that is aiming at achieving greater efficiency, effectiveness, accountability and access to better service”

RBM-Results Based Management is a contemporary and integrated management philosophy or approach that set, planned or desired goals and objectives through rigorous strategic planning, systematic implementation, careful resource usage, close personnel performance, monitoring, measurement and systematic utilisation of performance information, timely and accurate reporting to enhance efficient policy formulation, decision making and programme performance at all levels, Ministry of Public Service (2009).

Zim- Asset – Zimbabwe Agenda for Sustainable Socio-Economic Transformation (Zim-Asset) refers to a new economic blueprint crafted by the ZANU PF government in 2013 with the aim of reviving the economy Zim- Asset, (2013).

Accountability – Refers to the obligation of an organisation to account for its activities and accept responsibility for them Matunhu and Matunhu, (2014).

Transparency – Refers to the openness in communication in the implementation of reforms or free flow of accurate information between the providers of services and the general public Matunhu and Matunhu, (2014).

## **1.9 SUMMARY**

This section of the study provided a step by step insight assessment on the uptake and implementation of RBM. The background of the research profiled the state of the public sector service delivery and articulated the raft of reforms concocted to deal with worsening situation in Zimbabwe in particular. The breadth and depth of the research shows that RBM has produced mixed results for both developed and developing countries due to various factors as highlighted by National, Regional and Global experiences. The objectives and questions of the research set the tone of the research while definition of terms seal the section. The next chapter shall provide more in-depth insight on the uptake of RBM through review of existing literature.

## **CHAPTER II**

### **LITERATURE REVIEW**

## **2.0 INTRODUCTION**

RBM is viewed as a very complex phenomenon difficult to comprehend. Ample literature has been generated in an effort to demystify the concept. Literature review primarily focuses on synthesising available information on a subject according to Matt (2012). Therefore this research shall explore, peruse and evaluate scholarly articles, books, dissertations, electronic resources and journals with the intention of identifying gaps and gaining more insight as to what makes RBM uptake sloppy, limited and gritty resulting in mediocre and isolated results.

## **2.1 LITERATURE REVIEW**

One of the most important approaches to understanding a particular phenomenon is to peruse through existing literature on the problem under study emphasises Kumar (2011). Literature review is a critical aspect of the research process that adds value and utility to every research level. Literature review aids the researcher to locate theoretical context of the study, explain and develop the methodology for the study. It also assists in refining and linking the researcher's perceptions to already available literature.

## **2.2 EVOLUTION OF RESULTS BASED MANAGEMENT**

Wauters (2012:63) traces Result Based Management back to Peter Drucker who came up with Management By Objectives (MBO) as early as 1954 in a paper entitled 'The Practice of Management'. MBO and RBM seek to bolster efficiency and effectiveness with latter being more inclined to the achievement of results, The two however thrive in different terrains, MBO is applicable in centralised set ups while RBM is the best antidote for decentralised set ups. RBM is best described as a participatory working tool designed to focus people's minds on what matters- performance in terms of results. It is assumed that results orientation is a mind set and a perspective on management rather than a set of instructions. This idea gained prominence in the 1960s and 1970s both in the private and public sector.

The RBM concept emerged from the launch of Logical Framework Approach (LFA) by USAID focusing on projects. It spread from development aid to public administration during 70's and 80's and rebranded into Goal Oriented Project Planning (GOPP) Tradition.

The 1980's saw New Public Management come into force as an effort to modernise Public Management, RBM began surfacing early in the 1990s and is assumed to have originated from Canada where the Auditor General and the Treasury Board Secretariat had been promoting public reform and performance management. Uptake of RBM became more visible in the 1990s and was a hit with multilateral developmental cooperation agencies, RBM implicitly assumes that change happen through linear process where input translates to output and then into outcomes . RBM has been implemented and used successfully by countries such as Philippines, Namibia, Botswana and South Africa among many others according to Madhekeni (2012). RBM is a management philosophy that has transformed with times as described by Thomas (2007) who further explain that IRBM system takes into account and integrates critical performance components.

Mavhiki et al (2013) and Madhekeni (2012) concur that opting for RBM was a prudent move by the Government of Zimbabwe as it sought to achieve greater efficiency, effectiveness, accountability and accessibility to better services.

Integrated Result Based Management (IRBM) is made up of the following components

- Integrated Development Planning (IDP)
- Results Based Budgeting (RBB) System
- Management Information Systems (MIS)
- Result Based Monitoring and Evaluation (M&E) and Management Information system
- E-Government (E-Govt) Ministry of Public Service (2012)

### **2.3 INTEGRATED DEVELOPMENT PLANNING (IDP)**

The IDP processes uses the Horizontal- Vertical (HOVER) principle. This involves coordination of the national vision and national priorities to relevant contributing lower levels (sectors/ clusters, ministries and departments) according to Ministry of Public Service (2012).



This component sets the tone for the uptake & implementation of RBM. UNESCO (2011;8) states that “ the goals have to be clearly stated and have to contribute to the attainment of the higher level results and be achievable within a specific time frame” IDP links together RBB, PPS, and M&E components of RBM, budgeting, implementation and evaluation of planned results is critical in the achievement of results. The Ministry Economic Planning and Investment Promotion is the leading agency in the implementation of RBM in Zimbabwe.

### **2.3.1 RESULT BASED BUDGETING (RBB)**

Ministry of Public Service (2012:30) concurs with UNESCO (2014:13) that RBB is a financial budget planning process that provides a bridge between the necessary resources and the specific measurable results. It enables the costing and prioritization of the programme. Ministry of Finance is the lead agency for this component. There are key documents that profile the relationship between resources and results in RBB and these are :

- Departmental Integrated Performance Agreement(DIPA)
- Ministerial Integrated Performance Agreement (MIPA)

MIPA is an agreement document that states the specific performance targets to be achieved by the Ministry for the budget year under review with approved allocation as agreed between the Ministry of Heads and the Ministry of Finance (Ministry of Public Service 2012).

- Departmental Integrated Performance Agreement (DIPA)

This refers to a performance agreement prepared at Department level and signed between the Head of Department and the Head of Ministry. The performance agreement should also be signed between the Department Head and the various section Heads and by the sub- section level where required .Ministry of Public Service (2012:34).

### **2.3.2 PERSONNEL PERFORMANCE SYSTEM (PPS)**

PPS is an integrated component of RBM that brings together use of human resources with the financial and other resources in an effort to enable achievement of the set programme results. It creates a platform through which agency heads and programme managers ascertain structured and meaningful personnel performance approved on the basis of results instead.

### **2.3.3 RESULT BASED MONITORING AND EVALUATION/ MANAGEMENT INFORMATION SYSTEM (RBME/MIS)**

RBME/MIS is a very important public management tool that can be employed by policy makers and decision makers to track progress and show the impact of an intervention strategy as suggested by Risk and Kusek (2004). The specific function of M&E and MIS are portrayed by Thomas (2002:98) as an interlinked function that provides the basis for effective decision support system at various levels of an organisation. MIS captures information from the M&E system at all levels to aid managers and stakeholders to come up with sound and informed decisions. However it is worthwhile noting that the process demands a lot of skills and expertise.

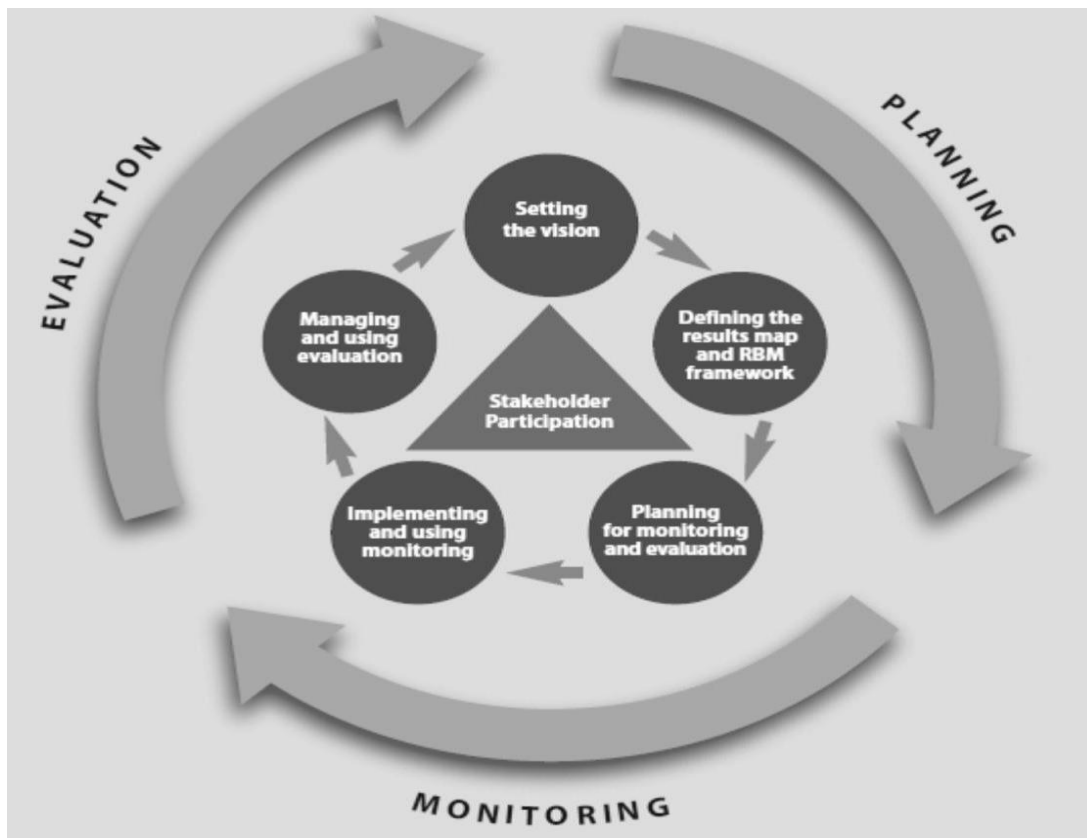
### **2.3.4 E-GOVERNMENT**

Holmes (2001:2) cited in Hughes (2003:182) refers to e- government as “the use of information technology in particular the internet to deliver public services in a much more convenient, customer oriented, cost effective and altogether different and better way”. This is simply the embracing of ICT technology by government and brings fluidity in the implementation of RBM as government to employee, government to government, citizen to government and government to business e- government services is enabled.

### **2.3.5 RBM Life Cycle**

RBM is a process that has a life cycle which starts with elements of planning comprising of vision setting and defining the results framework. Implementation and monitoring comes next as a very important task. The cycle is completed by monitoring and evaluation providing the information necessary for decision making and lessons learned for the future as shown in figure 2 in the next page.

**Figure 2.1**



Source: UNDP RBM Handbook (2010)

Successful RBM implementation requires strategic planning and involvement of all stakeholders in the whole system at every stage as shown by the cycle above in figure 2.

UNDP (2007:12) lists the intended effects of RBM on the organisation as follows

- Setting strategic goals
- Aligning results and resources with those goals
- Monitoring for results
- Adjustments and learning
- Evaluation and accountability

Ministry of Public Service (2012:2) says ‘Traditionally, Public sector organisations were pre-occupied with an emphasis on service delivery compliance with specific guidelines and

business processes” The traditional approaches paid limited attention to client’s needs and customising services for specific circumstances. Therefore Result Based Management was rolled out as a measure to overcome the ineffective systems in tandem with development expectancies and service delivery demands.

The current Constitution of Zimbabwe Amendment number 20 of (2013) in Chapter 9 sections 194 and 196 emphasise basic principles of public administration that are premised on RBM principles and as a result the recent economic blue print of 2013 of Zimbabwe, Zim-Asset is anchored on RBM Zim-Asset (2013). Zim-Asset (2013) states that success of the clusters to achieve results is based on and is guaranteed by RBM. It is therefore paramount that RBM uptake and institutionalisation achieve resounding grip in order to provide a solid base for all other development programmes linked to it. RBM concept has attracted a lot of attention as an organisational reform programme. For instance, high profile meetings have been convened regionally and globally for the purpose of crafting road maps for achieving results in development agendas. Bester (2012) lists the following meetings as some of those meetings where RBM discourse has been discussed and these are;

- The Millennium declaration (2000), focused on the necessity of sustainable development results.
- The 2005 Paris Declaration on Aid Effectiveness committed partner countries and donor countries to among other things manage for results.
- The Accra Agenda for Action 2008 prioritised on results.
- The Busan Partnership for Effective Development Cooperation (2011) reiterated the sustainable developments results and the principle of focusing on results.

Quest for results in development programmes have gripped the international focus making Results Based Management approach the more prominent and high profile managerial strategy of the century. Hence its wide spread adoption by both developed and developing countries.

## **2.4 LEARNING EXPERIENCES FROM OTHER COUNTRIES**

A thin line separates RBM uptake and implementation. Both developed and developing countries have experienced variances in the uptake of the concept. Australia and Philippines provide a landscape to explore the barriers and enablers to RBM uptake.

### **2.4.1 AUSTRALIA**

Australia is among the first few countries to test run and subsequently adopt RBM according to Madhekeni (2012). Australia possessed a number of unique advantages conducive to the uptake of the system and these notably included the following :-

- Strong human, institutional and management capacity in the public sector.
- Well developed budgetary accounting systems.
- Honest and professional public service known for its integrity.
- Accountability and transparency practise and credible legitimate political leadership as asserted by Mackay (2002) in Madhekeni (2012).
- Law abiding and genuine leaders with trusted credibility.
- RBM system evolved from tight central controls imposed by the department of finance to a more voluntary approach across the public sector.
- Development of an increased evaluation commitment and ownership of the system.

Devolution of authority for the process of administration but with closer accountability for results aided the uptake of RBM says Barret (2004). He further points out that the introduction of the Financial Management Improvement Programme was integral in the uptake of RBM in that it enabled the managers to focus more on managing for results than directing their efforts to inputs and processes. The Australian Government's creation of a whole government evaluation system run by the department of finance ensured that all ministries evaluated each of their programmes every three to five years. This promoted and reinforced commitment and ownership of RBM initiatives. Issues like Monitoring and Evaluation was later left to individual agencies and the situation is like that at the present moment. The Australian set up at the inception of RBM provided a very conducive environment for the uptake of the concept.

### **2.4.2 PHILLIPINES**

Philippines is a country that worked on measures to implement RBM for about two decades as stated by Community of Practice on Managing for Development Results (2011). It is also alleged that Philippines had an effective public-sector built on strong financial and non-financial partnership with other development players, donors, private sector, and civil society. The country however experienced limited resources, overlapping mandates among national ministries, agencies which affected the uptake of RBM as observed by Practice on Managing for Development Results (2011). The uptake of RBM in Philippines was not as smooth flowing process compared to Australia. Among other conditions that subdued the pace of RBM uptake in Philippines were

- Rare conducting of review of the effectiveness and efficiency of RBM uptake.
- Little incentive for individuals to show initiative towards the reform.
- Lack of support for suggestions to downsize the RBM program, Asian Development Bank (2013)
- Thinly spreading of limited resources over various reform agendas.

