

# Implementing Results Based Management in the Zimbabwe Civil Service: Can it Work?

Jefias Mundondo, Vitalis Chikoko, Andrew Chindanya  
(*Educational Leadership and Management*), Great Zimbabwe University, Zimbabwe

**Abstract:**-The overarching goal of the study was to establish what it entails to make the Results Based Management (RBM) system work in the Zimbabwe Civil Service. In pursuit of this goal, the study explored how civil servants understand and experience the implementation of the RBM system, their attitudes towards the system, factors affecting implementation and their perspectives regarding the way forward. A review literature and studies showed that there were mixed feelings about the efficiency, effectiveness, appropriateness, workability and sustainability of the RBM system in the Zimbabwe Civil Service. There seemed to be inadequate knowledge about what it entails to make RBM work. This study therefore sought to establish what really works for RBM in the Zimbabwe Civil Service.

The study used the qualitative approach to explore the phenomena under study. The phenomenology design was employed to bring to the fore experiences and perceptions of civil servants with regards to the implementation of RBM in the Zimbabwe Civil Service. Face-to-face individual in-depth interviews and focus group discussions were used to generate data from participants. The document analysis technique was also used to compliment face to face individual in-depth interviews and focus group discussions.

The study established that civil servants especially those in the lower levels of Ministries and Departments had not clearly understood and totally embraced the RBM system. They lacked the necessary competencies, knowledge and technical skills to effectively implement the RBM system. Civil servants did not have the motivation, passion and commitment to implement the RBM system. The RBM training exposed to civil servants was rather inadequate and ineffective especially to personnel at lower levels of Ministries and Departments. There was no meaningful feedback on performance and in addition, training needs and performance gaps were not regularly and adequately addressed. There were glaring gaps in monitoring and evaluation mechanisms and furthermore evaluation results were not fully utilized to improve the system. Generally, there were yawning gaps between 'best practices' on RBM implementation and what was happening in the Zimbabwe Civil Service. The Zimbabwe Civil Service was simply not adhering to the principles and guidelines of RBM implementation.

All these yawning gaps point to the need of regular feedback, monitoring and evaluation as well as creation of a culture of learning during implementation. The regular feedback, monitoring and evaluation will result in making the necessary adjustments, modifications and corrections of the current RBM system. This continuous reviewing, updating and refinement of the system is anticipated to lead to the creation of a customized

RBM system that speaks to the contextual issues of the civil service.

The study recommends that a large scale capacity building programme on RBM be conducted in all ministries and departments and across all categories of staff to enhance civil servants' capacities to effectively implement RBM. It is also recommended that senior management should champion RBM implementation by supervising, monitoring, evaluating and enforcing its implementation. Monetary and non-monetary incentives be introduced to encourage implementation and improve civil servants' attitudes towards the system. Further research on strategies of customizing the RBM system is recommended so that the system remains fit-for-purpose and continuously speak to the contextual factors of the Zimbabwe Civil Service and the country in general.

**Key Words:** Results based management, monitoring and evaluation, results based budgeting, planned targets, outputs, outcomes, impact.

---

## I. INTRODUCTION

Since 1980, the Government of Zimbabwe (GoZ) had been implementing a series of Public Service reform initiatives meant to improve service delivery, efficiency and effectiveness in the civil sector. The Performance Management system and the RBM system are examples of such initiatives. According to the African Development Fund (2016), Government of Zimbabwe adopted RBM in February 2005 in order to improve public accountability and service delivery as well as strengthen linkages between funding and results. RBM is a modern management approach by which organisations ensure that their institutions, systems and processes are fully geared for the achievement of tangible and positive development results in order to improve the people's livelihoods (African Development Fund, 2016). Similarly, United Nations JIU (2017) defines RBM as a management strategy that is based on management for the achievement of intended organizational results by integrating a philosophy and set of principles that focus on results in all aspects of management and most significantly by integrating evidence and lessons learned from past performance into management decisions. Thus, RBM shifts organizations from concentrating on processes to focusing on results and related issues of accountability and transparency.

In most African countries, administrative and technical incapacity have been major setbacks to the effective implementation of RBM in the civil service (Wachira, 2013). Nearer home, Madhekeni (2012) claims that the implementation of RBM in Zimbabwe has been an area of controversy with regard to issues of applicability, benefits and drawbacks more so in an environment where there are several institutional, organizational and systematic weaknesses negating government effort. On the other hand, Mulikita (2015) argues that RBM cannot be imposed from outside as it must be internally developed so as to command an African ownership. This implies that organizations should tailor make and customize their RBM systems so that they remain fit for their purpose and also speak continuously to contextual issues of the day in their local environment.

## II. LITERATURE REVIEW

### 2.1 The RBM Model used in Zimbabwe

The Integrated Results Based Management system (IRBM) which is being used in Zimbabwe heavily borrowed from the Malaysian model. According to Rapassan (2010) IRBM is essentially the application of the RBM approach, principles and methodology to all levels of development management in an integrated way which systematically addresses all factors that influence development of results. The IRBM system integrates all the key performance elements namely; development planning, budgeting, staff management, monitoring and evaluation and decision making (ibid). According to the African Development Fund (2016), the GoZ adopted IRBM with the hope of addressing weaknesses in planning and budgeting systems as well as monitoring and evaluation systems in order to create an enabling environment that promotes alignment and harmonization of the plan and budget, together with the implementation process. In the context of Zimbabwe, IRBM is broken down into five components comprising the following; Integrated Development Planning, Results Based Personnel Performance System, Results Based Budgeting, Monitoring & Evaluation and Management Information System.

