Assessing the Operationalisation of the Results Based Management Approach in the Ministry of Transport, Communication and Infrastructural Development in Zimbabwe

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Abstract

The study investigates the implementation of the Results Based Management (RBM) approach in the Zimbabwean context, using the Ministry of Transport, Communication and Infrastructural Development as the principal case study. While RMB has several components relating to budgeting, personnel performance, e-governance and monitoring and evaluation; this study is restricted to personnel performance system. Research data was collated through documentary and empirical case study reviews. Study findings suggest that notwithstanding concerted effort towards institutionalizing a results-based culture in state institutions, the politics of administration, resistance to change, lack of significant buy-in amongst employees and management to make the approach successful as well as rampant administrative and technical incapacity challenges, have emerged as major setbacks stalling the process to fruition. These findings raise fundamental questions on the extent to which proper and adequate feasibility measures were established before the initiation of the approach. Crafting strategies for the effective implementation of RBM is essential in order to maximize its benefits while minimizing the negative effects in its implementation. Effectiveness in the implementation of RMB critically hinges on the commitment and support of senior management, customizing of RBM processes and materials, implementing sustainable capacity development initiatives, building ownership through participation of stakeholders as well as making conscious organizational change hinging on Research and Development.

Keywords: Results Based Management, Results Based Personnel Performance System, Implementation.

1.0 Introduction

There is growing global acknowledgment of the role Results Based Management in improving public sector performance and accountability. RBMs are implemented as key facets of the New Public Management. According to Garnham (1996: 65), Results Based Management is a participatory and team-based approach to programme planning and focus on achieving defined and measurable results and impacts. It is designed to improve programme delivery and strengthen management effectiveness, efficiency and accountability. Results Based Management (RBM) has its roots in the wave of public sector reforms that swept away many Member States of the Organization for Economic Co-operation and Development (OECD) in the early 1990s. This reform, often referred to as New Public Management (NPM), was driven by demands for more efficient and responsive services, concerns about spiraling budget deficits, the perceived need for increased accountability and citizens' general discontent with their governments (Perry and Hondeghem 2008, Hatton and Kent 2007:78, Scott 2000).

During the 1990s, the public sector systems were undergoing extensive reforms in response to economic, social, and political pressures. Public deficits, structural problems, growing competitiveness and globalization, a shrinking public confidence in government and growing demands for better and more responsive services as well as for more accountability were all contributing factors to the rise of RBM. In the process, the logical framework approach was gradually introduced in the public sector in many countries mainly the OECD. This morphed during the same decade in RBM as an aspect of the NPM, a label used to describe a management culture that emphasizes the centrality of the citizen or customer as well as the need for accountability for results. This was followed by the establishment of the RBM in international organizations. Most of the United Nations (UN) system organizations were facing similar challenges and pressures from member states to reform their management systems to be more effective, transparent, and accountable and results oriented. Holmes and Shand (1995: 565) assert that RBM became a global phenomenon which saw governments dramatically restructuring their public sectors. Governments began responding to the twin problems of indebtedness and erosion in citizen trust by placing more emphasis on the need to identify and report on performance measures for government programs.

With the attainment of independence by most African countries in the late 1950s and 60s, the public sector was generally regarded as the pivot that will promote socio-economic development. The basic function of the public sector, which comprises a number of institutions for the making and implementation of decisions with regard to interests of various kinds, was to provide goods and services to citizens based on 'realization and representation of public interests and its possession of unique public qualities compared to business management

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(Biget, Varone, Giauque and Ritz 2010, Chriesten and Laegreid 2001, Haque 2001:65). However, Garnham and Haque (1994:456) observe that the public sector was not able to perform its functions effectively because of its accumulation of excessive power, lack of accountability and representation, indifference towards public needs and demands, official secrecy and inaccessibility and role in depoliticizing the public sphere. This ineffectiveness coupled with the economic crises of the late 1970s and 80s and the apparent lessons from international experience of the success of market friendly economies have combined to produce what some scholars have referred to as the 'redefinition of the role of the state or public sector (Kim and Park 2009, Perry and Hondeghem 2008, Fiszbein 2000:163).