### **2.4.3 LESSONS LEARNT**

The two case studies profiled above provide a number of lessons on how uptake of RBM can be optimised and the factors are grouped into enablers and barriers.

### **2.4.4 ENABLERS**

- Strong human, institutional and management capacity provide an enabling foundation for the uptake of RBM.
- Honesty and professionalism are key to the uptake of RBM.
- Trusted and credible political leaders provide strong incentive and back up for RBM uptake
- Increased evaluation of commitment and ownership of the system enable checks and balances to be effected timorously.
- Devolution of authority aid RBM uptake as it encourages innovation and tailoring of the system to local circumstances.

- RBM is a mega project that requires sound financial back-up as indicated by the Australian experience. The other alternative available for developing countries in boosting the funding for RBM uptake is through partnership with donors, private sector, the civil society and other development players.
- Overlapping mandates among ministries and public sector agencies complicate and slowdown the uptake of RBM.

#### **2.4.5 BARRIERS**

- Lack of support or consideration of stakeholders inputs on the need to review or adjust the programme deters commitment and ownership of the project as its uptake gets stifled,
- The thin spreading of limited resources over various reform agendas reduces the uptake of RBM as the project is made to compete with other programs or reform agendas for resources and space.
- Little incentives for individuals to influence zeal in the uptake of RBM is a major stumbling block that sucks the excitement on the reform.
- Limited resources are an impediment to the successful uptake of Result Based Management.
- Overlapping mandate among national ministries and agencies discourage and dampen the zeal for RBM uptake.
- Rare conducting of reviews on the uptake of RBM is a serious omission that results in sloppy uptake and progress of the system.

#### **2.5 ADOPTION OF RBM IN ZIMBABWE**

Following the findings of the Kavran Public Service Review Commission in 1989, the government of Zimbabwe approved the introduction and implementation of the RBM system in the public sector through General letter Number 6 of 2005 to all Heads of Ministries, according to Matunhu and Matunhu (2014) RBM was embraced in recognition of its success records in other countries like Uganda, Australia, Canada, Malaysia, Botswana as stated by Madhekeni (2012) where it had been adopted and implemented. Shangahaidoni (2013) says the major reason for the adoption of RBM in Zimbabwe beside other reasons cited by other

authors was more importantly a result of public's perception that had deteriorated on the ability of the public sector to produce tangible and demonstrable results especially Government ministries that had become uncaring and insensitive to needs of the public.

However the introduction of RBM in Zimbabwe coincided with the economic meltdown which coincidentally was also the situation when it was adopted in the countries like Indonesia and the Philippines Asian Development Bank (2011). The implementation of RBM in the above mentioned countries was basically different in that the reform was implemented in batches, single components of the system were adopted at a time.

## **2.6 POOR APPROACH TO THE INTRODUCTION OF RBM**

New programmes need to be subjected to thorough testing through pilot tests. Conducting pilot projects presents a good opportunity for organisations to test new management systems according to Office of the Auditor General of Canada (1996). It is opined that pilot projects tend to emulate the real scenario of full implementation. Despite most reform programs having yielded good results elsewhere, they fail to be of any help because of the rush to their implementation without preview and pilot testing. Chemengech (2013) agrees with this assertion and says that “strategic change in the public sector have in the majority been implemented within the same framework of the out-going policies.”

Col et al (2006:7) attributes Thailand's record success in the uptake and implementation of Results Based Management to prior piloting of the concept when he asserts that “Earlier pilot projects provided useful experience and key insights that led to the initial guidelines of Government-wide application”. This approach to adapting to RBM provides sound foundation for analysing strengths and weaknesses of influencing uptake of reform. It is important to engage in-depth research before any project is implemented to minimise pitfalls. There is also need to ensure that relevant expertise is made available way in advance and in the right quantities as affirmed by Taylor (2002). Uptake and implementation are interconnected, therefore existence of a conducive environment guarantees stimulation of zeal for the uptake of Result Based Management system.



## **2.7 LACK OF OWNERSHIP OF REFORM PROGRAMMES**

The general local perceptions that reform programmes have been designed and imposed by external agencies breeds scepticism, contempt and weakens ownership of reform programmes according to Schacter (2000). Ayee (2008:137) observes that “The degree to which the reforms are “home-grown” the major shareholders must set the reform agenda, only if citizens feel involved in, and committed to , the agreed goals will then be met and sustained”. Experiences of the Structural Adjustment Programmes of the 1990s continue to linger and remind the citizens of the after effects of externally driven reform programmes. Many people were left without employment due to the impact of SAPs and this has bred suspicion on any reform that has external links. Imposition ZIMPREST, MERP and their subsequent failure bred scepticism of the latter programs like RBM. Mahapa et al (2015) argues that the Zimbabwe public sector employees are less likely to accept that which is adopted from other countries without proper research because of previous policies adopted from western countries such as ESAP. Efforts to demystify myth that RBM is a western project need to be applied to rebut this notion and pave way for increased uptake and implementation of RBM because it seeks to benefit everybody.

## **2.8 COMPLEXITY AND BIASES OF RBM DOCUMENTS**

Mavhiki et al (2013) points out that RBM is cumbersome, complex and not user friendly. The size of the appraisal form is also a challenge on its own which needs to be addressed. The mention of RBM causes fear, stress and confusion to most civil servants regardless of whether one is a manager or an operator. According to a survey carried out by Zvavahera in 2013 on the understanding of RBM from 32 ministries in Zimbabwe 70% of the respondents confirmed lack of understanding RBM, while 68% were of the opinion that the system was complex and needed to be simplified. Further 77% respondents indicated that RBM was complex to understand and implement. These challenges are further exacerbated by the fact that there is no constant monitoring and feedback from the supervisors during the year only to immerge at the end of year for the final assessments. UNDP (2003) however points out that RBM approach needs to be kept simple and should not lead to increased workload. It is emphasized that the number of instruments must be limited and easy to understand. RBM uptake and implementation should be based on the circumstances of a particular situation or country, there is no fixed manual or prescription.

According to UNDP (2007) critics of RBM argue that many of development results sought by United Nations and other public sector organisations cannot be measured. As a result RBM forces measurement and reporting of less important results especially outputs hence Curristine et al (2008) emphasises the need to focus on outcomes, not just outputs. While outputs are easier to measure this tends to lead to a narrow focus on efficiency and to the abandoning the broader perspective of effectiveness. This is said to have noxious effect on the behaviour of people as they tend be preoccupied with reaching targets rather than results.

Growing interest in RBM has generated a plethora of advice. There are a lot of RBM “cooks in the kitchen” and the available advice is not consistent according to Young (2015). This has further complicated the RBM comprehension, implementation and dwarfed its uptake in developing countries.

## **2.9 LACK OF TARGETED TRAINING**

Kiragen (2008) in Zvavahera (20013:6) argues that the reason why the uptake and implementation of RBM in the public sector is weak is due to the fact that “most employees taking courses not linked to the performance gaps identified during the performance cycle reviews”. Target training is an important aspect in sustaining RBM uptake and implementation. Civil servants need to undertake or further their education in courses that are relevant to their areas of operations in order to develop the skills commensurate with efficiency in service delivery. Office of the Auditor General of Canada (1996) has it on record that training and education are key ingredients for successful RBM uptake and implementation. The same report adds that organisational culture can also be effectively changed through targeted training. The adage ‘that knowledge is power’ is true considering the major stumbling block in RBM uptake and implementation of RBM is lack of knowledge. Col et al (2006:6) states that “capacity development and learning process is accelerated by regular training sessions”. This idea reinforces RBM implementation in that deficiencies in the application of RBM are remedied as the process continues. Training should not be a one-time event.

## **2.10 LACK OF FEEDBACK**

Despite the continuous evaluations and collection of validation information from the departments implementing Result Based Management, Gwata (2013:94) points out that “there is no feedback to Ministries or Department on the quality of service delivery”. she therefore attributes the slack uptake and implementation of RBM to defaults in feedback. Ministries and Departments should get feedback timeously for them to know whether they are implementing the system correctly and take corrective measures were necessary and possible. Feedback is an incentive that motivates and inspire uptake of RBM. People get encouraged and confident to ride on the RBM band wagon based on the feedback of their previous attempts.

## **2.11 PERFORMANCE MEASUREMENT DEFICIENCIES**

Inconsistencies and deficiencies in performance measurement deflates the organisation’s determination and ego to compare data or intended measurement according to Joseph et al (1992) in Amjad (undated). Zvavahera (2013:6) alludes to the same facts and says that “diversion from SI of 2000 as amended in 2001” has weakened and distorted the RBM uptake and implementation due to none compliance to the following requirements as stipulated by Statutory Instrument 162 of 2007 part 2 section 8 subsection (4) on performance management at the conclusion of every performance appraisal period: the secretary shall recommend to the Commission what action , if any, is to be taken on the basis of the appraisal, including

- Advancement or promotion.
- Transfer to a post more in keeping with the competence of the member concerned.
- Granting or withholding of any performance award.
- Reduction of the member’s grade in terms of paragraph 3 of the First Schedule.

## **2.12 LACK OF INCENTIVES**

Chikasha and Gwata (2014) points out that if one scores a 4, 3 or 2 in their key result areas nothing happens to them. The effectiveness of RBM has no link with promotion, salary

increase or increase of resources. Lack of incentives is one of the most prominent weaknesses to the uptake and implementation of RBM in the Public sector in Zimbabwe like in most African countries in the Sub-Saharan region. Schacter (2000:6) says that “Public administration in most African states is patrimonial and is built on a dysfunctional incentive system than professionalism, hard work and biased service to the public”. The rest of the civil servants have not been rewarded accordingly for a long time now despite the performance assessments being conducted annually since the inception of RBM in 2005.

Ostroft (1992) in Letangule and Letting (2012), UNDP Evaluations office (2001) in Perrin (2002) and Pazvakavambwa and Steyn (2014) collectively subscribe to the notion that without incentives, financial or non-financial there is no encouragement for uptake, performance and effective implementation of RBM. It has been noted that most developing countries, have deliberately ignored the importance of incentivising the programme. The low uptake of RBM is greatly attributed to the lack of incentives and motivation as Public Servants see little or no evidence of benefit linked to RBM.

### **2.13 INADEQUATE RESOURCES**

Severe resource constraints have been sighted by the Ministry of Public Service (2009) as one of the obstacles that have slackened effective uptake and implementation of RBM leading to the reform achieving mediocre results and limited impact on service delivery in the public sector. Perrin (2002;10) states that “both the United states and Australia the two major jurisdictions with perhaps the most experience with results oriented approach emphasised that failure in the implementation of Results based Management may be avoided by spending more money or adjusting the management approach”. The author further points at the need of continuous training, guidance and the availability of technical assistance over a period of time without which managers and staff are unlikely to be able to understand the potential value of RBM or to be able to buy- in into effective implementation and use of the system.

Kusek et al (2004) points out that “Developing countries are often characterised by financial administrative systems that are still in their early stages of development and many may not possess the level of maturity and capacity to implement the technical aspects of a result based management system”. This has had slow down effects on the uptake and implementation of

reform programmes in most cases, hence there is need to implement reforms such as RBM in phases to mitigate the challenges that go with the whole exercise.

Resource provision to reform programmes like RBM is very important as their viability is dependent on such. Nelson (2008, 1332) says “he who sows sparingly will also reap sparingly and he who sows bountifully will also reap bountifully.” Implementation of RBM is not a cost free or cost neutral exercise, resources must be availed to support the uptake and implementation according to Bester (2012), There for, starving the programme of resources weakens and combat its effective uptake and implementation. Ramchran (2004) argues that adequate time, finances and material, human resources and other logistics must be provided to enhance the probability of successful uptake and implementation of Public Sector strategies. Resources are a must for any serious program and RBM is not excluded.

## **2.14 CULTURAL BARRIERS TO CHANGE**

Culture represents the ‘social glue’ and generates a ‘we’ feeling and that promotes a healthy buy- in of any programme says Armstrong (2006). Failure to manage culture can compromise uptake and subsequent implementation of any reform programme. Culture is generally defined as a system of shared meanings, including the language, dress, patterns of behaviour, value system, feelings, attitudes, interactions, and group norms of the members. Brown and Harvey (2006) Culture influences the activities and implementation of organisation strategy. Office of the Auditor General of Canada (1996:18) states that “management culture focuses on results and encourage use of the new management approaches” There is need to influence culture of civil servants in order to adapt them to RBM.

Management style and corporate culture are central factors in the successful implementation of RBM. Brown and Harvey (2006:71) say “these set the tone for the whole organization and influences communication, decision making and leadership patterns of the entire system. Culture driven resistance is a barrier to the successful uptake and implementation of RBM, Governments of countries such as Canada, Georgia, Thailand and Malaysia showed that changing the culture of public servants has been difficult but necessary according to [Siddique (2010), Common (2011), Try & Radmor (2007)] in Mavhiki et al (2013). The business as unusual culture of the Zimbabwean civil service is a menace to the uptake and implementation of the RBM. Culture change and persistence is required since RBM

implementation is a journey not a destination requiring ongoing commitment according to UNDP (2007).

Culture if properly managed can be a catalyst to the achievement of the desired change and this could also be a barrier to attaining the desired change if not properly managed. Culture is of critical importance in the implementation of a strategy like Results Based Management in the public sector to promote fluid uptake of the system observes Ayee (2008).

### **2.15 LACK OF ETHICS IN PUBLIC SECTOR**

Mutema (2015) strongly believes that virtuous traits give public officials an internal drive to behave ethically correct. He further points out that public sectors of countries like Norway and Singapore have high level moral standards and the impact has enabled the countries to successfully suppress corruption. Developing countries are urged to provide budgets for ethics training for civil servants to enable cultivation of virtuous traits in the public sector. Very few reform efforts in Africa will not succeed without a successful promotion of ethics, accountability and transparency argues Ayee (2008). Ethics cultivate commitment, hard work, and ownership of reforms if properly inculcated and reinforce culture modification.

### **2.16 LACK OF LEADERSHIP COMMITMENT**

Senior leaders lack enthusiasm for the system and this has resulted in communication huddles as key reference documents have been availed late to Ministries and Departments according to Maviki et al (2013), therefore leadership support for results based management reform is important. UNDP (2007) concurs with these sentiments expressed above and adds that weak advocacy from senior managers have been the reason why Results based management system has been weakly and inefficiently institutionalised within Government departments.

### **2.17 DECLINING CIVIL SERVICE MORAL**

Public sector reforms have failed to yield desired impacts and some of the reasons are that public servants view themselves as being involuntary sacrificed to perform to imposed standards without corresponding remuneration according to Rubakula (2013). Mahapa et al (2015:250) cites “overload of work due to the fact that the vacancy rates are still high ... the issue of post freezing” has also contributed to low morals in the public sector particularly in

Zimbabwe. The freezing of posts has further dampened the zeal to buy-in to RBM as the remaining civil servants are made to double or treble up in carrying out their duties but without corresponding recognition. The decline of moral of the civil servants stems from the “lack of evidence of a link between performance on the one hand and reward on the other” according to Schacter (2000:6). However the author confines the low moral of public servants to developing countries since majority of OECD countries public servants are adequately paid, well incentivised and trained hence their dedication to the provision of public goals.