### 2.2 Components of RBM

#### *Integrated Development Planning*

The Integrated Development Planning is essentially the application of RBM approach, principles and methodology to all aspects of development management in an integrated way which systematically addresses all factors that influence development of results (Rapassan, 2010). Integrated Development Planning is defined as a structured and systematic approach to development planning with a complete vertical-horizontal integration and a clear focus on both program outcome and impact (ibid). Thus, Integrated Development Planning in the civil service in Zimbabwe can

be viewed as a coordinated top-down planning approach that outlines the national, sectoral, ministerial, and departmental vision and related key result areas, goals, objectives, output, outcomes and impact. It therefore entails both strategic planning of national priorities and cascading these priorities systematically to contributing levels in ministries and departments.

#### *Results Based Personnel Performance System*

The Results Based Personnel Performance System (RBPPS) has been viewed as one of the major elements in RBM (Thomas, 2005). The RBPPS is an integral component of the RBM system which integrates the strategic use of critical human resources with the use of financial and other resources towards achieving desired programme results (GoZ Public Service RBM Training Manual, 2009). It enables Heads of Ministries and Departments to carry out structured and meaningful personnel performance appraisals based on results rather than workload completion (ibid). The Results Based Personnel Performance System also facilitates the planning of human resources management and human resources development (Thomas, 2005; Rapassan, 2010). There is a close link between human resources management practices and the achievement of outputs, outcomes and impacts. Wachira (2013) shares the same sentiments when he indicates that like budgeting, people management is a key resource to delivery of results. It follows that human resources are the most important resource in the civil service as they are responsible for transforming plans or reforms that are on paper into tangible outputs, outcomes and impacts. Thus, the absence of competent and highly motivated professionals will result in paucity of leadership reforms and poor implementation of programmes.

#### *Results Based Budgeting (RBB)*

Budgeting can be viewed as the strategic planning and application of financial, human and other resources towards achieving outputs, outcomes and impacts planned by the organization (GoZ Public Service Training Manual, 2009). The budget process usually includes 'performance agreements' which record expected performance (outputs) for the budget allocated. Thus RBB ensures that the budget is formulated to deliver the results specified in planning. Bester (2016) states that RBM requires integration of planning and budgeting. Similarly, Mulikita (2015) points out that RBM promotes a direct link between results and the budgetary process since budgets are assessed and allocated based on the cost of delivering outputs, a process known as Output-based Budgeting/ Results Based Budgeting. Thus, an effective RBM system demands that there be integration of planning and budgeting.

OECD (2018) states that organisations have met challenges in RBM implementation with inconsistencies in systems for planning, budgeting and reporting. The African Development Fund,(2016) claims that RBM implementation in Zimbabwe encountered a number of challenges including lack of a legal framework on planning and budgeting and in addition the budget cycle which sets out clear set time lines is not adhered to. This disharmony between planning and budgeting leads to poor funding of programmes resulting in non-achievement of planned targets.

#### *Results Based Management Information System (RB MIS)*

Results Based Management Information System (RB MIS) is an institutionalized framework that reveals information from Monitoring and Evaluation to assist managers and role players in effective decision making on timely basis (Rasappan, 2010). RB MIS provides critical information to support informed decision making for programme improvement and adjustment. Closely related to MIS is the E-Government System which refers to digital interactions between a particular government and its employees, businesses, government agencies and citizens. According to Jeong (2007) e-government is defined as the use of Information Technology (IT), Information and Communication Technology (ICTs) and other web-based telecommunication technologies to promote and improve both the effectiveness and efficiency of service delivery in a particular public sector. Thus the benefits of E-government is to increase operational efficiencies, service delivery and citizen participation.

#### *Results Based Monitoring and Evaluation System (RBM&E)*

Results Based Monitoring and Evaluation is a routine collection and analysis of information in an organization to determine progress against a set of goals(Results Based M&E Toolkit, 2009). Monitoring is the process of tracking and measuring performance and provides information that can be used to take corrective action and learning of what methods or strategies are worth replicating. On the other hand, Results Based Evaluation is an assessment of a planned, ongoing or completed intervention to determine its relevance, efficiency, effectiveness, impact and sustainability (GoZ Public Service RBM Training Manual, 2009). The UNDP (2011) points out that evaluations build knowledge for institutional learning, policy making, development, and organizational effectiveness. Thus monitoring and evaluation are critical quality assurance tools for achieving better results during the RBM implementation.

### *2.3 Determinants of Performance*

World Bank (2003), states that the RBM implementation challenges particularly identified in the international literature point towards technical, organizational and behavioural issues. Mayne (2006) identifies three possible determinants of

performance in RBM namely; technical, system/organizational and behavioural. These factors can either facilitate or impede the smooth implementation of RBM.

#### *2.3.1 Behavioural Factors in RBM Implementation*

Behavioural factors of capacity and performance which involve intangible concepts such as motivation, attitudes and values that people hold are critical to performance improvement (Amjad, 2008). Similarly, the Commonwealth Secretariat (2011) is of the view that performance is by and large linked to the behavior and attitudes of the employee and therefore the focus of any management system should be to change attitudes and behaviours which do not enhance performance. Therefore any intervention that does not address factors such as attitudes towards self-evaluation, use of information for improvement, motivation and incentives will result in poor services, poor accountability and poor decision making (Wachira, 2013).