According to Madhekeni (2012: 127), the concept of Results Based Management (RBM) was introduced in Zimbabwe in 2005 through the Public Service Commission. Resource constraints, the pursuit of better quality service delivery, the need for politicians to be more people-sensitive, the need for financial controllers to allocate resources effectively and a people-centered service delivery by public servants gave rise to RBM. Furthermore, demands by the informal sector for the development and growth of infrastructure and improved services, donors also claiming economic use of scarce resources and the threats from the ever-changing and globalized world also triggered the quest for the system. Moreover, the need to enforce corporate governance in government organizations by national and international stakeholders in the development process also prompted the approach.

1.1 The case study and Methodological Framework

The study focuses on the Ministry of Transport, Communication and Infrastructural Development because it is one of the first government ministries to implement Results Based Management in Zimbabwe. The mission statement of the ministry is to provide and facilitate an efficient, affordable high quality service through vehicle inspection, driver licensing, road and infrastructure preservation and road safety through effective implementation of policies and strategies. To this extent, it can thus be noted that the Ministry of Transport is countenanced by a myriad of institutional inefficiencies and operational ineffectivenesses caused by resource constraints, focusing on work inputs and processes rather than outputs or results. There is also lack of motivation, lack of political will and commitment by employees to implement change and organizational rigidity in public sector organizations.

A case study approach was utilized because it affords empirical investigation of a particular phenomenon within its real life context using multiple sources of evidence (Robson (1993:146). This helps in establishing the link between theoretical espousals and practical realitie. Both primary and secondary sources were used in this study as research instruments. Interviews were conducted as the main method of gathering data to get the story behind a participant's experience. Secondary sources were also utilized in documentary reviews to capture emerging conceptual and theoretical debates as well as unfolding country experiences. Ethical considerations were accounted for in carrying out the research. The researcher also looked at ethical issues such as the respondent's privacy (anonymity), informed consent, confidentiality, freedom of expression, objectivity, protection against victimisation and informing the respondents about the results of the study.

1.2 An Overview of the Results Based Management Approach

As a management approach, RBM focuses on achieving results, changing the way agencies operate, with performance management (achieving results) as the main focus (OECD 2000). Accordingly Thomas (2000:1) postulates that RBM can essentially be termed as a contemporary management philosophy and approach that focuses on the appropriate and timely achievement of relevant goals and objectives through strategic planning, systematic implementation and resources usage, performance monitoring, measurement and reporting as well as systematic utilization of performance to improve policy decision making and performance at all levels. This definition is shared by MacKenzie (2008) who avers that RBM is a participatory approach that entails the definition of the organisation's mission ad strategic objectives, identification of clear target outputs and outcomes to meet these objectives as well as learning and improvement in performance. In highlighting the key components of RBM Madhekeni (2012: 122) posits that the RBM programme comprises of a Results Based Budgeting (RBB), Results Based Personnel Performance System (RBPPS) and E- Governance. Cutting across all these three is an integrated Results Based Monitoring and Evaluation (RBME) system and a complementing Management Information System (MIS). Mandeya (2015:1) shares the same notion regarding the components of RBM. These systems are deemed critical to assist government in conducting systematic program planning, formulation and implementation which in turn is expected to improve the performance of government's development initiatives. In this scenario the spectrum of managerial tools to track progress and demonstrate the impact of diverse policies, projects and programmes has been widened.