The decline in civil service has also been the underlining reason to the skills flight from the public sector to the private sector and developed countries resulting in a serious deficit in terms of skills as observed by Mulikita (2015). Effective RBM implementation requires commitment and professional skills from the implementers. Lack of these requisites has resulted in limited success of RBM in the public sector. Improvement on service delivery cannot take place as long as RBM does not benefit the employees in the public sector. Mavhiki et al (2013) blames dishonesty on the part of government as one of the major causes of moral decline among civil servants when he points out that “regardless of the promises of rewards for improved performance by Government to public servants salaries of public servants have remained below poverty datum line”. Ayee (2008) acknowledges this view when he stresses that while payment of minimal living wage to civil servants does not guarantee improved service delivery. It remains critical though oftenly a neglected prerequisite for successful uptake of civil service reforms like Result Based Management.

## **2.18 LACK OF STAKEHOLDER INVOLVEMENT**

Public services in Africa have always attempted to serve their clients without involving them fully in policy initiation, analysis and formulation as observed by Rubakula (2014). Such conduct has resulted in failure or weakened the implementation of some potentially noble reforms such as Result Based Management. The public service stakeholders include the:-

- Private sector
- Professional Associations (Trade Unions)
- NGOs
- Regulatory Bodies

- Foreign Governments & Agencies

Economic Commission for Africa (2003:49) postulates that where an attempt has been done to involve stakeholders, “Reforms committees have been created ...” but however laments that many of their recommendations have neither been considered nor implemented and this has compromised the uptake and performance of most public sector reforms. Perrin (2002) opines that the way to provide for buy-in is through active involvement, people are inclined to reject any approach that is imposed upon them.

Ignorance by the majority of civil servants and the general public about what RBM shows that the approach was not marketed and articulated sufficiently to both the implementers and beneficiaries. What makes the situation even worse is that even training on RBM was limited to few senior managers only who could not cascade it further down as they had also received micro-wave induction on its implementation. Overall, all these warped approaches to RBM implementation pour cold water on the zeal to embracing the programme by the Public sector employees and other stakeholders (Meier, 2003). Zimbabwe’s top down approach towards implementation of RBM lacked inclusiveness in the comprehension of the system to the majority public servants. Singh (2012) says that lack of information or the presence of misinformation causes people to fill in the blanks for themselves with information that may be not factual thus creating barriers and scepticism to the uptake of the system.

Ayee (2008:136) says “African civil services lack the numbers and quality of civil servants requirements to perform policy formulation and management functions” This situation compromises the levels of RBM buy-in and speed of implementation. Stakeholder involvement is critical in promoting uptake and implementation of RBM, Saying RBM is effective without people or the recipients of services confirming to the positive amounts to self serving. For instance, having what the Government wants and believing people should accept that it is working. The tradition of speaking for the people is very bad. It is such tendencies that have misled many into assuming that RBM uptake is 100% and its uptake and implementation is smooth sailing yet there are no corresponding results. Stakeholder involvement is a very powerful means of promoting buy-in and incentivising implementation of RBM.



## **2.19 UNDERMINING OF THE ROLE OF BEST HUMAN RESOURCE PRACTICES**

Mulikita (2000) in Shangahaidoni (2013:581) says “for RBM to work effectively best HR practices are crucial for example, the staff selection, compensation, carrier management, training and development need to be professionally managed and based on merit”. The appointment to management positions and recruitment of other personnel has been based on nepotism and political affiliations. Challenges usually surface when such people are asked to conform to managerial systems like RBM as they would not comply since their allegiance is centred on those that facilitated their appointments.

For employees to contribute meaningfully and in tandem with the organisational objectives Shangahaidoni (2013) asserts that they need to be equipped with the rightful skills that are commensurate with the delivery of expected results. Undermining the role of best HR practices compromise the whole RBM uptake and implementation as there would be deficiencies in terms of training, drafting of individual work plans, objectives and motivation among other matters. Human Resources department involvement as an actor in the uptake and implementation of RBM is integral.

## **2.20 BUREAUCRATIC OBSTACLES**

While Weber (1920) in Schacter (2000) is of the view that bureaucracy can improve efficiency, accountability and reliability in administrative structures. Merlon (1957) in the same author criticises the rigidity of the bureaucratic structure which he views as fertile ground for trained, incapacity, goal displacement, the discouragement of innovation and adaptability to change, all act as obstacles to the successful uptake and operationalisation of RBM in Government departments.

Eggen (2011) in Faugli (2013) shows that bureaucrats in Malawi performed a beneficiary selection that they clearly knew will lead nowhere, and goes on to interpret this as an aesthetic ritual ‘everybody’ knows it does not work, but they still do it. This could probably be the situation Zimbabwe Government departments find themselves in, in the almost botched uptake implementation of RBM. UNDP (2007) states that RBM assumes that managers have the flexibility to allocate programme resources to maximise results. However that assumption does not generally hold true especially with bureaucracies of developing

nations as Shangahaidoni (2013:583) points out that “bureaucratic nature of the organisations poses to be a hindrance in the implementation of RBM”.

## **2.21 PRIORITIZATION OF POLITICAL EXPEDIENCES OVER REFORMS**

Failing to take into account the institutional and change management issues and introducing RBM as a narrow technical exercise stands to undermine the uptake and implementation of the initiative says (Perrin 2002). Madhekeni (2012) weighs in by pointing out that implementation of RBM in Zimbabwe has been a top down approach contrary to the tenants of beneficiary participation which would be realised through a bottom up approach. This trend has contributed to the marginal uptake and limited impact of RBM in most developing countries Zimbabwe included. Madhekeni (2012:125) further bemoans the fact that “the government of Zimbabwe has a tendency of prioritizing political expediency above everything” This has led to the starving of resources and critical attention to RBM. The trend has been that resources and focus is wantonly shifted to politically inclined projects like campaigns and others at the expense of broader reform projects like RBM, In addition to that, tendencies of running multiple reform programmes usually create serious congestions that weaken the impact of the majority of the programmes.

The inception of the economic blue print Zim-Asset has contributed to the undermining and weakening of RBM with regard to the attention and resource allocation. RBM is now playing second fiddle to Zim-Asset as it has become the theme talk hence the researcher is greatly concerned whether RBM has gone AWoL despite being touted as the enabling vehicle for Zim- Asset.

## **2.22 PREVALENCE OF CORRUPTION IN THE PUBLIC SECTOR**

The fact that New Performance Management advocates for good governance scares some corrupt African leaders from implementing it in fear of having their corrupt ways being disrupted and exposed according to Poladino (1999), while Schacter (2009:9) laments that “5 of the 15 most corrupt countries identified in transparency international’s world wide” Corruption perception index “are from the Sub-Saharan African Region”. Ayee (2008:146) states that “corruption has been identified as the root cause of the failure of Public Management”. This has greatly contributed to the sloppy uptake and weak implementation of

intervention strategies like RBM especially when resources meant for public services are diverted to personal use.

Mavhiki et al (2013) alleges that weak buy-in of RBM in the public sector of Zimbabwe is partly due to the fact that civil servants do not want to be accountable since this would expose their corrupt tendencies. For instance Zhou and Zinyamba (2012:230) report that the Comptroller and Auditor General report of 2009 “made shocking revelations that exposed gross abuse of state resources, with government vehicles being taken away by top government officials and state assets, fuel coupons and cash misappropriated ... 14 vehicles donated to the Ministry of Public Service, Labour and Social Welfare by the Reserve Bank (RBZ) in 2008 were neither recorded in the vehicle register nor the donations register, state assets such as lap tops, fax machines, cell phones and spares were stolen but no police reports were made.”

Ayee (2008:139) shows that “there is lack of will to eliminate corruption in the public sector by African Governments as demonstrated by the fact that scarce resources are spent carrying out audits to identify ghosts from the civil service ‘but not necessarily removing’ ”. African countries have high level ghosts in their civil service ranks, For instance, The civil service audits carried out between 1990-2000 showed the following: Ghana 35000 ghost workers, Guinea 2091 ghost workers, Cameroon 10840 ghost workers, Senegal 1497 and Uganda 20 000, Ghost workers siphon governments of scarce financial resources while at the same time creating vacuums in the service delivery compromising the uptake and implementation of RBM.

## **2.23 LACK OF CAPACITY TO MANAGE REFORMS**

Most developing countries fail to successfully achieve 100% uptake of reform programmes due to enormity, political sensitivity of the task, and the severe limitations on capacity to manage reforms hence implementation of frameworks like RBM are likely to take between ten to twenty years in most countries according to Ayee (2008). Schacter (2000:7) reiterates that “it is difficult to point to one public administration in Sub-Saharan Africa that is significantly more capable of designing and implementing public programmes today than it was at the beginning of the 1980s” For instance Musingafi (2013) in Zvavahera (2013) mentions that the implementation of RBM is one of the several attempts by the government

of Zimbabwe to introduce some reforms since independence and among the failed attempts are ESAP, PFM, ZimPREST.

Developing countries have a history of poor uptake or buy-in of public reforms and these perennial weaknesses continue to hamper successful uptake and implementation of current programmes like RBM. Economic Commission for Africa (2003) identified lack of institutional capacity and resource constraints as the other major area that African countries face challenges in reform programme implementation while Mier (2003) is of the idea that RBM approaches have oftenly failed to gain traction in environments that lack transparency and democracy. This has been the case in Cambodia where client focus and democratic accountability lacked. Bad economic situation and lack of supportive policies as well as weak institutional environment militate against the successful uptake and implementation of RBM says the Asian Development Bank (2011).

## **2.24 POOR ENERGY INFRASTRUCTURE**

Ruhode (2013:148) states that “Zimbabwe experiences severe power shortage, load-shedding for both industrial and domestic users is the order of the day”. Citizens have had to bear with effects of this situation as they sometimes fail to access service. Recently the Minister of Energy was quoted asking the mining sector to reduce their energy consumption by 25%. This has a far reaching effect even to Government departments who will definitely fail to meet set targets because of work stoppages resulting from load shading by ZESA which does not prioritise even Government Departments.

## **2.25 SUMMARY**

Literature reviewed shows that RBM uptake and implementation is easier said than done. There is need for more action than mere rhetoric. The majority of the countries that have encountered challenges with RBM uptake have lost it in the preliminary stages of marketing and buy-in. This also attributed to narrow minded approaches that include forcing the concept into the throats of the implementers (civil servants) without prior digestion and deviation from the performance management norms. RBM requires learning and unlearning of certain traits, cultures, inculcation of and embodiment of ethics, investment and availing of resources as well as incentives to arouse lasting uptake and ownership of the concept among other

requisites. Chapter 3 of the research practically focuses on research design and methodologies to be followed in gathering, presentation, analysing and interpretation

## **CHAPTER III**

### **RESEARCH METHODOLOGY**

#### **3.0 INTRODUCTION**

This section of the research deals with the methods and techniques used in conducting the study. The research's shape and structure is determined by the research methodology and design, data collection paradigms to be followed are listed and explained, population, sampling techniques, data collection procedures as well as how ethical issues are going to be handled is explained prior to their application in the next section.

#### **3.1 RESEARCH METHODOLOGY**

Research methodology refers to any approach followed in solving an identified problem. Elle (1994) in Ruhode (2013:90) views it as “an articulated theoretically informed approach to the production of data”. Methodology mainly focuses on the collection of data, sources of data and how it is analyzed Research methodology therefore zeros in on methods used in collecting data and analyzing it in order to determine how one intends to achieve the research objectives. The two methodologies applied when carrying out an empirical research are qualitative and quantitative however each of the methodologies has merits and demerits which shall be discussed in detail in the following paragraphs.

## **3.2 RESEARCH DESIGN**

The research design is the plan of arrangement of data collection with the specific target of combining both relevance and objectives of the study according to Bell (2001). Sanders (2003:46) says the research design is “the structure of the research which provides the glue that holds the research project together” The research design provides overall plans for collecting data that answers research questions and link points of the research. The research design used in this study is descriptive survey method and the reasons for its adoption includes its ability to focus on the present phenomena in terms of practices, beliefs, conditions and trends as postulated by Aggaal (2008) in Salaria (2012). Descriptive design does not only have the ability to gather and tabulate facts but is also efficient in comparing, generalizing, interpreting and tabulating facts. Descriptive survey method has the incomparable capacity to apply critical analyses and examine the source materials by analysing and interpreting data. More importantly the survey generates information vital to coming up with solutions to the identified problems.

### **3.2.1 MERITS OF DESCRIPTIVE DESIGN**

- Descriptive design describes the current situation and assists to reveal new meanings and dimensions according to Oladele (2010).
- Usually representative, accurate and reliable Salaria (2012).
- It seeks to expose abnormal conditions and contribute in setting of new trends as well as norms of conduct.
- Flexible to accommodate both qualitative and quantitative methods in analysing data

### **3.2.2 DEMERITS OF DESCRIPTIVE DESIGN**

- Confidentiality is the main weakness of descriptive research as observed by Chiromo (2006) who further points out that the approach is susceptible to error and subjectivity.

### **3.2.3 SOLUTIONS TO DEMERITS OF DESCRIPTIVE DESIGN**

- To avoid error and bias the study shall remain critical and faithful at all the various stages and stick to ethical rules and principles as emphasised by Zohrabi (2013).

### **3.3 POPULATION**

Population is the total number of all possible individuals relating to particular topic which could be included in the study in question according to Thomas (2009). Bless (1995) subscribes to this view by adding that besides being relevant to the research the elements have one or more characteristics which are of interest to the researcher. The population for this research comprise of Government departments in Umzingwane in Matabeleland South Province. Fifteen Government departments comprising of 650 civil servants located in Umzingwane District shall be assessed in the study, and these are Registrar General's department, Education, Women affairs, Youth Empowerment and Indigenisation, Civil Service Commission, Lands, Judicial Services, District Development Fund, Local Government, Department of Livestock, Health and Child Care, Department of Social Welfare, Mechanisation, Ministry of Agriculture, Esikhoveni Public Service Training Centre.

### **3.4 SAMPLING**

Sampling is a process of systematically selecting a sub-set of the total population so that by studying the sample one may fairly infer the results back to the population from which they were chosen according to Thomas (2009). Oppong (2013) concurs with the same notion by describing sampling as “a process of selecting subjects to take part in a research investigation on the grounds that they provide information considered relevant to the research problem.” Sampling enables data to be gathered more efficiently and in a logical manner in that each sampled unit, government departments in this case will represent the characteristics of a known number of departments. To do this, one of the two standard categories of the sampling techniques in existence shall be adopted.

#### **3.4.1 SAMPLING TECHNIQUES**

Sampling techniques can be divided into two categories which are probability and non – probability sampling says Chiromo (2006).

#### **3.4.2 PROBABILITY SAMPLING**

Probability sampling refers to the calculated chance of selecting each respondent. There is non- zero opportunity of being selected in the population due to the randomization of the selection process. Probability sampling is most preferable when the researcher desires a

strong link between study and the population drawn from it. There is need to first decide on the focal population then create a sampling frame from which every element though randomly picked has a known chance to be in the sample according to Doherty (1994). There is also need to make sure that the sought after and sampled population is identical and orderly aligned to enhance the degree of confidence, validity and enabling generalisation of the sample as observed by Koch and Gilings (1984) in Schreuder (1999).