#### *2.3.2 Organizational Factors in RBM Implementation*

Organizational factors are equally critical in the implementation of RBM. Organizational factors include provision of appropriate authority for decision making, clarification of roles and responsibilities and ensuring transparency and accountability (Wachira, 2013). It follows that lack of division of labour and clarity about roles, duties and responsibilities has a direct influence on performance in the public sector. Mayne (2007) states that organizational systems, incentives, procedures and practices that stress and supports the need for and use of results information are essential for RBM. This implies that organizations need to create a conducive environment that supports and values achievement of results. Vahamaki (2018) indicates that most evaluations point to the fact that organisations have not been able to create organizational environments that are conducive to RBM implementation.

#### *The Role of Technical Factors in RBM Implementation*

Technical factors play a crucial role in the implementation of RBM. Mayne (2006) and Wachira (2013) concur that key technical factors include a Results Based Management framework, adequate capacity and capability, appropriate tools and instruments to measure performance, use of performance information and ensuring there is a linkage between activities and financial systems. A study by Gwata (2013) concludes that lack of capacity (both individual and institutional) significantly impacted negatively on implementation. Furthermore, Madhekeni (2012) cites technical incapacity as a major setback to the fruition of RBM in the Zimbabwe Public Service. Thus human, institutional and management capacity in the civil service have a bearing on successful RBM implementation. The preceding literature

also suggests that organizational, behavioural and technical factors in the public service especially in most developing countries are not in sync the requirements of the RBM system.

#### *Critical Success Factors in RBM Implementation*

Whilst organizational, technical and behavioural issues are determinants of performance when introducing any reform, there are also certain RBM critical success factors with a very strong bearing on the success of the system. The influence of culture, senior leadership and political involvement, availability of resources, use of monetary and non-monetary incentives, capacity building and monitoring and evaluation among others need special attention as they are very critical for the successful implementation of RBM.

#### *Influence of Culture on RBM implementation*

The UN Joint Inspection Unit (2005) states that the most important barrier to overcome in the implementation of an RBM approach, within any organization is the development of a results-oriented organizational culture. In addition, Bester (2016) is of the opinion that building a results culture is as much about changing behaviours as it is about improving systems, tools and capacities. Similarly, Vahamaki (2018) indicates that some evaluations suggest that lack of a results culture is due to attitudes of staff who lack an 'appropriate mindset'. Despite being considered as a pre-requisite for RBM, the establishment of a results culture supported by appropriate incentives remains a challenge (ibid). Furthermore, Miller (2011) argues that successful implementation of RBM is dependent on the organization's ability to create a management culture that is focused on results. Therefore, there is need for an appropriate culture which is results-oriented for successful implementation of reforms such as RBM.

#### *Capacity Development Critical for Successful Implementation*

The World Bank (2017) cites capacity constraints which include failure to match staff capacity to the different requirements needed in RBM as one of the major implementation challenges. Thus sufficient time and resources for implementation must be availed for education and training. Thomas (2011) is also of the opinion that insufficient professional skills to develop and use performance management delay implementation of appraisals. Civil servants need to be very clear with RBM concepts and its benefits as well as how to carry out all the appraisal processes such as setting targets, conducting reviews and carrying out the final ratings of RBPPS. Capacity development for RBM should occur at all levels of the organisation and across all categories of staff (Bester, 2016, Otwori, 2013 & UN Workshop, 2007). Therefore there is need for continuous training, inductions and staff development to all categories of staff both old and new. RBM literature such as modules,

manuals and guidelines on implementation should be made available as they form the basis for comprehensive training and referencing.

#### *Senior Leadership Involvement and Political Support Critical*

The United States Government Accounting Office (USGAO) (2002) identifies demonstrating and sustaining top leadership as the single most important element of successful RBM regimes. Thus, leadership and support from the top levels of the public service and government is needed in order to bring about a results focused approach in the civil sector. Mayne (2007) cites Egypt and Columbia as examples where RBM efforts are driven from the top, in Egypt by the Minister of Finance and Columbia by the President. According to UNDP (2014) government ministers and employees in Rwanda signed performance contracts where each unit was responsible and accountable for the delivery of agreed targets, a model that improved the levels of accountability, efficiency and effectiveness. The UN Joint Inspection Unit (2004) concurs that commitment at the highest level of the organisation is essential to orient the organisation towards RBM. Therefore, it can be concluded that successful implementation of RBM in the civil service requires strong political will, committed top leadership in the civil service and strong institutional capacity.

#### *Resources critical in RBM Implementation*

A review of Sub-Saharan countries by UNDP (2007) has shown that RBM has been a paper exercise in some organisations due to the unavailability of resources to implement it. Vahamaki (2018) concurs and adds that in most organisations commitment to being 'results oriented' are only on paper but not in practice. Therefore, providing adequate financial, material and human resources is critical in the implementation of RBM.

Binnendijk (2001) stresses the need to give the implementation of RBM adequate time and resources. Bester (2012) concurs when he notes that the introduction of RBM or major changes to existing RBM approaches is not cost-free or cost neutral but resources must be committed to support implementation. According to the World Bank (2017) though insufficient resources have been devoted to RBM activities in most departments, RBM requires significant resources. These authorities seem to confirm that resource constraints such as limited human capital, financial and material resources impact negatively on RBM implementation.