As argued by Thomas (2000:5), the basis for the system is the use of a Performance Management Framework (PMF) resembling a strategic performance plan for the public sector entity. The PMF basically requires top management within the Ministry and Departments to be actively involved in strategic performance

planning and active consultation and consensus building with the lower accountability levels. This strategic performance planning process essentially focuses on client and client needs or problems analysis and on results at the various stages of implementation such as resource utilization (inputs), activity completion, output generation, and outcome or impact achievement. The cornerstone of the RBM is its detailed but practical focus on systematic and structured performance measurement and its requirement for linkages to be established with policy-making, resources management, program performance improvement, and other critical success factors on performance and an integrated performance monitoring and evaluation system used for program planning, monitoring, evaluation, and performance reporting. This helps ensure systematic and structured performance planning, management, and measurement and helps ensure tight linkages with resource usage and policy implementation (Haque 2001, Fiszbein 2000, Thomas 2000, Scott 1998).

According to Thomas (2000:4) the cornerstone of the RBM approach is the Results Based Budgeting (RBB) which plays an important role in RBM strategic alignment where clear upright and horizontal linkages are established in program planning. RBB is a strategic management tool that focuses in improving resource usage and public sector accountability. It also requires agencies to bring goals, strategies, programmes and budgets into alignment to shift resources form past patterns to future priorities. Since lines for programme implementation are clearly stated under the approach, resource planning and implementation therefore become purposive and targeted. Monitoring and Evaluation systems are designed to review program outcomes, budgets and performances. This allows for timely information flow that can be strategically used by various levels of management for decision making which is enhanced by an effective Electronic-Government (E-government). The RBM system also makes strategic use of Management Information Systems (MIS) that provides the basis for an effective decision support system at different levels in an organization

2.1 The locus of RBM in the New Public Management (NPM) Discourse

The New Public Management paradigm is also part of RBM concepts as it includes techniques and ideas that seek to solve the inherent inefficiencies inherent in the traditional model of public administration in a bid to improve service delivery in the public sector. In line with this, OECD (2010) postulates that the concept of RBM became an integral part of the NPM movement and was adopted by all OECD countries as a matter of policy, by mid-1990s. Behn (1998: 135) defines NPM as the entire collection of tactics and strategies that seek to enhance the performance of the public sector. It encompasses decentralized administration, delegation of discretion, market mechanism to organizational development such as competition, customer oriented service delivery and reliable flow of information and contracting out of goods and services. Accountability is achieved through measuring outcomes rather work inputs. Rules and regulations for performance measurement should be top down meaning they are enforced from the top. According to Behn (2002), perhaps the most dominant theme under this technique is the attempt to use market mechanisms to improve performance in the public sector which include commercialization, privatization, leasing and contracting out.

In line with this there is also need to highlight the concept of Results Based Personnel Performance System (RBPPS) which as noted by Thomas (2005:5) entails the evaluation of the actual performance of members in the organisation against set [performance] targets. In this vein, Personnel Performance Systems (PPS) is a tool for driving reform or new performance initiatives as its role is to establish the mandate for accountability by setting clear lines of reporting and accountability. To this effect, the staff performance at each organizational tier has to be systematically linked to substantive performance that is exhibited for each programme activity that is undertaken in an organisation. Accordingly, the PPS gyrates around the notion of appraisal systems which weighs towards the performance aspects of the individual. In addition to PPS there is also need for resource mobilization and management which manifests in the form of Results Based Programme Budgeting.

Schick (1998: 138) argued that programme budgeting developed since 1960 and it focuses on outcomes rather than inputs or activities. These are intended societal changes through government programs for example god health, national security, efficient transportation and justice just to mention a few. The NPM approach rejects measuring inputs and advocates for the use of performance measures to evaluate programs and for management. Accountability for resources is less important than the accomplishment of goals at a given cost. Creative managers should be given the widest flexibility to use the resources at their disposal to accomplish program missions. Their success will be measured by their performance in achieving goals rather than in their careful accounting for resources used. Good rewards should follow approved performance in order to motivate the workers (Kim and Park 2009, Chriesten and Laegreid 2001, Schick 1998).