### **3.4.3 ADVANTAGES OF PROBABILITY SAMPLING**

Probability sampling comes with a host of advantages according to Latham (2007) and these include the following:

- Elimination of possible bias and error through thorough analysis of data.
- Reduces the risk of researcher's influence on the selection process.
- It provides every subject or unit with an equal chance of being selected from the population.
- Specific bias and error calculation in connection with data gathered is enabled.

### **3.4.4 DISADVANTAGES OF PROBABILITY SAMPLING**

- Irrespective of the process adopted for random sampling, the task can be tediously strenuous especially if the population is significantly large and is to be manually tackled without the use of a computer.
- Chances of excluding elements of interest in the selected sample from the population are very high.
- There is need to pay a great deal of attention and care in the arrangement order of the population list. Challenges associated with probability sampling can also be further avoided by carefully scrutinising the sequence to make sure that the list of elements is not arranged in any type of order.

Probability sampling techniques include the following:

- Simple random sampling.



- Systematic random sampling.
- Stratified random sampling.
- Cluster sampling.

### **3.4.5 NON- PROBABILITY SAMPLING**

Non- probability sampling refers to known probability of selection. It seeks to construct a sample that can generate the most useful insights that can be applied by the researcher into the study's particular focus says Lynch (2012). The richness of the data from non-probability sampling is usually of high quality in a way that enables answering the research's core questions. Non-probability method has the convenience of not having any fixed correct number of participants, also of importance is that background information about a population from which data is to be extracted is to be established according to Schreuder (1999). However this does not necessarily make the findings based on non-probability approaches inferior and invalid.

### **3.4.6 ADVANTAGES OF NON-PROBABILITY SAMPLING**

- It has the advantages of convenience and economy and is used when application of probability sampling is not viable according to Chiromo (2006).
- Non-probability sampling is cheaper than probability and can often be implemented more quickly says Etikan et al (2016).
- Enables proper usage of available resources.
- Statistical power of non-probability sampling increases as sample size increases.
- Proficient in the identification and selection of individuals or groups conversant with a phenomenon under study.

### **3.4.7 DISADVANTAGES OF NON- PROBABILITY SAMPLING**

- Vulnerable to severe hidden influences.
- Prone to high occurrence of bias, Etikan (2016).
- Requires prior knowledge and experience from the researcher on the population.

Non – probability sampling techniques include the following:

- Purposive/ judgemental sampling
- Convenience/ accidental
- Quota sampling
- Snowball sampling

#### **3.4.8 PURPOSIVE/JUDGEMENTAL SAMPLING**

Purposive sampling is a tool for informant choosing says Tongco (2007) and is also known as judgemental sampling according to Berg (2001).

#### **3.4.9 MERITS OF PURPOSIVE SAMPLING**

- Allows the researcher to conveniently handpick relevant respondents with information relevant to the study according to personal experience and knowledge.
- Provides the researcher with the opportunity to sample authentic sources on RBM such as heads of departments and RBM trainers among the targeted population.
- Applicable to both qualitative and quantitative techniques.
- No limit is provided on the number of informants that should make up a purposive sample as long as sought after detail is obtained observes Bernard (2002) in Tongco (2007).
- Application of purposive sampling requires no underlying theories points Etikan et al (2016).
- Proffers the most efficient avenue to communicate ideas and experiences in a fashionable and reflective way.
- Less expensive as it enables proper usage of available resources among other advantages.

#### **3.4.10 DEMERITS OF PUPOSIVE SAMPLING**

- Since researcher exercises own judgement on the selection of informant the approach becomes highly vulnerable to personal biases.
- Lack of research experience may produce substandard results.

### **3.4.11 SOLUTIONS TO THE WEAKNESSES OF PURPOSIVE SAMPLING**

- Information that seems to be incoherent and implausible should be triangulated.
- Quality control to be done through verification of information.
- Ambiguous questions to be avoided at all cost.
- Researcher to exercise maximum alertness for likely biases.
- Avoid out sourced interpretation beyond the sampled population.
- Apply appropriate information collection techniques.
- Allen (1971) in Tongco (2007) says “criteria is to be set for what would make a good informant and what would make a bad informant.”

### **3.5 CONVENIENCE SAMPLING**

Convenience sampling is a non –probability sampling technique where elements of the target population that meet a certain criteria such as geographic proximity, accessibility and availability at a given time or willingness to be involved in the research according to Etikan et al (2016).

Convenience sampling is also called haphazard sampling or accidental sampling.

#### **3.5.1 ADVANTGES OF CONVENIENCE SAMPLING**

- As per its name convenience sampling is easy to carry out and the rules guiding the processes are not many as compared to other sampling techniques.
- Accessibility determines the units to be included in the sample.
- Etkan et al (2016) opines that convenience sampling is affordable and easy to use since it is assumed the units or subjects are readily available.
- The sampling technique is usable to both quantitative and qualitative research.

#### **3.5.2 DISADVANTAGES OF CONVENIENCE SAMPLING**

- The major weakness of convenience sampling is that there may be over or under presentation of particular units within the sample according to Land Research Limited (2012).
- Vulnerable to serious latent biases.

- Prone to the risk of collecting substandard quality data according to Oppong (2013)

### 3.5.3 SOLUTIONS TO OVERCOMING WEAKNESSES OF CONVENIENCE

- Convenience requires to be merged with other sampling techniques such as purposive sampling technique which picks its targets based on the researcher’s knowledge.
- Hidden biases can be avoided by making prior assessment on the qualifications and merits of the targeted group

### 3.6 SAMPLE SIZE

**Table 3.1**

Category	Target population	Sample Size	Sample technique
Other civil servants	571	(79)	Convenience
Heads of departments	15	15	Purposive
RBM Specialists	4	4	Purposive
Technicians	16	16	Purposive
Teachers	18	18	Convenience
Clerks	16	16	Convenience
General hands	10	10	Convenience
Total	650	79	

Source Field Research March 2016

Table 1 above shows the size of the sample and the actual distribution of participants in absolute figures .

#### 3.6.1 SOURCES OF DATA

The study shall collect data from primary and secondary sources.

### **3.6.2 PRIMARY DATA**

Information that is gathered fresh and first hand is known as primary data according to Rabianski (2003) and is also referred to as data which was never there before that is collected for specific purposes by applying procedures that suit the research problem says Hox and Boeijs (2005). Primary data is can be collected through questionnaires, interviews, experiments and observations.

### **3.6.3 ADVANTAGES OF PRIMARY DATA**

- Addresses targeted issues more conveniently and efficiently.
- Presents data in a better fashion.
- Expenditure is limited to relevant information.

### **3.6.4 DISADVANTAGES OF PRIMARY DATA**

- Requires a lot of resources and time to be gather.
- High costs are involved in gathering data.
- Prone to inaccurate feedback where clarity is required.

### **3.6.5 SOLUTIONS TO DISADVANTAGES**

- Minimise costs and time by adopting sampling techniques that include purposive and convenience sampling.
- Ensure that responses are documented and supported with secondary data where possible.

### **3.6.6 SECONDARY DATA**

Secondary data refers to data that has been previously published in journals, magazines, newspapers, books, online portals and other resources according to Hox and Boeijs (2005). The information in secondary data is made up of elements whose characteristics are coded in variables that posses an order of possible values, The University library shall be used to access both electronic and published secondary data to complement and reinforce the primary data.

### **3.6.7 ADVANTAGES OF SECONDARY DATA**

- Secondary data usage cost less and is faster to reach ideal information.
- Data that would have been gathered for a particular purpose can be reused where applicable for example data from a book, magazine, libraries, newspapers, journals and the internet.
- Most of the secondary data is ready available and this accelerates the speed of research.
- Provides a wide range of sources which include books, magazines, libraries, newspapers, journals and the internet.

### **3.6.8 DISADVANTAGES OF SECONDARY DATA**

- Where clarification is required participants cannot be contacted for follow up questions.
- Data may have been originally collected for a different purpose and hence may not be adequate for the current research study.
- The researcher may not have the skills to retrieve relevant data, For instance retrieving data from the internet.
- More time may be needed to evaluate and check if the data is relevant in terms of quality requirements of the current research study.

### **3.6.9 SOLUTIONS TO THE DISADVANTAGES**

- Data needs to be thoroughly vetted to establish merit and relevancy.
- Researcher to sharpen internet accessing skills.
- Age of source being accessed requires serious scrutiny as a way of establishing relevancy and validity.

## **3.7 DATA COLLECTION INSTRUMENTS**

Data collection instruments are the means through which data from the primary sources can be accessed and gathered, Chiromo (2006:29) states that the major instruments “used in the descriptive survey design are observation, questionnaires, interviews and tests”. The researcher shall however discuss and adopt two of the four mentioned instruments and these

are interviews and questionnaires because of their reliability and precision in the validation of results.

### **3.7.1 PERSONAL INTERVIEWS**

An interview is a conversation between the interviewer and the respondent carried out with the intention of soliciting for certain information according to Dane (1990). There for personal interviews involve soliciting answers from people through direct verbal interaction between the interviewer and interviewee. This method is most preferred and is going to be adopted in this research in interviewing the targeted population that comprise of departmental head, section supervisors of among others.

### **3.7.2 ADVANTAGES**

- Personal interviews have an advantage of providing; immediate responses, high response rate as respondent's comments, reactions, facial and bodily expressions can be captured. In addition to the above conveniences this instrument enables the interviewer to corroborate for more in-depth information on grey areas.

### **3.7.3 DISADVANTAGES**

- Some respondents may not be at liberty to disclose certain information due to fear of victimisation and breaching the declaration of secrecy particularly civil servants.
- It is time consuming and expensive, researcher is required to travel to meet interviewees.
- There may also be need to acquire recording equipment.
- There is a great possibility of gathering biased data due to the influence of the interviewer.

### **3.7.4 QUESTIONNAIRES**

Questionnaires are the most commonly used data collection tools, this involves systematically compiling and organizing a series of questions that would be sent or personally administered to population samples. Questionnaires enable coverage of large geographical area through emailing and faxing, This study shall administer questionnaires to all the 79 members of the sample in an effort to capture commonality of views on the major questions.

### **3.7.5 ADVANTAGES**

- Respondents attend to the questionnaires at their own convenient time without the overbearing influence of the researcher.
- Questionnaires reduce overburdening the schedules of the respondents or targeted groups.
- Questionnaires provide respondents with a great feeling of anonymity and achieve great mileage on sensitive matters while also enabling wide geographical coverage.

### **3.7.6 DISADVANTAGES**

- Retention of questionnaires may not be hundred percent beside the cost associated with this data collection instrument.
- While the researcher is fully aware of the existence of many other data collection techniques like observation, Circumstances surrounding this research have influenced the researcher to opt for interviews and questionnaires. Interviews are going to be used to gather data form departmental heads while questionnaires are going to be applied on both the supervisors and rest of employees.

### **3.8 ETHICAL ISSUES**

Researchers are expected to be ethically correct in their conduct during a research in order to remain within context and avoid bringing the profession in disrepute. Popkin and Stroll in Mawere (2011:09) cited in Mutema (2015) views ethics as “a set of principles or set of rules that sanction or forbid certain kinds of conduct”

Ethical issues to be addressed by the researcher prior to carrying out interviews and distributing questionnaires include the following among others:-

- Seeking consent of subjects through their departmental heads in advance.
- Explaining the purpose of research.
- Explaining the procedures to be followed in interviews.
- Assuring the subjects that all information communicated shall be treated in the strictness of confidence.



- Timing and scheduling of interviews to the convenience of interviewees.
- Avoiding political inclination.

### **3.8.1 RELIABILITY AND VALIDITY**

Nunan (1999:14) in Zohrabi (2013) states that “reliability deals with the consistency, dependability and replicability of the results obtained from a piece of research.” hence measures such as cross checking the accuracy of the information collected as well as authentication through confirmation should take place.

- Collected information on the phenomenon being researched on shall be corroborated with trends projected by literature reviewed in chapter 2.
- Burns in Zohrabi (2013) says “validity is an essential criterion for evaluating the quality and acceptability of research.” Validation adds utility to the results of a research.
- Validation of data shall be done through consultation of specialists and heads of departments, proof of this effort shall be availed by means of date stamp of each department engaged in the data collection process.
- Data collected through interviews and questionnaires as well as that from literature reviewed shall be triangulated in order to authenticate the researches’ findings.

### **3.8.2 PRE-TESTS**

Pre-tests are also known as pilot tests and Hugler (2001) in Simon (2011) defines them as a “small scale version or trial run in preparation for a major study.” Pre-tests are also referred to as feasibility studies in social sciences, Pre-testing of research instruments seek to sharpen the efficiency of the instruments in retrieving the sought after data despite that they may not be an assurance for the success of the main study. Pre-tests enable checking of various logistical issues besides ascertaining understandability of the wording of the research instruments there by exposing any ambiguities that may be there. The research supervisor’s approval on the research instruments for use in this research was sought first, and thus the same instruments were pre-tested in the current local governance class. This exercise added value to the instruments as some fine tuning and adjustments were done based on the results of the process to perfect the research instruments

### **3.8.3 ADVANTAGES OF PRE-TESTS**

- Proposed research weaknesses are brought to light in advance.
- Redundant and misleading questions are avoided.
- The likely results of a study process can be confirmed well in advance.

### **3.8.4 DISADVANTAGES**

- Pre-tests may increase the costs of research.
- If pre-tests fail to unearth pitfalls of the research fake confidence on the research instruments may develop.

### **3.8.5 SOLUTIONS**

- Pre-testing has to be done under the supervision of experienced researchers.
- Results of a pre- test need to be thoroughly analysed and linked with current relevant literature.

## **3.9 DATA COLLECTION PROCEDURES**

The researcher has been issued with an introductory letter from the Department of Local Governance Studies Chairperson Faculty of Social Sciences. The researcher was further given permission to carry out the research study in the Government Departments by the District Human Resource Manager Civil Service Commission in Umzingwane. The Introductory letter hence bears the CSC date stamp as proof of that authority, Date stamps of departments that were interfaced with during the data collection process also appear on the introductory letter.

## **3.10 SUMMARY**

The purpose of this chapter is to explain and provide a preview of the various elements and methods to be applied in the study. A population comprising of 15 District Heads and 64 other civil servants form the various categories of operatives from 15 Government departments constituted a sample of 79 members. The study is going to use purposive sampling and convenience sampling methods based on the merits they have for social science

researches. Data shall be collected through application of questionnaires and interviews. The data collection instruments provide the most efficient means in this kind of study. Reliability and authenticity of the data collected shall be done through triangulation. Data collection procedures such as the introductory letter from the Department of Local Governance Studies Chairperson and authority from Civil Service Commission to carry out the research as well as addressing of ethical issues pertinent to the study are all in place paving way for data collection, presentation, analysis and interpretation in Chapter four.