#### *Monitoring and Evaluation Critical During implementation*

UNDP (2011) stresses that evaluation in RBM is a critical management and quality assurance tool for achieving better results during RBM processes. Evaluations of RBM enable organisations to make adjustments and improvements and ensure their approaches suit the changing and complex

landscape in the organisation (OECD, 2017). Similarly, Bester (2016) is of the opinion that using the results of evaluations and learning from evaluations are practical pathways to developing and sustaining a culture of results. Thus evaluation has three key roles namely; programme improvement, accountability and organizational learning

Mayne (2007) argues that developing an evaluative culture in an organization will not happen through intentions or osmosis but requires deliberate efforts by the organisation especially its senior managers to encourage, implement and support such a culture. It should be pointed out that monitoring and evaluation are key quality assurance tools for the effective implementation of RBM system and can be facilitated through ICT systems.

#### *Incentives and Buy-In Essential during Implementation*

RBM involves behavior change and there must be incentives for individuals and organisations to change their behaviour (Bester, 2016). Incentives slow down implementation of RBM as public servants are keen to know the personal benefits they stand to achieve through implementation of RBM (Meier, 2003 and World Bank, 2011). However, due to financial constraints in the Public Sector, the provision of financial incentives for personnel performance has remained a difficult option. However, non-monetary incentives can still go a long way to support RBM implementation especially in this current environment where financial resources are extremely scarce. Bester (2012) is of the view that incentives should be tailored to the context of the organization and should be appropriate for that context and culture and more importantly, incentives need not only be financial as non- financial ones can be equally powerful. Therefore it can be argued that without using appropriate incentives, there is no motivation or encouragement for performance improvement in the public sector.

#### *Using results Information Important for Learning and Managing*

UNDG (2011) advocates the use of results information for learning and managing, as well as for reporting and accountability. Vahamaki (2018) emphasizes the need to make better use of results information for direction and learning. Learning is therefore a central feature of RBM because it allows for reflection on what has worked and what has not. This provides an opportunity to review and refine the strategy and approach so as to achieve and improve the results.

Meier (2003) believes that the modern management agenda calls for a major shift in focus where public service top leadership is expected to define expected results, focus attention on results achievement, measure performance regularly and objectively, learn from performance

information, make adjustments and improve the efficiency and effectiveness of their programmes. However, DAC (2018) points out that a results or learning culture is not yet in place in most organisations. Vahamaki (2018) remarks that there is little evidence that results have been used for decision making and learning in most organisations.

#### *Reviews and Updates Critical During Implementation*

Mayne (2007) points to the need to regularly review and update all aspects of RBM system to keep it current and addressing the issues of the day. Similarly, OECD (2017) asserts that regular review of RBM purpose and processes can ensure RBM remains efficient and fit-for- purpose. Therefore reviewing and updating are essential as what key today might not be important in the future. There is rarely a strong effort made in most organizations to regularly review and update the RBM system in order to reflect what has been learnt. To buttress this point, Diamond (2005), World Bank Roundtable (2007) also stress the need to review implementation regularly whilst Mackay (2006) stress the need to do evaluation of RBM. Vahamaki (2018) is also of the opinion that conducting regular reviews of RBM systems including how a chosen management approach affects practice is also important.

What is emerging very clearly from literature is that successful implementation of RBM is dependent on a results-oriented culture, capacity development, availability of resources and incentives, monitoring and evaluation systems, commitment from top leadership and utilization of performance information for learning and managing. Literature also shows that successful implementation of RBM largely depends on organizational, technical and behavioural factors of that particular public service. Furthermore, successful implementation is also dependent on civil servants having the necessary knowledge, skills and competencies to develop and effectively use RBM.

### III. RESEARCH DESIGN AND METHODOLOGY

I used the interpretive paradigm to find out how civil servants understand and experience RBM implementation. The paradigm allowed me to interpret the findings and detail the meaning for the benefit of the public service and its stakeholders as well as other interested researchers. I employed the qualitative research approach as it can effectively explore experiences, attitudes and perspectives of civil servants with regards to RBM implementation. The study adopted the phenomenological design to allow vivid description of lived experiences of civil servants during RBM implementation. I used face to face individual in-depth interviews and focus group discussions as the main data generation instruments and the document analysis technique to supplement them. I drew data from training officers, school heads, lecturers, teachers, college principals, district schools

inspectors and PSC district inspectors. A total of 36 participants were involved in FGDs while the remaining 14 were exposed to in-depth interviews thereby culminating to a total of 50 participants.

#### IV. DATA PRESENTATION AND DISCUSSION

What came out very clearly from findings was that civil servants especially those in the lower levels of ministries and departments had not clearly understood and totally embraced the RBM system. This was largely because the majority of them was not thoroughly trained in RBM and as a result lacked the necessary competencies and technical skills to effectively implement the system. Staff orientation, training and capacity building on RBM especially at these lower levels was rather inadequate and ineffective. Critical resource constraints in the public service had also reduced RBM implementation to a mere paper exercise with virtually very little happening in practice. The exercise had turned to be a 'ritual and ceremonial' completion of appraisal forms, a mere formality of conducting of progress reviews and final ratings with very little impact on the efficiency, effectiveness of civil servants and service delivery in general. Due to the fact that the system was not attached to any reward system, civil servants had developed negative attitudes towards the system and also had not embraced the results oriented culture. In addition, it was also disturbing to note that senior management was not motivating, supervising and championing RBM implementation yet top leadership is the single most important element of successful RBM regimes.