3.1 Research Findings

The concept of Results Based Management is a wide concept consisting of four main aspects namely Results Based Budgeting (RBB), Results Based Personnel Performance System (RBPPS) and E-Governance. Cutting across all these three is Results Based Monitoring and Evaluation (RBME) and a complementing Management

Information System (MIS). This chapter shall examine the implementation of RBM at ministerial and departmental levels which means focus will be on RBPPS. Data was gathered from questionnaires and structured interviews. Respondents were very receptive especially the ones who were interviewed. During the presentation of the research findings, the following questions shall be answered:

- How is the overall Results Based Management system being executed?
- What processes are put in place for its implementation?
- What challenges are being faced in implementing the approach?

3.1.1 The execution of Results Based Management at the Ministry of Transport

This RBPPS is a variant or a component of the broader Results Based Management system or approach. RBPPS is a crucial component that shows how the broader ambit of the Results Based Management system is executed. The RBPPS integrates the strategic use of critical human resources with the use of financial and other resources towards achieving desired programme results. It integrates the personnel performance system with the Results-Based Budgeting system using a common integrated performance framework. At department level, the appraisee (Officer), appraiser (Department Director) and the reviewer (Director) are the participants in the process which is done through stages which are executed throughout the year. The procedures for completing the appraisal form are given hereunder:

3.1.1.1 Performance Targets

The appraiser should refer to Departmental Work and Performance Monitoring Plan to extract relevant activities, outputs, outcomes, and budget information. Weight should be allocated accordingly and total weight should add up to 100%. The appraiser and appraise should establish relevant standards for the results on each of the agreed performance dimensions and this is endorsed by the reviewer that is the director. The appraiser and appraisee must agree to the work plan and sign on the same and this must be endorsed by the reviewer. However, departments have a problem of setting vague and unrealistic targets and standards which are often incongruent with each other, resulting in unauthentic performance appraisal evaluations. Mayne (2007: 89) also recognize the problem of setting unrealistic expectations for the role of performance information. He argues that the long history of efforts at introducing performance information to managing and budgeting has been fraught with setbacks. And often these have to do with unrealistic expectations set out for or assumed for what performance information can do in an organization.

3.1.1.2 Training and Development Needs

The appraiser and appraisee should utilise the review sessions to identify the appraisee's training needs which are directly relevant to the job requirements and this should be recorded in the relevant section of the form. The appraiser and appraise should agree on strategies to address the identified training needs and the Human Resources Department should come up with training programmes for the identified training needs. Training should be provided as soon as possible in cases where in-house training is required. This is very important since it equips the employees with requisite skills and knowledge to execute their duties which in turn result in the realisation of organisational goals.

Given the scarcity of financial resources in government ministries and departments training opportunities are not readily available hence even if review sessions result in the need for training, employees can spend a lot of time awaiting training. This distorts progress and affects plans for the organisation. Moreover, human beings are by nature selfish and egoistic as a result many training opportunities which come up in government are grabbed by directors and other top officials regardless of their value to their jobs. This is because such opportunities have training allowances hence employees go for training not in the interest of performance improvement but for lucrative benefits associated with training programs especially those undertaken outside the country.

3.1.1.3 Performance Progress Reviews

Appraisee and appraiser must review progress against set targets for each quarter following a schedule shown in Table 1 below. Modifications to the performance work can only be done when there are major changes during the performance cycle which could be due to special assignment, critical incidences or changes to the mandate of the organisation. On promotion, transfer and regarding which entails change of job description, a member is expected to draw new work plans in line with the new responsibilities.

Deadline	Action	Expected results
Mid-January	Agreement of performance targets	Work plan outlining target and standards
First week of April	First interim progress review	Comments on actual performance versus set targets
First week of July	Second interim progress review	Comments on actual performance versus set targets
First week of October	Third interim progress review	Comments on actual performance versus set targets
Mid December	Final appraisal	Final rating and comments on performance achievements versus set targets

Table 1. Performance Progress Reviews, Source the Government of Zimbabwe, Results Based Management Guide

During the Performance Cycle, the appraiser must continuously monitor the appraisee's performance progress. The review discussions should relate to the progress being made towards the achievement of the appraisee's performance target and any other necessary adjustments. Comments at the review stages should be on the agreed performance targets to ensure that maximum productivity and standards are met. The appraisee must be given an opportunity to comment during performance reviews and both the appraisee and the appraiser should sign. During progress reviews the reviewer should only intervene and comment in cases where the appraisee and the appraiser disagree. If the parties involved do not agree on work plans or the final rating, the issue should be referred to the Head of Ministry or may be dealt with as a normal grievance.