## **CHAPTER IV**

### **DATA PRESENTATION, ANALYSIS AND INTERPRETATION**

#### **4.0 INTRODUCTION**

This chapter presents data gathered from the respondents and consists of demographic make-up, as well as views from the various categories captured in the process from which tables, pie charts and graphs are going to be drawn in quest to addressing the objectives and questions of the research which seeks to give informed insight into the uptake of result based management in the public sector institutions focusing on government departments in Umzingwane. After presenting the graphs and tables on the responses a brief discussion is provided to enable understanding of the data.

## 4.1 DATA PRESENTATION

The data is going to be presented, analysed and discussed under the following constructs: response rate on questionnaires, demographic characteristics of respondents and responses to questionnaires. The same process shall also be followed on interviews. Qualitative data collected shall be integrated with literature reviewed as a way of gauging reliability and the extent of validity.

### 4.1.1 RESPONSE RATE FROM QUESTIONNAIRES AND INTERVIEWS

#### 4.1.2 QUESTIONNAIRES:

**Table 4.1**

Non- Response and Response Rate	Frequency	
	Actual	Percentage %
Response	79	100
Non- Response	0	0
Total	79	100%

Source: Field Research Data March 2016

Table 4.1 above shows the response and non- response rate achieved through the administration of questionnaires in the survey. The response rate of both heads of departments and the rest of other government employees was 100%, all the 79 questionnaires distributed were retrieved. This was very impressive and encouraging considering the high schedules of most staff and management at the time of the research. The level of support illustrates civil servants' desire to understand RBM better, commitment and importance they attached to the research. The response rate could perhaps also be attributed to the clarity and amount of questions whose pretesting eliminated all the ambiguities as opined by Hugler (2001) in Simon (2011). The level of responses strengthens the acceptability of the results of the research since they exceed the minimum acceptable levels of below 50% according to Backer (2012:34) in Chinyamakobvu (2014).

### 4.1.3 INTERVIEWS:

The research was scheduled to carry out fifteen interviews, ten for the heads of departments and five for the focal or specialist persons who also doubled up as heads in some set ups. The table below shows the interview response rate.

### 4.1.4 RESPONSE RATE OF INTERVIEWS

**Table 4.2**

Participants	Total number of interviews	Number of those interviewed	Number of those not interviewed	Response rate as %
Heads of Departments	10	10	0	100%
Focal Persons	5	4	1	80%

Source: Field Research Data March 2016

The interview responses by heads of department and focal persons were very impressive considering their busy schedule of work. The Heads of Departments and Focal Persons scored a response rate of 100% and 80% respectively as shown by table 4.2 above. The response percentage levels are far above the minimum levels capable of constituting none biased results for the research. The Focal Persons who failed to attend the interviews were attending to the call of duty in Harare, however they made an effort to communicate although the interviews could not be rescheduled because their commitment was going to stretch beyond the scheduled interview periods. Heads of Departments provided insight and first hand information on the status of RBM uptake in their departments which could not be captured by the questionnaires such as the opportunity to personally peruse through the Performance Plan and Assessment forms as well as the Departmental Integrated Performance Agreement documents. The RBM specialists interviewed included the Civil Service Inspector for the District and the local Civil Service Trainers from Esikhoveni Training Centre. The contribution of three served as a benchmark for validating the quality and acceptability of data collected as suggested by Zohrabi (2013) that all research data need to be corroborated for reliability's sake.

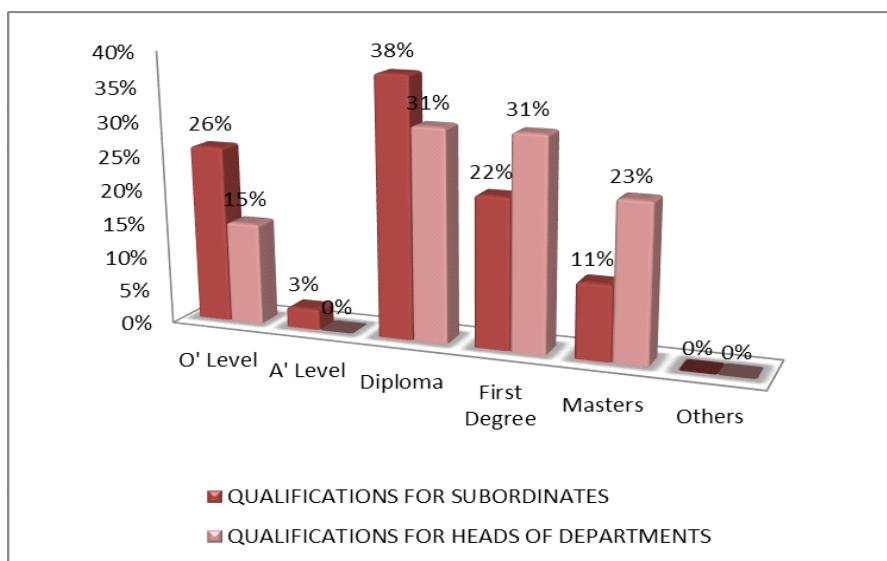
## 4.2 DEMOGRAPHIC CHARACTERISTICS OF RESPONDENTS

Demographic characteristics of respondents seek to show the levels of education, positions and working experiences of both heads of departments and the rest of other public servants. Tables, pie charts and graphs below were used to illustrate participants' demographic characteristics.

### 4.2.1 LEVEL OF EDUCATION

### 4.2.2 EDUCATIONAL LEVEL OF ALL CIVIL SERVANTS AND THEIR RESPECTIVE HEADS OF DEPARTMENTS IN UMZINGWANE

Figure 4.1



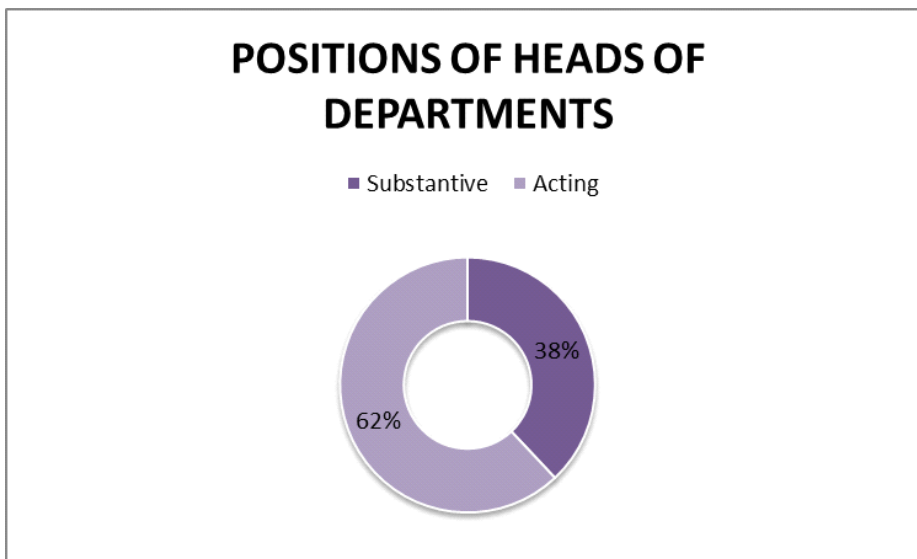
Source: Field Research Data March 2016

The histogram figure 4.1 above shows the educational levels of majority of staff (subordinates) of whom 29% have qualifications below diploma level, 38% are diploma holders, 22% have first degrees while only 11% have higher degrees. Overallly 72% of the respondents are holders of diplomas plus degrees. Information on qualification levels is critical in the assessment of uptake of RBM, Office of the Auditor General of Canada (1996) argues that training and education are key ingredients for successful uptake of RBM and implementation and more importantly for heads of departments who have are expected to possess the necessary qualifications and skills to enable them expedite uptake of RBM. The level of education of heads of departments comprise of 16% 'O' level, 0% 'A' Level, 31% diploma, another 31% first degree and 23% masters degree. It is however notable that the 16% heads of department who are only holders of 'O' level qualifications may not be competent enough to reign the

seemingly highly qualified subordinates in the uptake of RBM. Never the less the research sample demonstrates why they was great understanding of RBM. The Government Departments in Umzingwane have a reasonably qualified and educated personnel meeting the criteria of the study particularly the level of thinking and this makes them bonafide candidates for the uptake of RBM.

#### 4.2.3 POSITION DISTRIBUTION OF HEADS OF DEPARTMENT

Figure 4.2



Source: Field Research Data March 2016

The doughnut graph figure 4.2 above shows the positional distribution of Heads of Departments in Umzingwane District. This analyses and illustration is very interesting in as far as the uptake of Result Based Management is concerned in that leadership plays a central role. Data from the chart shows that 38% of the respondent heads are substantive while a whopping 62% are on acting capacities. High level of acting respondents in the public sector departments is a true sign of leadership void in the uptake of RBM as alluded to by Mahapa et al (2015:250) when she cites “Overload of work due to high vacancy rates and delays in decision making ...” The current practise of freezing posts and putting to halt any vacancy fill-ins has created leadership void in the public sector departments and the result has a negative effect on RBM uptake as acting incumbents are may not mandated to take big decisions

#### 4.2.4 WORKING EXPERIENCE OF RESPONDENTS

Figure 4.3



Source: Field Research Data March 2016

The column bar graph figure 4.3 above illustrates the experience distribution of both heads of departments and their subordinates in the study. 7 of the 79 respondents have between 1-5 years work experience, 30 have 6-10 years experience, 26 have 11-15 years experiences while 16 have 16 years and above of experience. This means 7 are still fairly new in service while 56 of the civil servants are the fairly experienced and seasoned of the and the 16 represents the veterans. The sample make- up in terms of respondents' experience shows that the major objective of the research to establish the uptake of RBM in Government Departments in Umzingwane is fairly tackled as the majority of the respondents fall within the category that is expected to be practising RBM.

#### 4.3 UPTAKE OF RESULT BASED MANAGEMENT IN GOVERNMENT DEPARTMENTS IN UMZINGWANE DISTRICT

Data on the uptake and practise of Result Based Management in the public sector institutions in Umzingwane District is presented in this section. Responses from questionnaires and interviews on the following are discussed:

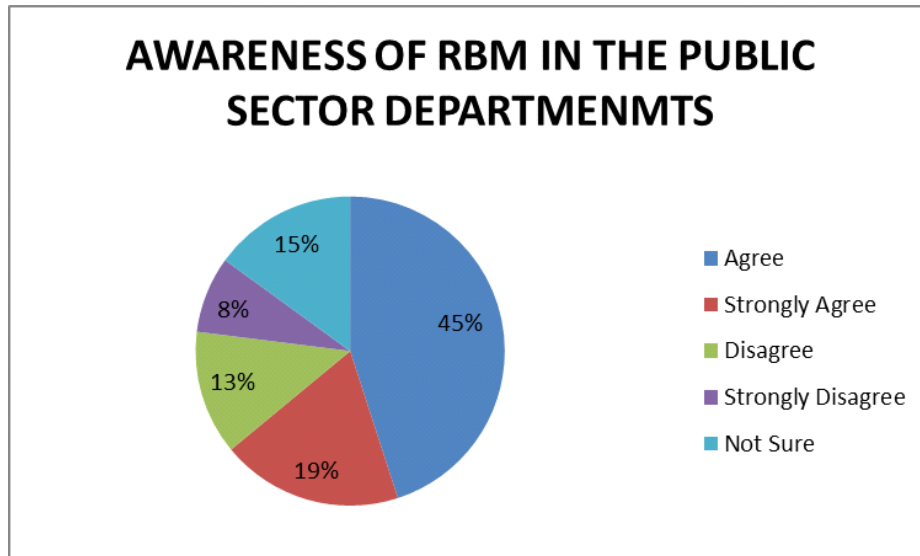
- Whether Civil Servants know and understand RBM.
- Level of RBM uptake or its practice by public sector departments in Umzingwane.



- The relevance of RBM uptake on service delivery improvement by public sector departments.
- The importance of incentives in the promotion of RBM uptake in the public sector institutions in Umzingwane.
- The availability of strategies to cultivate and monitor RBM uptake in the public sector departments in Umzingwane.
- The challenges encountered by the public sector departments in the uptake of RBM as well as the prescription of solutions to each of the challenges identified.

### 4.3.1 RESPONSES ON THE AWARENESS OF RBM IN THE PUBLIC SECTOR DEPARTMENTS IN UMZINGWANE

Figure 4.4

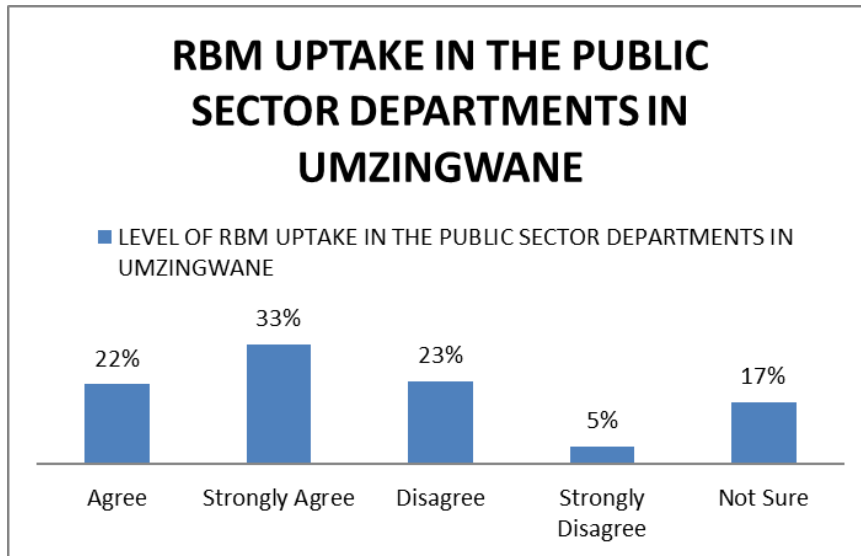


Source, Field Research March 2016

The pie chart Figure 4.4 above shows the responses of all civil servants in the sample from heads of department senior officers and the rest of other lower level employees on their awareness of the Result Based Management system. 64% of the responses captured through questionnaires proved that the general majority of the civil servants knew and understood RBM as a management philosophy. This level of RBM knowledge can be ascribed to the level of education the majority of the civil servants who made up the sample. RBM knowledge can also be attributed to the working experience of the majority which ranges above 5 years as shown in figure 4.3. 21 % of the civil servants were however not of the same level in the understanding of RBM and this was bound to come up as was later explained by the departmental heads that there were various reasons such as attitude misinformation among others. 15% of the senior officers and some of the lower level members of staff were not sure they understood RBM. All the heads interviewed, that is 100% of them said they understood RBM although they were of different convictions on its objectives. However the big question to be answered in this chapter is ‘why is the uptake of RBM and practise still isolated to a few departments and poorly showing in the majority of public sector departments yet there is fair amount of knowledge about the management system?’