The weakest link of the system emerged to be that there were no regular reviews, updates, feedback, monitoring and evaluation which are very important during implementation. For Learning during implementation, making adjustments, refinements and adaptation as informed by feedback and results from monitoring and evaluation keeps the system relevant and in sync with current trends. RBM had not transformed the public service into a learning organisation where experimentation and innovation becomes the order of the day. Clearly pronounced in the findings was that the public service was not adhering to some of the basic principles of RBM and fell far short of meeting the minimum requirements of RBM 'best practices'. Naturally, it follows that the system was not enjoying the full benefits associated with RBM implementation.

Findings seemed to point out that the system was not customized to the local context and was facing 'tissue rejection' from a seemingly demotivated civil service. Therefore there might be need to customize and indigenize the model so that it speaks to the contextual factors of the local public service environment.

#### Conclusions

The study indicated a yawning gap between RBM practices prevalent in the Zimbabwe Public Service and International 'best practices'. The Zimbabwe Civil Service was simply not adhering to basic principles and guidelines on RBM implementation. The actual situation on the ground with regards to RBM implementation was inconsistent with effective best practices cited in literature and previous studies. The RBM system had largely remained a 'paper exercise' which was not put into serious practice on the ground. The 'borrowed Malaysian model' which was being implemented in Zimbabwe was not achieving the intended results. Hence there is need to continue refining our RBM system so that it remains relevant to our situation and also effectively addresses local needs by responding to the ever-changing environment.

#### *What it entails to make RBM work in the Zimbabwe Civil Service*

##### *Phase one: Understanding and appreciating the state of affairs with regards to RBM implementation*

The study has come up with a six phased model which could be followed in order to make RBM work in the civil service. Phase one is a call back to the drawing board to reflect on what is being done properly and not properly and what needs to be done therefore. Research findings showed that the civil service was experiencing the following challenges among others; negative attitudes towards RBM, inadequate knowledge, competencies and skills to effectively implement RBM, inadequate capacity development of civil servants in RBM, limited feedback, inadequate monitoring and evaluation as well as non-utilization of performance information and evaluation results. The RBM system in the Zimbabwe Public sector had challenges associated with organisational, behavioural and technical weaknesses of the system. The reason for RBM success stories in developed countries could be attributed to favourable political, economic and social environments which lead to the creation of enabling organisational environments in their public services. Research findings showed that these organizational, behavioural and technical weaknesses were not conducive to RBM implementation in the Zimbabwe Civil Service. Therefore there is need to fully understand and appreciate the challenges, threats and opportunities caused by all these factors in order to devise appropriate strategies and solutions to adequately deal with them. This leads us to the second phase of the model which attempts to address issues of buy-in of the RBM model.

##### *Phase Two: Buy-in of RBM in the Public Service*

Phase two of the pathway to successful implementation addresses issues of buy-in of RBM in the public sector.

Research findings indicated that civil servants had negative attitudes towards RBM and did not appreciate it. The phase calls for the change of the mindset of civil servants so that they have the desired values, attitudes and work ethics that are result-oriented. Civil servants need to be very clear on what RBM is, how to apply it as well as benefits of RBM to them and the organization. The creation of a result-oriented culture, instituting change management strategies, inculcating desirable values, attitudes and work ethics that promote high productivity could be enhanced by introducing a mix of monetary and non-monetary incentives that can help lure acceptance of RBM, and also motivate civil servants towards high performance. Performance-based contracts could be introduced in the whole civil service to encourage commitment, efficiency and effectiveness in the attainment of results. It should be noted that buy-in and ownership of the system could only be enhanced if civil servants have the necessary competencies and skills to comfortably and efficiently implement the system. This brings us to the third phase of the model that focuses on intensive capacity development of civil servants on RBM.

#### *Phase Three: Capacity Development*

Phase three calls for intensive large scale capacity development of all civil servants with special attention on procedural and technical issues. Focus be on comprehensive education and training on RBM at all levels and all categories of civil servants. Findings had shown that civil servants were not adequately trained and therefore did not have the required competencies to effectively implement RBM. The phase focuses on addressing training needs and performance gaps in response to the feedback, monitoring and evaluation which should be on-going in all stages. The sharpening of skills and competencies should be on-going and the measuring tools and instruments used should be reviewed continuously to make them simple, appropriate and user friendly.

#### *Phase Four: Implementation, Learning, Feedback and Managing*

The next phase, that is phase four, which is core to the model, involves implementation, learning, feedback and managing. Research findings showed that there was very limited feedback and learning during RBM implementation hence the

model calls for the creation of effective feedback and learning opportunities that encourages a culture of experimentation and innovation. The phase would see the public service turning into a learning organisation, a yawning gap which was missing in the current system. The phase borrows heavily from the adaptive style of management which advocates for the creation of learning organisations with a culture of experimenting, innovating and improving. Thus the phase be characterized by feedback mechanisms from the user system, making adjustments and modifications of the system, adapting the improved system, continuous refining and re-adaptation as informed by the results from monitoring and evaluation. It is at this stage that the RBM system is shaped and customized to speak to the contextual issues of the local environment. It is again at this stage where continuous refinement of the current system happens in order to come up with what might be an appropriate system to our situation.

#### *Phase Five: Monitoring and Evaluation*

Phase five is the continuous monitoring and evaluation of the RBM system. Research findings indicated that there was limited monitoring and evaluation as well as non-utilization of performance information and evaluation results. The monitoring and evaluation in phase five is an ongoing process in all phases though it is more pronounced in this phase. The phase involves the creation of a strong monitoring and evaluation culture that utilizes feedback and evaluation results. The phase is also dominated by feedback, adjustments, modifications and re-adaptations.

#### *Phase Six: Reviewing and Updating the RBM system*

The phase is dominated by reviewing and updating the RBM system. It is this stage that transforms the current RBM system from a mere imported model into a user-friendly model that speaks to the day to day contextual issues of the public service. It is at this stage whereby civil servants are really engaged allowing negotiation between the top-down and bottom-up structures. Throughout the six stages, feedback, monitoring and evaluation as well as reviews and updates are core. The Pathway Model to successful implementation of RBM is presented as a diagram overleaf.

#### *A Pathway to Successful implementation of Rbm in the Public Service*

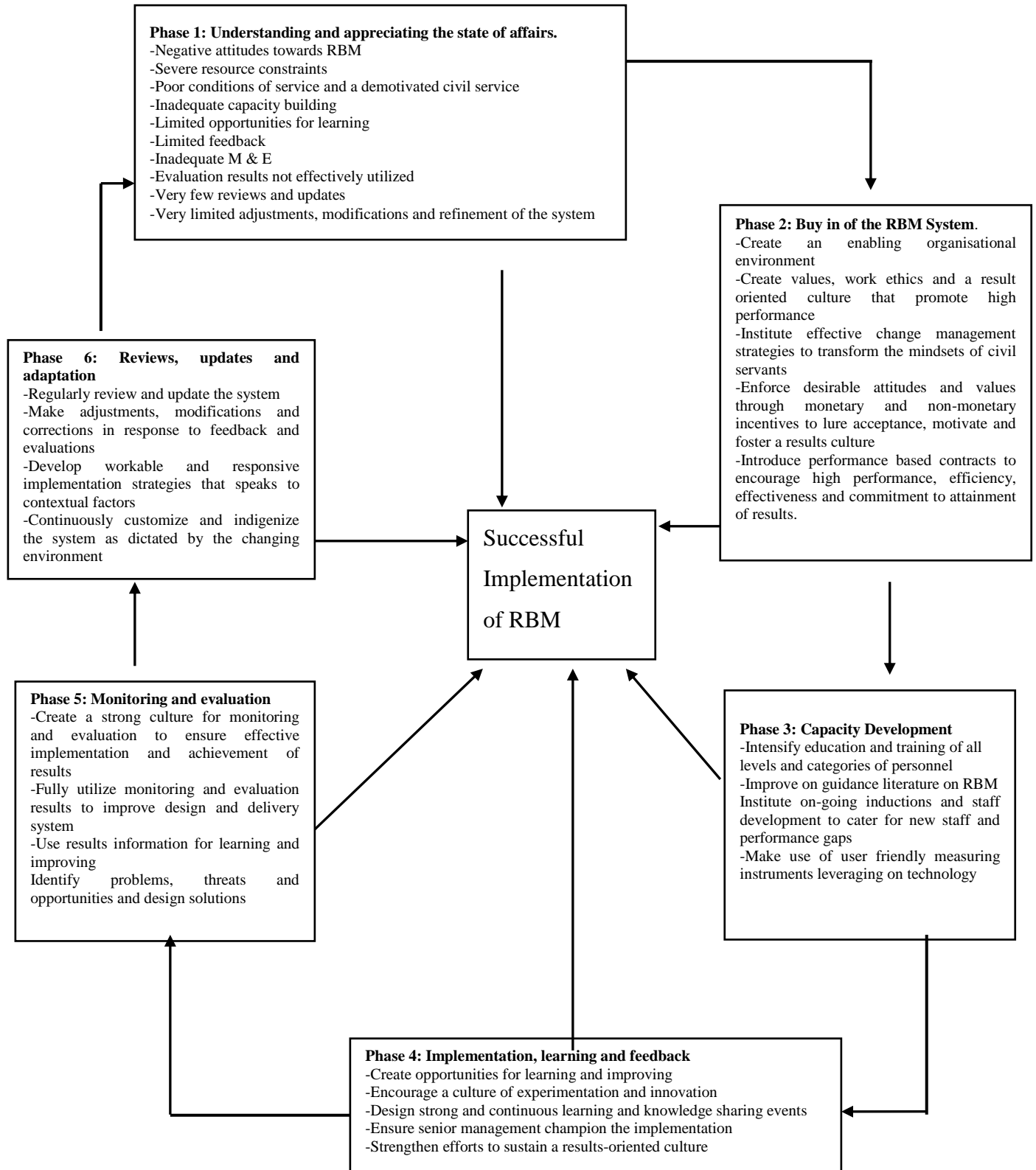


FIG 5: MODEL TO SUCCESSFUL RBM IMPLEMENTATION



## LIST OF REFERENCES

- [1]. African Development Fund: OSGE (2016). *Institutional Support for State Enterprise Reform and Delivery Project (ISERDP)* OSGE Department, 2016.
- [2]. Amjad, S. (2008). *Results Based Management Implementation for Outcomes: An Agenda for Action in Developing Countries, Paper Presented at National Health Policy Unit, Islamabad* (Online) <http://copmfdrafrica.nig.com/forum/topic/resultbased-management-1> (June, 2015)
- [3]. Asian Development Bank, (2006). *An Introduction to Results Based Management: Principles, Implications and Applications*, Manila: Asian Development Bank.
- [4]. Bester, A. (2012). *Results Based Management in the United Nations Development System: Progress and Challenges – A Report Prepared for the United Nations Development for Economic and Social Affairs (UNDESA) for the Quadrennial Comprehensive Policy Review*, July 2012.
- [5]. Bester, A. (2016). *Results Based Management in the United Nations Development System, A Report Prepared for the UN Department of Economic and Social Affairs (UNDESA), Quadrennial Comprehensive Policy Review*, QCPR, 2016.
- [6]. Chikasha, A., S., and Gwata R., C., (2014). Nurturing a Culture of Results for the Effective Implementation of Results Based Management, Merit Research, *Journal of Education and Review*.
- [7]. Common, R. (2011). International Trends in HRM in Public Sector: Reform Attempts in the Republic of Georgia. *International Journal of Public Sector Management*, 24(5) 421-434.
- [8]. Commonwealth Secretariat, (2011) *Managing and Measuring Performance in the Public Service in Africa, Report on Sixth Commonwealth Forum of Heads of Public Services*, London, Commonwealth Secretariat.
- [9]. Diamond, J. (2005). *Establishing a Performance Management Framework for Government*, IMF Working Paper, International Monetary Fund.
- [10]. GAO, (2017). *Foreign Assistance: Agencies Can Improve the Quality and Dissemination of Programme Evaluations*, United States Government and Accounting Office.
- [11]. Government of Zimbabwe (2018). *Transitional Stabilisation Programme*, Harare, Government Printers.
- [12]. Government of Zimbabwe, (2005). *Results Based Management Programme Document*. Harare, Government Printers.
- [13]. Government of Zimbabwe, (2007). *RBM Programme Document*, Harare. Government Printers.
- [14]. Government of Zimbabwe, (2013). *Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET)*, Harare, Government Printers.
- [15]. GoZ: Ministry of Public Service Training Manual, (2009). *Results Based Performance Management System Appraisal Module*, Harare Government Printers.
- [16]. Gwata G., R., (2013). *A Study on Factors Impacting the Implementation of Results Based Management (RBM) in the Public Service in Zimbabwe, Unpublished PhD Thesis*. Harare, Zimbabwe Open University.
- [17]. Jeong, C., H. (2007). *Fundamentals of Development Administration*, Selangor: Scholer Presss.
- [18]. Madhekeni, A. (2012). Implementing Results Based Management Systems in Zimbabwe: Contexts and Implications for The Public Sector. *International Journal for Humanities and Social Sciences*. 2 (8) 125-128.
- [19]. Mayne J. (2007a). *Best Practices in Results Based Management, A Review of Experiences, Report For The United Nations Secretariat*, New York, United Nation.