### 4.3.2 RESPONSES ON THE LEVEL OF RBM UPTAKE OR PRACTISE IN THE PUBLIC SECTOR DEPARTMENTS IN UMZINGWANE

Figure 4.5



Source: Field Research March 2016

The bar graph figure 4.5 above illustrates responses on the level of RBM uptake in public sector departments in Umzingwane. From this data it is apparent that uptake and compliance levels vary with departments. 22% and another 33% of the senior officers and lower level grades agreed variably on the uptake and practise of RBM in their departments while 23% disagreed that their departmental practise was in tandem with uptake of RBM criteria, 5% indicated that there was zero uptake of RBM in their departments. However 17% of the officers and lower grade employees were not certain whether their departments subscribed to the uptake of RBM. A close analysis of the situation based on the responses from senior officers and lower level employees shows that 55% of the public sector departments in Umzingwane have bought into RBM and are practising it, 23% of the departments in Umzingwane do practice RBM but not in tandem with the guiding principles, while 5% of the respondent departments are not practising it and 17% are in a dilemma as to what they practice could be termed RBM.

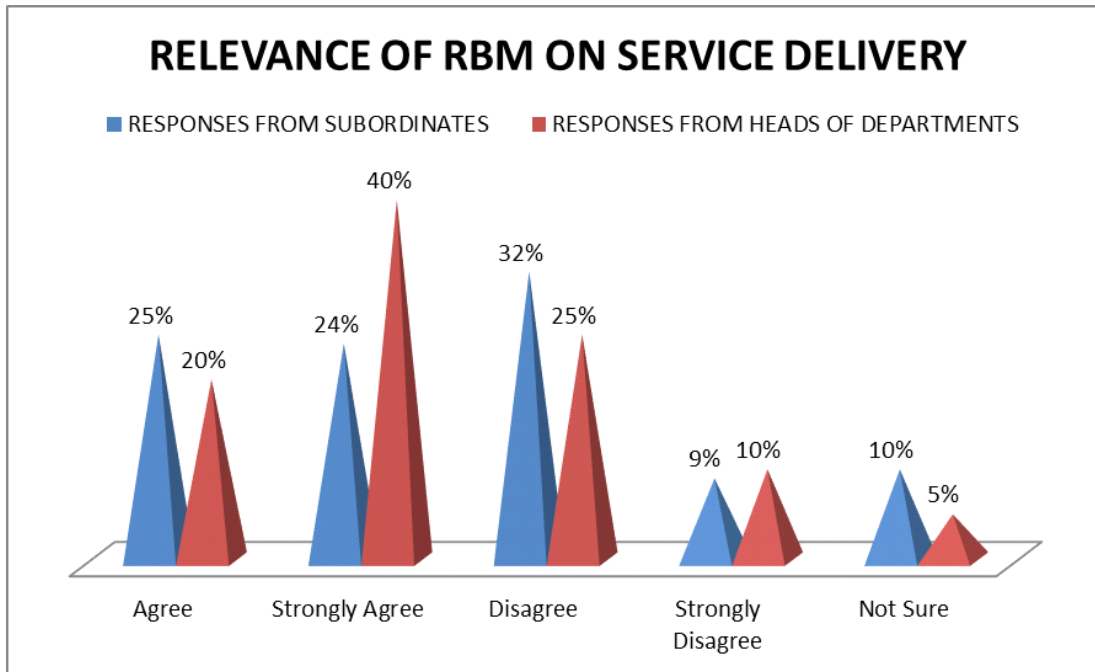
The responses from interviews with departmental heads revealed that slightly over 50% of the departments in Umzingwane were RBM compliant with the exception of 13%. Some of the Departmental heads indicated that their departments were at various stages on the uptake of the system. 50% of the Heads were however of the feeling that lack of knowledge by those

who purported to in be in dilemma on the level of RBM was merely self constructed barriers due to laziness and resistance to change. The 13% of the Heads who corroborated data from questionnaires that RBM was not practised in their departments said the quality of service offered by their departments was even better than those who claimed to be RBM compliant. On being further quizzed what management philosophies they were using, they however could not ascribe their proficiency to any system except to say RBM was not the only way.

The focal persons who included the Public Service Inspector, the Public Service Human Resource Manager and the CSC Training Centre tutors confirmed that not all government departments in the public sector practised RBM in principle although the majority did. The RBM specialists however lamented the omissions by some departments in the uptake of some departments and attributed this to lack of follow up and weak monitoring and evaluation structures. The responses in this section of the research are in agreement with the view that the majority of public sector strategic changes have the tendency of being implemented within the same framework of out-going policies as observed by Chemengech (2013). Zimbabwe like most other developing countries is known for its passion to adopting reform programs but however there is great weakness in the implementation, monitoring and evaluation of the same as acknowledged by Zvavahera (2013) this evidenced by the flawed uptake and implementation of reform programs such as Economic Structural Adjustment Programme, and Zimbabwe Programme for Economic and Social Transformation to name just a few among many.

### 4.3.3 RESPONSES ON THE RELEVANCE OF RBM UPTAKE ON SERVICE DELIVERY IMPROVEMENT IN PUBLIC SECTOR DEPARTMENTS

Figure 4.6



Source: Field Research March 2016

Response on the relevance of RBM uptake on the improvement of service delivery in public sector departments split the officers and lower level grades of civil servants into two camps as illustrated in the pyramid graph figure 4.6 above because a group of 49% agreed that RBM was necessary to improving service delivery as opined by Bester (2012) in the literature reviewed that quest for results in development programmes is an international and modern phenomena hence all the meetings held around the world prioritised the need to manage for results. The other group comprising of 41% of the respondents were of the idea that RBM uptake had no links with service delivery in departments while 10% skipped commenting on the issue.

Interviews with departmental heads corroborated the divergent views as 60% of the respondents acknowledged the RBM uptake was critical for service delivery improvement. While 40% of the heads of departments were of the view that RBM uptake was not relevant to their sectors since it does not efficiently measure their activities. Though disputable, this assertion is acknowledged by UNDP (2007) where RBM is criticised for being an incompatible tool for measuring most development results. For instance there were questions

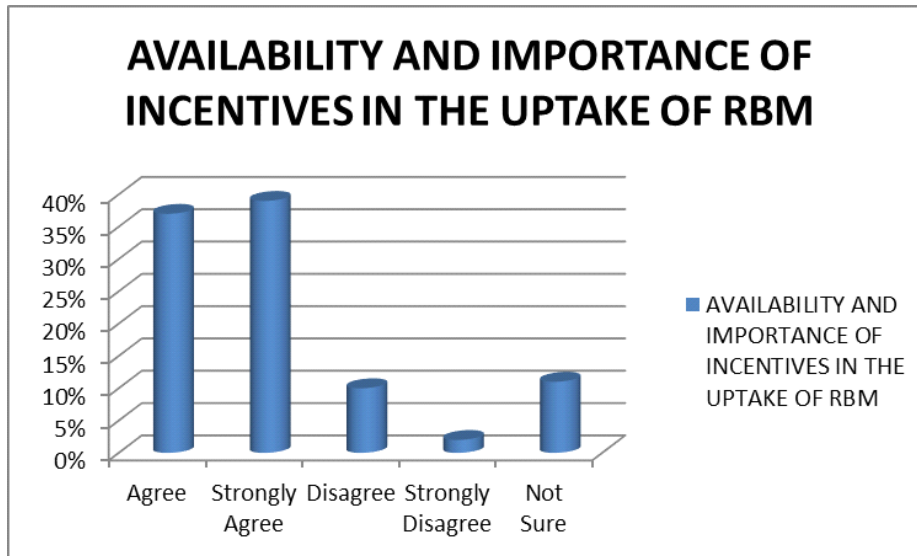
as to how RBM uptake would measure the results of a social welfare probation officer when his work success depended on purely invisible results which depend on psychological and social factors of which the officer would not have any control, The work of the Agricultural Extension Officer's work was also cited as a headache for RBM practitioners because the greater part of it depends on elements beyond anybody's control. The interviews with heads of departments further revealed that while to a greater extent RBM was a proficient performance management system. It tended to narrow the focus on efficiency by abandoning the broader perspective of effectiveness as observed by Curristine et al (2008).

The input from the RBM Specialists indicated that relevance of RBM to all public sector departments cannot be under-qualified as the first reason for its adoption was to provide seamless service to clients, improve service delivery, address transparency, issues of governance, accountability and speed of service in all governments departments according to Ministry of Public Service (2012) The specialist also said RBM was relevant to all departments governments in that it aids planning through Integrated Development Planning (IDP), budgeting through Results Based Budgeting (RBB), Results Based Personnel Performance System (PPS), Management of information through Management System (MIS), Monitoring and evaluation and management information systems, and E-Government (E-Govt) according to the Ministry of Public Service (2012). The Registrar General was cited as a shining example where RBM uptake has evidently been fruitful in as far as improving service delivery. The long queues and corruption infested service delivery that was popular with that department was now a thing of the past, importance of e-government can be seen at its best in the same department as almost all services are now computerised.

Eighty percent of the specialists interviewed also pointed out that the rate of incomplete or abandoned projects in the district's public sector departments had been drastically reduced due to efficient planning and prioritisation prominently ushered in by the uptake of RBM hence the ZIM-ASSET put all departments under clusters showing the applicability of RBM to all departments. The dichotomous views on the relevance of RBM to all public sector departments is there for based on the conceptualisation of the management system.

#### 4.3.4 RESPONSES ON THE MOTIVATION OF CIVIL SERVANTS TO TAKE UP RBM IN PUBLIC SECTOR DEPARTMENTS IN UMZINGWANE

Figure 4.7



Source: Field Research March 2016

Responses from both the departmental heads and the rest of other employees to questionnaires in this section of the research highlighted the importance of incentives as evidenced by the bar graph figure 4.7 above in which 61% unanimously indicated that incentives whether financial or non – financial were required to inculcate and foster the will to embrace RBM. However 12% were of other opinions while 11% abstained from commenting. From the distribution of views so far recorded it is undisputable that incentives play a very important role in the motivation of public sector employees towards the uptake of RBM.

Interviews with departmental heads recorded an overwhelming 98% response rate that expressed the need to link RBM with promotion, salary increase, increase of resources as argued by Chikasha and Gwata (2014). Incentivising the uptake of RBM was cited as one way of motivating civil servants to want to practise RBM in the public sector departments. The majority of heads of department also mourned the presently dysfunctional incentive system and said it deters hard work and professionalism as observed by Schacter (2000).

There were suggestions from the interviews with all heads of departments that there was need to consider non – monetary incentives like rewarding high performers holiday trips to local tourist destinations, housing stands, cars and the like but these would be too expensive for

any developing country. 2% divergent responses were registered from the heads of department interviews and these were of the idea that incentives were necessary but what was required most as motivation was feedback as acknowledged by Gwata(2013) when he points out that the need for feed back to departments from Ministry level on the quality of service based on RBM returns was critical to inspire Civil Servants to embrace RBM. The same batch of heads of department also expressed need for compliance to Statutory 162 of 2002 part 2 section 8 subsection 4 on performance management which requires that the secretary should recommend to the commission what action, if any is to be taken on the basis of the appraisal including granting or withholding of any performance awards among other things as well as the need for leadership support as a way of increasing motivation for the uptake of RBM.

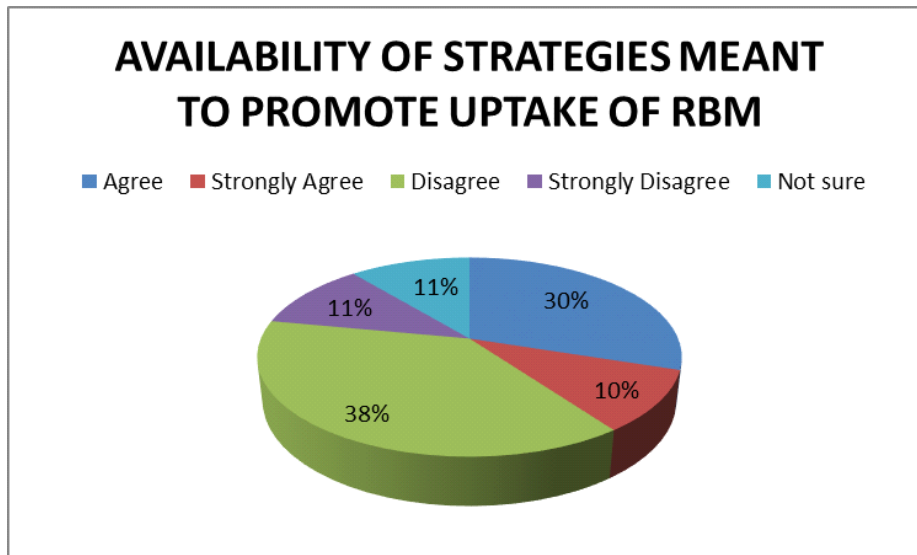
The RBM specialists' responses were in line with the majority views of other respondents on the need of incentives to motivate civil servants into buying-in to RBM saying the current situation where those who scored 2, 3, or 4 still get the same recognition as observed by Chikasha and Gwata (2004) was retrogressive and deflating the ego to embrace RBM. The other issue cited by the RBM specialists was the delay in availing of the principal guiding documents by the Head offices namely the Ministerial Integrated Performance Agreement (MIPA) and Departmental Integrated Performance Agreement (DIPA) During the survey this situation was confirmed by the departmental heads as they showed the researcher the 2014, 2015 copies of DIPA and One department was even using 2013 copy although a few of the departments had already received their 2016 DIPAs. 80% of RBM specialists said this was a glaring revelation of the level of RBM uptake at national level but also apportioned the blame to local departmental heads for not making follow ups.

In addition the RBM specialists or focal persons blamed the apathy on the uptake of RBM on the uneven level of ground in as far as performance contracts were concerned, The specialists where of the idea that if all civil servants from heads of department to the grades of office orderlies had been made to sign performance contracts uptake of RBM would be not as pathetic as it is regardless of other problems associated with the process Taken In a nutshell these are some demerits that grossly weaken the whole process of RBM uptake in the public sector departments.



#### 4.3.5 RESPONSES ON THE AVAILABILITY OF STRATEGIES IN DEPARTMENTS TO CULTIVATE AND PROMOTE UPTAKE OF RBM BY PUBLIC SECTOR DEPARTMENTS IN UMZINGWANE

Figure 4.8



Source: Field Research March 2016

One way of ensuring uptake of RBM and compliance in the public sector departments is through regular follow ups. This is critical in that challenges pertinent to the introduction of a new system are attended to and a smooth built up is achieved. The above pie chart figure 4.8 shows that 40% of the civil servants who responded to the questionnaire were positive that regular follow ups on RBM uptake and compliance was practised at their departments. The majority of the respondents who constituted 49% denied there being any follow ups in their departments in as far as RBM uptake is concerned. 11% were not certain whether what the usually experience could be termed follow up.

50% of the heads of departments interviewed confirmed that their departments carried out regular follow ups and these follow ups have contributed immensely to the uptake of RBM. These have also facilitated identification of officers requiring up-skilling and sending of such to Public Service training centres like Esikhoveni in Esigodini and Guyu in Gwanda. The same group added that the other strategy they had was carrying out the performance quarterly review as per RBM Performance Management guidelines.

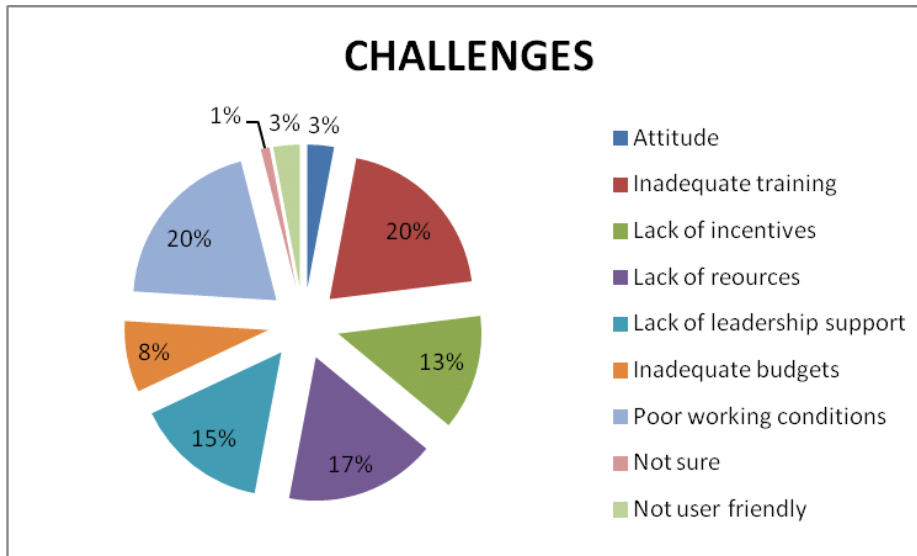
It was interesting enough to realise that while 50% of the respondent heads of departments confirmed carrying out follow ups, 40% frankly indicated that follow-ups were sporadically

done. However among the same batch some frankly said strategies such as the preparation of the Personnel Performance Work Plans and Appraisal documents was solely done to please and keeping at bay the 'marauding' Civil Service Commission Inspectors. 10% of the responses showed that there was totally nothing to follow up on since the Strategic Plans and Work Plans were not in place after all. These responses confirm Zvavahera (2013)'s assertion that monitoring and feedback from the supervisors during the year was not there in most departments people only becoming busy concocting cover up figures and comments at the end of the final assessment period. Responses from Focal Persons confirmed the scenarios with public departments in Umzingwane. They said spot checks being one of the follow up strategies exposed irregularities in some public sector departments and these included, absence from duty and total completion of Personnel Performance Work Plans and Appraisal documents, having target figures and final scores and comments endorsed in January.

Interviews with RBM Focal Persons revealed that the level of commitment to the uptake of RBM by some departmental heads was not complementary to government efforts as exhibited by lack of strategies at departmental level. Leadership at Ministry level down to Provincial level was also not aiding government efforts in ensuring RBM uptake in their respective area as evidenced by delays in delivering core RBM documents, the MIPA and DIPA resulting in the majority preparing current work plans using 2013, 2014, 2015 rendering the whole exercise radar-less. It is therefore apparent from the ensuing discussions that while some strategies are available to cultivate and promote the uptake of RBM in the public sector departments though weak there is great deal of reluctance by some departmental heads to use them and this lack of enthusiasm in leadership is corroborated by Mavhiki et al (2013) et al in the literature reviewed.

#### 4.3.6 RESPONSES ON THE CHALLENGES ENCOUNTERED BY PUBLIC SECTOR INSTITUTIONS IN THE UPTAKE OF RBM

Figure 4.9



Source: Field Research Data March 2016

Responses from the heads of department and the rest of other civil servants on the challenges met by public sector departments in the uptake of RBM in Umzingwane were overwhelming. The pie chart figure 4.9 above projects that 20% of the public sector employees both heads of department and rest of all other categories of employees cited poor working conditions, while other 20% also cited lack of adequate and continuous training as the major impediments that have contributed to poor uptake of RBM. 17% of the respondents were of the opinion that lack of adequate human resources, equipment and material resources weakened the uptake of RBM. 15% cited lack of leadership support, 13% pinpointed lack of incentives, 8% cited inadequate or non-existent budgets, 3% cited attitude and laziness and another 3% said the challenge was on RBM itself being not user friendly while 1% abstained from commenting.

Interviews with the highest echelons of Umzingwane district public sector departments fully authenticated the responses received from the rest of civil servants as 95% of the responses by the departmental heads cited lack of resources, inadequate budgets, lack of incentive inadequate training and poor working conditions as the major stumbling blocks to the uptake of RBM in the public sector departments in Umzingwane District. 5% interview respondent heads were of the view that RBM as a system was not user friendly and hence was the influence behind the negative attitudes usually visible in the public sector towards the uptake

of RBM. The challenges cited by heads of departments and the rest of civil servants are common with developing countries as postulated by Ramchran (2004) that lack of adequate time, finances, and material resources and other logistics have resulted in the majority of public reforms failing to yield the desired impacts.

Responses from RBM specialists confirmed the challenges bedevilling uptake of RBM cited by both heads of departments and rest of civil servants and added limited training, exclusion of lower structures of civil service in the signing of performance contracts, weak monitoring and evaluation structures or strategies. Bad economic environment, corruption and lack of transparency in relation to the accounting for the current number of civil servants. Ayee (2008) alludes to this notion by stating that there is lack of will to eliminate corruption in the public sector by African governments as demonstrated by the fact that scarce resources are wasted carrying out staff audits to identify ghost workers from the civil service in tandem with new public management requirements 'but not necessarily removing them' The specialists indicated that if the ghost civil servants were removed from the government pay role a lot of savings were going to be done resulting in the channelling of the recouped funds towards promoting uptake of RBM. RBM specialists also cited competing goals both political and social by government as another stumbling block that starves uptake of RBM of resources and critical attention as alluded to by Madhekeni (2012) when he points at the tendency of prioritizing political expediency over everything by the government of Zimbabwe.

In line with the data, collected and discussed from questionnaires and interviews on the uptake of RBM in the public sector departments. It is apparent that RBM remains the only currently known and proven tool capable of re- engineering and re- inventing service delivery in the public sector despite a host of impediments cited as embedded within the government departments such as unrealistic and inadequate budgets, declining moral in the civil service due to poor conditions of service and failure to avail core RBM documents to departments timeously among other things. Uptake of RBM in the public sector requires serious attention as it provides the platform for the implementation management system. Uptake failure is as good as take off failure.

#### **4.4 SUMMARY**

The objective of this study was to investigate the level of uptake of Result Based Management system in the public sector departments. The study used questionnaires and interviews as data collection instruments to capture information pertinent to the process. Demographic variables including educational levels, positions of respondents in respective organisations and working experiences were presented, analysed and interpreted using tables, pie charts and graphs. The findings of the study were linked with literature reviewed in the previous chapters on the uptake of RBM in an effort to capture lessons learnt as well as ascertaining similarities and differences in the management of the uptake process. The study found that uptake of RBM in the government departments is presently very weak, fragile, and a none event in some departments and this was all attributed to various reasons that shall be provided in the discussion to follow in chapter 5 in the study summary, conclusion and recommendations.

## **CHAPTER V**

### **FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.0 INTRODUCTION**

The main objective of this study was to examine the level of uptake of result based management system in the public sector institutions focusing on the public sector departments in Umzingwane District in Matebeleland South Province. It is there for the aim of this chapter to summarise the previous chapters in quest to establishing linkages between theory and real facts unearthed by the research in its findings. This chapter makes conclusions and provides recommendations for future studies.

#### **5.1 SUMMARY**

The statement of the problem in chapter one sets the tone of the research by profiling the state of public sector service delivery in relation to raft of reforms already employed to arrest the situation focusing mainly on results based management. The study made assessment of the uptake of results based management from national level in an attempt to have broader insight on the adoption of the system. Literature, journals, books and other internet sources were consulted in the built up of the assessment. The scope of the research broadened up to also examine the uptake of RBM at regional level. The research established that a number of countries had adopted RBM and achieved varying levels of success with countries such as Botswana and South Africa being cited as some countries that have successfully managed to transform their public services. It has however been noted that there has been common problems encountered by developing countries in the uptake of the system, Zimbabwe included.

The research expanded the horizon of the examination of RBM uptake beyond the regional level by perusing into the global level success stories through the same means and sources used above. The success story of Thailand showed that successful uptake and implementation of RBM can still be replicated here provided all necessary requirements of implementing RBM are availed in principle. In addition the study reviewed the conditions that existed

countries like Philippines resulting in the uptake and implementation of the system taking close to two decades.

The statement of the problem in chapter one indicated that uptake of RBM in Zimbabwe was evident in a few public sector institutions despite its adoption a decade ago. The continued manifestation of poor service delivery in the public sector have raised a number of questions which set the objectives of the study and these are restated here below as follows;

- Examine the extent of RBM uptake and its application by government departments in Umzingwane.
- Analyse incentives available to inspire employees to want to buy-in to RBM in Umzingwane Government Department.
- Assess the strategies adopted in promoting uptake and implementation of RBM by government departments in Umzingwane.
- Gauge the impact of RBM uptake on service delivery in the government departments in Umzingwane District.
- Establish the challenges faced by the government departments in Umzingwane in the uptake of RBM.
- Suggest possible solutions and recommendations on the challenges encountered by the government departments in the uptake of RBM in Umzingwane.

The importance and justification of the research anchored on the merits of the study to the academia, government departments, the university and other organisations. As stated above the study sought to examine the uptake of RBM in the government institutions by delimitating the studies around Umzingwane District in Matebeleland South Province.

Literature review in this study sought to achieve the following, interpreting the term Result Based Management as well as explaining how the system evolved and operates. Secondly, literature review focused on hazarding on the experiences on the uptake of RBM in various contexts among which the national regional and global levels were the major highlights. Thirdly the literature review sought to establish the reasons for apathy in the uptake of RBM in the public sector institutions in Zimbabwe, and what if anything could be done to salvage Zimbabwe from the presently experiences in the uptake and implementation of the system, and finally the research provided empirical evidence that RBM uptake and implementation could successfully be done by providing case studies. Thailand and Philippines as well as

Australia were provided for a balanced profiling of different contextual setups and circumstances.

In Chapter Three consideration was given to the methodology. The objective of the research was to examine the level of uptake of RBM in the public sector departments. In this study the research design used was the descriptive survey method. The preference of this approach was its ability to focus on the pursued phenomena in terms of practices, beliefs, conditions. In pursuance of the objectives of the research, the sampling techniques adopted were, purposive sampling and convenience sampling and the choice was mainly influenced by the quest to enable generation of the most useful insights that was to be applied by the researcher into the study's particular focus. Consideration of the richness of the data from non-probability sampling methods was taken in that it is usually of high quality in a way that enables answering the researcher's core questions.

Through questionnaires and interviews the study was able to capture in-depth contextual, analysis of uptake of RBM in the public sector departments. A combination of relevant approaches increased the effectiveness of the research instruments. The social, economic and political perspectives underlying the uptake of RBM and the multiplicity of the factors that impede its rapid embracing were perused in an attempt to ascertain their impacts Therefore in this study, the adoption of the descriptive survey enabled extraction of original and up to date evidence on the process of RBM uptake in a natural setting.

The approaches adopted in this research enabled the gathering of rich data on RBM uptake from the public sector institutions. In addition to that, the researcher had the opportunity of being part of the explored phenomena through participation. Data collection instruments used collect data were questionnaires and interviews in recognition of their reliability and precision in as far descriptive survey was concerned hence in an effort to sharpen and achieve maximum benefit from the application, the research instruments or questionnaires to be precise were pretested and adjusted to eliminate any ambiguities.

It emerged from the research findings in Chapter 4 that uptake of RBM in the public sector institutions in Zimbabwe was very weak, fragile and in majority a ritual exercise merely meant to concoct validation certificates towards the end of year for submission to head offices. Evidence from the research findings also revealed that RBM was a resource intensive system. The study also established that there were no incentives in place for uptake



of RBM hence those civil servants that practised RBM in principle and those that did not received same recognition, and in addition to that educational achievements presently counted to nothing as there was no reward for such achievements.

The research also unearthed evidence that there were some government departments that were not on the RBM radar. More importantly the study went a step further in providing evidence that institutionalisation of RBM at higher levels of government was weak. As a result the research also established that there was chaos in the uptake of RBM as the core RBM documents (Departmental Integrated Performance Agreements and Ministerial Integrated Performance Agreements) cascading down was inconsistent. For instance, it emerged that only a few departments had received their core documents on time while the majority were using old documents ranging back as far as 2013. From this evidence it can be noted that filtering of integrated plans through departments was very weak or even none existent in some circumstances.

Evidence from the research also showed that there was overwhelming apathy in the uptake of RBM by the government institutions judging by the absence of very some important components of RBM such as e-government. E-government is the basis for improved service delivery as it enables provision of seamless service, increases speed and convenience. The study found out that the talk about computerisation was mere rhetoric as some institutions did not have decent accommodation to accommodate ICT.

It emerged in the research that in some departments that some personnel performed overlapping duties making it difficult to hold them accountable for any results. In addition, the research established that there has been a general increase of acting heads of departments as there was no upgrading and promotion due to a freeze on recruitment by government. This emerged to be a serious impediment on the uptake of RBM in the government institutions as acting heads lacked the commensurate authority to enforce and guide uptake of the system.

The research also came up with evidence that stakeholder involvement was none existent. There was no way of establishing how the general public and other stakeholders contributed in the uptake of RBM government institutions. Whatever was being said about RBM was the view of the government which in reality was merely talk show as evidenced by the facts on the ground which isolated RBM to a few distinct departments. Evidence the research shows

that uptake of RBM was now stifled by the implementation of ZIMASSET which is ironically platformed by RBM. The two reform measures were now competing for space in terms of resources and attention, however, as stated above ZIMASSET had an upper hand because of its political orientation.

The research provided evidence that working conditions of civil servants were very bad and uninspiring for civil servants to buy- in to RBM partly due to the economic hardships engulfing Zimbabwe and the tendency of African countries of wanting to implement reforms without creating corresponding environments to promote their success hence civil servants view themselves as being involuntarily sacrificed to perform to imposed standards without corresponding remuneration.

The research established that some strategies were in place to enforce and encourage uptake of RBM in the public sector departments but there was general reluctance and apathy to apply them as evidenced by the perennial delays in the availing of DIPA and MIPA in the majority of public sector institutions surveyed. The study also provided evidence that lack of enthusiasm and feedback by leadership has immensely contributed to the poor showing of RBM uptake in the public sector institutions.

It was also established that training budgets were inadequate and none existent in the majority of departments hence the quality of training was poor and not linked to core departmental requirements, in fact, the current trainings lacked the stamina, focus and depth to solidify and inspire want to embody RBM principles. In addition to the above it also emerged that despite so much talk about monitoring and evaluation there is weak follow up or monitoring and evaluation of uptake of RBM in the public sector departments due to lack and under commitment of resources. Uptake of RBM in the public sector institutions has achieved mild impact on service delivery with the exception of few departments that have upgraded the service delivery. Poor service delivery is still manifest in most Government Departments because of compromised uptake of RBM.

The following factors were established as the major impediments to the uptake of RBM in the public sector departments and that they also have a spill over effect on the implementation of the reform measure.

- Weak, inadequate to none existent training
- Poor working conditions
- Lack of resources, human, material and equipment.