- [20]. Mayne, J. (2006). *Challenges and Lessons in Result Based Management*, Discussion Paper Published at CoP MfDR Forum Sponsored By Asian Development Bank.
- [21]. Mayne, J. (2007). 'Addressing Attribution Through Contribution Analysis: Using Performance Measures Sensibly' *Canadian Journal of Programme Evaluation*, 1(16) 81-96.
- [22]. Mayne, J. (2007). *Best Practices in Results Based Management: A Review of Experience- A Report for the United Nations Secretariat*, Vol 1: Main Report, July 2007.
- [23]. Mayne, J. (2007b). *Challenges and Lessons in Implementing Results Based Management Evaluation*, 13(1): 87-109.
- [24]. Mayne, J. (2008). *Building an Evaluative Culture for Effective Evaluation and Results Management*, ILAC Working Paper 8, Institutional Learning and Change Initiative, Rome, Italy.
- [25]. Meier W. (2003). *Results Based Management, Towards a Common Understanding Among Development Cooperation Agencies*. Ottawa, Canada.
- [26]. OECD (2004). *Public Sector Modernisation: Governing for Performance*, Paris; OECD.
- [27]. OECD (2005). *Modernizing Government: The Way Forward*, Paris: OECD.
- [28]. OECD (2010). *Glossary on Key Terms in Evaluation and Results Based Management*, Paris, OECD Publishing.
- [29]. OECD (2016). *Providers' Use of Results Information for Accountability, Communication, Direction and Learning: Survey Results*, OECD, Paris.
- [30]. OECD (2017). *Data Collection in the CRS on Development Co-operation in Support of 2030 Agenda for Sustainable Development* "Paper for Formal Meeting of the Working Party on Development Finance Statistics (WP\_STATI, 20-21 June 2017, Paris, OECD.
- [31]. OECD DAC (2000). *Results Based Management in the Cooperation Agencies: A Review of Experience*. Paris: OECD DAC.
- [32]. OECD DAC (2005). *Paris Declaration on Effectiveness*, Paris. OECD Publishing.
- [33]. OECD, (2008). *Emerging Good Practice in Managing for Development of Results*. Washington D.C., Office of Economic Co-operation and Development
- [34]. OECD, (2013). *Aid for Trade and Development Results: A Management Framework*, Paris: Organisation of Economic Development.
- [35]. OECD, (2014). *Measuring and Managing Results in Development Co-operation. A Review of Challenges and Practices among DAC Members and Observers*, Paris, OECD Publishing.
- [36]. OECD, (2017a). *Strengthening the Results Chain: Synthesis of Case Studies of Results- Based Management by Providers*, Paris, OECD Publishing.
- [37]. OECD, (2018b). *Measuring the Results of Private Sector Engagement through Development Co-operation.* Discussion Paper for the OECD/DAC, Results Community Workshop, 10-11 April, 2018. Paris.
- [38]. OECD, DAC (2017c). *Peer Review Synthesis Note-Results-Based Management and Evaluation*, OECD, Publishing, Paris.
- [39]. OECD/UNDP (2016). *Making Development Cooperation More Effective: 2016 Progress Report*, Paris, OECD Publishing.
- [40]. Office of the Auditor General, (1996). *Implementing Results Management: Lessons from the Literature*, Ottawa, Canada.
- [41]. Office of the President and Cabinet, (2005). *Guidelines on RBM*. Circular No. 1 Ref. MW/32/45, 6 June 2005.
- [42]. Office of the President and Cabinet, (2010). *Report on the Signing of Performance Contracts by Permanent Secretaries*, December 2010, Zimbabwe.
- [43]. Organisation of Economic Cooperation and Development: Development Assistance Committee (2008). *Managing For Development of Results, Principles of Action. Sourcebook on Emerging Good Practices*, 2008. OECD.
- [44]. Organisation of Economic Cooperation Development: (2000). *Public Management Service. Best Practice*, OECD.
- [45]. Organisation of Economic Cooperation Development: (OECD) (2002). *RBM in the Development Cooperation Agencies: A Review of Experience*. Development Assistance Committee (DAC). Paris, France.
- [46]. Otworl, M., J. (2013) *Institutionalizing of Results Based Management in the Kenya Public Service: A Paper Presented at a High Level Seminar for Policy Makers and Policy Implementers on RBM*, 28-30 January 2013, Results for Kenya, Nairobi.