- Lack of leadership support
- Lack of Incentives
- Inadequate and none-existent budgets
- Attitude and resistance to change
- Selective placement on performance contract.

The solutions for the challenges identified by the research lies in the honest and timeous addressing of the above listed impediments.

## **5.2 CONCLUSION**

From the findings of the study it emerged that improving and strengthening of uptake of RBM in the public sector departments is critical as this paves way for effective and efficient implementation of the system. Pertinent to this research's findings is the fact that monitoring and evaluation weaknesses and lack of follow ups checks or audits in the uptake of RBM system has contributed immensely to the present uptake dilemmas hence the need to resource, revitalise and activate these to enable achieving of desired outcomes such as having all public sector institutions showing actively on the RBM radar.

The overriding conclusion of the study is that uptake of RBM is dependent on several factors among which critical are; availability of adequate human and material resources, equipment as well as the need to link incentives with performance system, embodiment of ethics, availing of adequate and real training budgets, continuous repackaging of training that meet needs of individual public sector institutions, timeous provision of core RBM documents DIPAs and MIPAs. RBM uptake is not a cost free exercise, resources are critical and any omission or failure to address the cited problems is bound to prolong the uptake and implementation of the system in the majority of public sector institutions.

## **5.3 RECOMMENDATIONS**

In tandem with the findings of the research, the following recommendations are consequently done.

- Compulsory buy-in of RBM for all public sector institutions should be enforced as a way of achieving total conformity to re-inventing of government, omission of some departments has the effect of weakening the whole effort while at the same time blaring the government thrust.

- Performance contracts should be mandatory for all civil servants since RBM is an all-inclusive performance system. Having all civil servants on performance contracts makes all civil servants accountable and results oriented which is the aim of RBM.
- Uptake of RBM should be the government's top priority if the success stories recorded elsewhere could be replicated here, This would also release and increase resources as well as create a conducive environment for the process.
- Removal of all ghost workers identified in the recent human resource audits would pave way for filling in the vacancies and appointment of the substantive heads as resources gained in this process would boost the uptake and implementation of RBM.
- There should be transparent and speedy adherence to statutory instrument 2000 as amended in 2001 and statutory instrument 162 of 2007 part 2(8) (4) which directs that at the conclusion of appraisal period the secretary should be recommended to the commission action to be taken by way of promotion or the other way round.
- Incentives should be triggered to create zeal for buy-in to RBM. This can be done in various ways that include linking RBM with salaries, rewards, advancements, promotions, recognising educational achievements or up-skilling by way of upgrading and vice-versa for non-performers.
- Proactive and realistic improvement of working conditions of public sector workers would eliminate casualty in the uptake of RBM. The government should abandon the tired and unhelpful old strategy of empty promises and politicising workers plight.
- RBM being a resource intensive reform requires provision of all necessary human and material resources because it is not a cost free exercise.
- Government should ensure that integrated plans filter through to lower sections of the department to enable timeous performance of RBM related tasks.
- Training of staff on RBM uptake should be aligned to departmental core business migrating from the current approach were all size fits all, teaching general basics since 2005 is failing to note that RBM is dynamic.
- Real and adequate budgets should be provided to departments moving away from the current trend where budget figures are made available on paper yet in reality there are no tangible funds.

#### **5.4 DIRECTIONS FOR FUTURE STUDIES**

This study established that lack of stakeholder participation is one of the weak, missing links in the uptake of RBM in the public sector departments, Therefore future studies are encouraged to attempt investigating how stakeholders can partner government in the uptake and implementation of RBM in the public sector institutions. Efforts should also be put in ascertaining the effects of selective placement on performance contracts of senior officers in government institutions.

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[www.Google](http://www.Google.com) Maps.com

## **MIDLANDS STATE UNIVERSITY**



### **FACULTY OF SOCIAL SCIENCE**

#### **DEPARTMENT OF LOCAL GOVERNANCE STUDIES**

#### **APPENDIX I**

#### **QUESTIONNAIRE FOR OFFICERS AND OTHERS**

My name is Edward Dube Registration number R131024f a student at the Midlands State University in the Department of Local Governance Studies and I am carrying out a research titled "The Uptake of Result Based Management (RBM) in the public sector institutions: Case study of Government departments in Umzingwane District." The research is for academic purposes only and any information supplied shall be treated with the utmost confidentiality. I kindly ask for your cooperation towards the completion of this project by answering the questions below.

**INSTRUCTIONS:** Answer all questions

Do not enter your name

**SECTION A**

**DEMOGRAPHIC DATA (TICK THE APPLICABLE)**

Male	Female

**1. SEX**

**2. AGE**

21- 30	31- 40	41- 50	51& ABOVE

**3. QUALIFICATIONS**

'O' LEVEL	'A' LEVEL	DIPLOMA	FIRST DEGREE	MASTERS	OTHERS

**4. POSITION LEVEL IN ORGANISATION**

MANAGEMENT	SENIOR OFFICER	OTHERS

**5. WORKING EXPERIENCE**

1-5 YEARS	6-10 YEARS	11-15 YEARS	OTHERS

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**SECTION B**

PLEASE GIVE YOUR VIEWS ON THE FOLLOWING QUESTIONS, SHOW THE EXTENT TO WHICH YOU AGREE OR DISAGREE BY TICKING IN THE SPACES PROVIDED. INDICATE HOW YOU FEEL BY TICKING UNDER THE APPROPRIATE COLUMN TO SHOW YOUR EXTENT OF AGREEMENT.

**KEY**

AGREE (A), STRONGLY AGREE (SA), DISAGREE (D), STRONGLY DISAGREE (SD) AND NOT SURE (NS).

1. Result Based Management (RBM) is appropriately defined as a:

Management philosophy and approach that focuses on achievement of results and outcomes rather than inputs and processes and emphasizes value for money.

SA		A		D		SD		NS	
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2. RBM is relevant to all public sector institutions.

SA		A		D		SD		NS	
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3. My organisation is RBM compliant.

SA		A		D		SD		NS	
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4. The level of RBM uptake in my department can be rated as:

GOOD.

SA		A		D		SD		NS	
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5. RBM institutionalisation across the public sector is listed as one of the key success factors of ZIM ASSET Plan.

SA		A		D		SD		NS	
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6. RBM uptake has contributed to the improvement of service delivery in my organisation.

SA		A		D		SD		NS	
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7. Both financial and non- financial incentives are a source of motivation and commitment for staff towards buying into RBM.

SA		A		D		SD		NS	
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8. Performers and Non – performers in the Zimbabwe public sector get the same recognition at the end of the day.

SA		A		D		SD		NS	
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9. My organisation makes regular follow ups on the uptake and implementation of RBM.

SA		A		D		SD		NS	
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10. Delays in the delivery of the DIPAs and MIPAs to government departments is evidence that uptake of RBM is not yet only institutionalised at departmental level only but at ministry level as well.

SA		A		D		SD		NS	
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11. Attitudes towards accountability and fear of how results would be used has limited the uptake of RBM.

SA		A		D		SD		NS	
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12. What are the main challenges that are faced by your department in the uptake of RBM?

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13. What solutions and recommendations do you suggest for the challenges you listed in question (10) above?

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**Thank you for your patience and time.**

**MIDLANDS STATE UNIVERSITY**



**FACULTY OF SOCIAL SCIENCE**

**DEPARTMENT OF LOCAL GOVERNANCE STUDIES**

## **APPENDIX II**

### **INTERVIEW GUIDES FOR HEADS OF DEPARTMENT**

My name is Edward Dube Registration number R131024f a student at the Midlands State University in the Department of Local Governance Studies and I am carrying out a research titled “The Uptake of Result Based Management (RBM) in the public sector institutions: Case study of Government departments in Umzingwane District.” The research is for academic purposes only and any information supplied shall be treated with the utmost confidentiality. I kindly ask for your cooperation towards the completion of this project by responding to the questions below.

**INSTRUCTIONS:** Answer all questions

Do not enter your name

#### **SECTION A**

DEMOGRAPHIC DATA (TICK APPLICABLE)

Male	Female

1. SEX

2. AGE

21- 30	31- 40	41- 50	51& ABOVE

3. QUALIFICATIONS

'O' LEVEL	'A' LEVEL	DIPLOMA	FIRST DEGREE	MASTERS	OTHERS

#### 4. POSITION LEVEL IN ORGANISATION

MANAGEMENT	SENIOR OFFICER	OTHERS

#### 5. WORKING EXPERIENCE

1-5 YEARS	6-10 YEARS	11-15 YEARS	OTHERS

### SECTION B

- What do you understand by RBM?
- Do you think RBM is relevant to all public sector institutions? Why?
- How can you justify that your Department is RBM compliant?
- To what can you ascribe the rate of RBM uptake in your Department?
- In your opinion how does RBM uptake contribute to the success of the ZIM ASSET plan?
- What improvements in service delivery can be specifically attributed to RBM in your Department?
- What strategies are in place in your Department to ensure that everyone buys into RBM?

- What can be done to solve the controversy resulting from according similar recognition to high fliers and poor performers in the RBM uptake?
- How does your organisation regularly monitor uptake of RBM?
- Do you have 2016 copies of DIPA and MIPA and what do you use them for?
- What are the main challenges has your Department faced in the uptake of RBM?
- What solutions and recommendations can you suggest for the challenges you have listed above in question 7?
- Where do you see RBM in 5 years from now?

**Thank you for your patience and time**

# **MIDLANDS STATE UNIVERSITY**



## **FACULTY OF SOCIAL SCIENCE**

### **DEPARTMENT OF LOCAL GOVERNANCE STUDIES**

#### **APPENDIX III**

#### **INTERVIEW GUIDES FOR FOCAL PERSONS**

My name is Edward Dube Registration number R131024f a student at the Midlands State University in the Department of Local Governance Studies and I am carrying out a research titled “The Uptake of Result Based Management (RBM) in the public sector institutions: Case study of Government departments in Umzingwane District.” The research is for academic purposes only and any information supplied shall be treated with the utmost confidentiality. I kindly ask for your cooperation towards the completion of this project by responding to the following questions.

**INSTRUCTIONS:** Answer all questions

Do not enter your name

**SECTION A** (tick applicable)

**1. SEX**

MALE	FEMALE

**2. AGE**

21- 30	31- 40	41- 50	51 & ABOVE

**3. QUALIFICATIONS**

'O' LEVEL	'A' LEVEL	DIPLOMA	FIRST DEGREE	MASTERS	OTHERS

**4. POSITION**

MANAGEMENT	SENIOR OFFICER	OTHERS

**5. WORKING EXPERIENCE**

1-5 YEARS	6-10 YEARS	11-15 YEARS	OTHERS



## **SECTION B**

- What did the introduction of RBM seek to achieve in the public sector?
- To what extent do you think RBM is relevant in all public sector institutions?
- Explain whether all government departments in Umzingwane are RBM compliant?
- How do you rate the current level of RBM uptake in the district?
- In your opinion how does RBM uptake enhance the success of ZIM ASSET plan?
- What improvements in service delivery in public sector departments can be specifically attributed to RBM uptake in Umzingwane?
- What strategies are in place to ensure that all government departments in Umzingwane buy into RBM?
- What can be done to solve the controversy resulting from according similar recognition to high fliers and poor performers in the RBM uptake?
- How regularly do you follow up to assess RBM uptake by public sector departments in Umzingwane?
- What role does the DIPA and MIPA have in the uptake of RBM in Government Departments?
- What are the main challenges that public sector departments face in the uptake of RBM in Umzingwane District?
- What solutions and recommendations do you suggest for the challenges listed in question (11) above?
- Where do you see RBM 5 years from now?

**Thank you for your time and patience**

## **APPENDIX IV**



OFFICER-IN-CHARGE  
ZIMBABWE REPUBLIC POLICE

2016-02-23

P.O. BOX 46, ESIGODINI  
ZIMBABWE TEL: (028) 383

PRINCIPAL  
ESIGODINI TRAINING CENTRE

2016-02-23

MIDLANDS STATE UNIVERSITY  
P. BAG 9055, Gweru

TEL: (263) 54 260450 Ext 2161  
FAX: (263) 54 260223

MINISTRY OF WOMEN AFFAIRS  
P.O. Box 3  
ESIGODINI  
TEL: 0288-3937

DATE: 19-02-16

MINISTRY OF EDUCATION  
UMZINGWANE DIST. OFFICES  
HUMAN RESOURCES

24 FEB 2016

P. BAG 810, ESIGODINI  
ZIMBABWE TEL: 0288-24397/439

FACULTY OF SOCIAL SCIENCES  
DEPARTMENT OF LOCAL GOVERNANCE STUDIES

DISTRICT REGISTRAR  
MARRIAGE AND CIVIL

22 FEB 2016

P.O. BOX 116, ESIGODINI  
ZIMBABWE TEL: 0288-378/389

9 NOVEMBER 2015

(date)  
- MIN OF LANDS  
P. BAG 5815  
ESIGODINI

Dear Sir / Madam

0775 105 506

24 FEB 2016

DEPT OF MECHANISATION  
Box 159 ESIGODINI  
22-FEB-2016  
[Signature]

Re: REQUEST TO CARRY OUT A RESEARCH STUDY IN YOUR ORGANIZATION

This serves confirm that EDWARD DUBE  
Student Registration Number R131024F is a full-time student studying  
Bachelor of Science Honours Degree in Local Governance Studies at the Midlands State  
University.

In this regard we are kindly requesting your assistance in allowing the student to carry out  
research in your organization.

We view your assistance in this respect as the creation of a long lasting relationship which  
enables us to improve the quality of our programme to suit out stakeholders' expectations.

Yours faithfully

[Signature]

S. Chakaipa  
LOCAL GOVERNANCE STUDIES  
(CHAIRPERSON)

DEPARTMENT OF  
SOCIAL WELFARE

23 FEB 2016

P.O. BOX 5, ESIGODINI  
ZIMBABWE TEL: 0288228

OFFICE OF THE PRESIDENT AND  
CABINET (DISTRICT COORDINATOR)  
D.D.F. UMZINGWANE DISTRICT

23 FEB 2016

P. BAG 5817, ESIGODINI  
ZIMBABWE

RESIDENT MAGISTRATE  
ESIGODINI MAGISTRATES COURT

22 FEB 2016

P.O. BOX 64  
TEL 0288-342

DISTRICT AGRICULTURAL  
EXTENSION OFFICER  
(UMZINGWANE) MAT SOUTH

2016-02-22

P.O. BOX 42, ESIGODINI  
ZIMBABWE TEL: 0288-307

PUBLIC SERVICE COMMISSION  
DISTRICT INSPECTOR-MZINGWANE  
MAT. SOUTH PROVINCE

22 FEB 2016

D.A.S OFFICE 5, ESIGODINI  
(OPPOSITE ZRP, ESIGODINI)

CIVIL SERVICE COMMISSION  
DIST. INSPECTOR-UMZINGWANE  
MAT. SOUTH PROVINCE

14 DEC 2015

NEW GOVT. COMPLEX, C. R.  
3RD AVE. TEL 0284-21062

District Administrator  
ESIGODINI

22 FEB 16

Private Bag 5813  
ESIGODINI  
Telephone 227/314

Recommended to carry out the  
research form

P.S.C