- [47]. Thomas, K. (2005). *Integrated Results Based Management – Country Experiences from Asia to Africa, Paper Presented at the Lee Kuan Yeu School of Public Policy*, University of Singapore.
- [48]. Thomas, K. (2006). *Integrated Results Based Management – Country Experiences from Asia and Africa*. Ministry of Finance, Kuala Lumpur, Malaysia.
- [49]. Thomas, K. (2007). *Integrated Results Based Management- The Malaysian Experience Source Book: Emerging Good Practice in Managing for Development of Results (2nd Edition)* Washington D C.
- [50]. Thomas, K. (2011). *Integrated Results Based Management: Country Experiences from Asia to Africa*. Retrieved from [www.focusintl.com/RBM149-koshy.pdf](http://www.focusintl.com/RBM149-koshy.pdf), 27 March 2016.
- [51]. United Nations Joint Inspection Unit (2014). *General Assembly Official Records, Sixty-ninth Session*, United Nations.
- [52]. United Nations Joint Inspection Unit (UNJIU), (2004). *Implementation of Results Based Management in the United Nations Organisations Part I*, Geneva, Switzerland.
- [53]. United Nations Joint Inspection Unit, (2006). *RBM in the United Nations in the Context of the Reform Process*, New York: United Nations.
- [54]. United Nations Joint Inspection Unit, (2017). *Results Based management in the United Nations System: Analysis of Progress and Policy Effectiveness*, JIU/REP/2017/6.
- [55]. United States General Accounting Office (USGAO), (2005). *Managing for Results*, Washington, D.C. USGAO.
- [56]. Vahamaki, J. (2017). *Matrixing aid: the rise and fall of 'results initiatives' in Swedish development aid* Doctoral dissertation, Stockholm Business School, Stockholm University.
- [57]. Vahamaki, J., Schmidt and J. Molander (2011). *Results based management in development cooperation*, Riksbankens Jubileumsfond, Stockholm.
- [58]. Wachira, F.N.(2013). *Toward Institutionalizing Results Based Management (RBM) In the Public Service I Africa: What are the Roles for Policy Makers and Policy Implementers? Nairobi, Kenya Paper Presented at a Seminar for Policy Makers and Policy Implementers on Results Based Management: Tangiers, Morocco 28th - 30th January, 2013*.
- [59]. World Bank Roundtable, (2006). *Moving from Outputs to Outcomes. Practical Advice from Governments around the World*, Prepared by B. Perrin for the World Bank and IBM Centre for the Business of Government, Managing for Performance and Results Series, Washington D.C.
- [60]. World Bank, (2002). *Better Measuring, Monitoring and Management for Development Results*. Washington, DC: World Bank.
- [61]. World Bank, (2003c). *World Development Report 2004: Making Services Work for Poor People*. Washington DC
- [62]. World Bank, (2004a). *Designing and Building a Results Based Monitoring and Evaluation System. A tool for Public Sector Management*, Washington, DC: World Bank.
- [63]. World Bank, (2004b). *Implementing the Agenda for Managing for Results: Progress Report and Annexes*, Washington, DC: World Bank.
- [64]. World Bank, (2006). *Annual Review of Development Effectiveness*. Washington DC: World Bank.
- [65]. World Bank, (2008). *Source Book on Emerging Good Practice in Managing for Development Results*, World Bank.
- [66]. World Bank, (2011). *“Managing a Sustainable Results Based Management System,”* GET Note, World Bank, Washington DC
- [67]. World Bank, (2011). *Final Report Results Based Management in Thailand*, Retrieved from <https://documnts-worldbank.org/curated/en/2011/01/15564416/implementing-results-based-management-thailand>. Retrieved on 6 June 2016
- [68]. World Bank, (2012). *Zimbabwe Public Administration Review- Policy Note*. Washington DC: World Bank.
- [69]. World Bank, (2016). *Behind the Mirror – A Report on the self-evaluation systems of the World Bank. In dependent evaluation group*, IEG, World Bank Publications
- [70]. World Bank, (2017). *Results and the performance of the World Bank Group 2016*, World Bank Group, Independent Evaluation group, IEG, World Bank Publications
- [71]. World Bank. (2011). *Country Development Partnership on Governance and Public Sector Reform: Implementing RBM in Thailand*. Washington DC: World Bank.