The performance review sessions are very useful if properly done since they allow tracking performance to see whether it is in line with achieving the organisational goals and objectives. Discussions between the appraiser and appraise also allows the parties to work on challenges which might hinder meeting set targets thus making sure that at the end of the year the organisations achieves its goals. However, on the ground, these performance review sessions are written on paper and are not done the way they should. There is lack of commitment especially by the management hence sometimes performance is not reviewed and there is no time for discussions between appraisers and appraises. One of the top managers in the Ministry also reinforced this saying, "Management is sometimes unenthusiastic to listen to ideas from their subordinates hence review discussions are sometimes not done or where they are done the subordinates do not meaningfully take part". This leads to frustrations and resentment by employees who might be willing to undertake RBM properly.

3.1.1.4 Final Performance Assessment and Rating

The appraiser and appraise must formally assess and rate the performance of the appraisee by mid-December of each year. The assessment is based on the agreed performance targets for the year. During the final review, the appraisee should be given an opportunity to comment again. The appraisee and appraiser should sign and this should be endorsed by the reviewer. A rating scale of 1 to 6 will be used to rate individual member's performance at the end of the cycle. Rating 1 represents the lowest level of performance with the rating of 6 being the highest score which clearly surpasses set targets. It is important to refer to the rating of 4 to measure how far the appraisee's performance falls above or below the set targets. The rating scale is interpreted as follows:

Rating	Description
6	Clearly exceeds set targets – beyond variance
5	Performance above set targets – but within variance
4	Met all agreed set targets
3	Performance below set targets – but within variance
2	Performance below set targets – below variance
1	Nothing was accomplished

Table 2. Final Performance Assessment and Rating, Source, The Government of Zimbabwe, Results Based Management Guide.

Computation of ratings varies with the types of bands within the Ministry or Department. For band A and B that is general hands the performance target assessment is based on performance in terms of activity completion. For band C, D, E and F that is clerical courses, professional grades, deputy directors and assistances and senior management respectively, performance target assessment is based on performance in terms of agreed outputs. Each output identified is assigned a weight according to the importance of that output relative to the other outputs. Computation of ratings for Heads of Departments (HOD) is different to ratings of others bands. There is apportionment of weights to output, outcome and budget utilisation which has been standardised as indicated in Table 3 below:

Performance Dimension	Weight	Maximum score
Output targets	60%	3.60
Outcome targets	30%	1.80
Budget Expenditure Performance	10%	0.60
Total	100%	6.0

Table 3. Computation of ratings for Heads of Departments, Source the Government of Zimbabwe, Results Based Management guide

It should be noted that output has a higher weight compared to outcomes because outputs constitute a major controllable aspect of the member's performance while outcomes are sometimes subject to external influences. For HODs, the performance target assessment is based on performance in terms of agreed outputs which constitutes 60% of the final rating. Since the HOD is responsible for ensuring the outcomes of the Department, outcome achievement will constitute 30% of final rating. Budget utilisation rating is based on budget expenditure. Expenditure performance is assessed on a scale of 1 to 5 with 1 representing expenditure above agreed target and 5 representing efficient utilisation of financial resources where actual expenditure is below the targeted expenditure. Therefore final performance rating = score on achievement of output targets + score on the outcome targets + score on budget utilisation.

Performance ratings allow employees to know where exactly their performance fall on the scale for the purpose of improving performance or maintaining good standards in future. This motivates other employees who might have performed badly especially if good performance is followed by incentives or meaningful benefits and if there are punishments for bad performance. However, given that management sometimes do not review performance, ratings are imposed on employees at the end of the year. Imposing rates is unfair as it negatively affects employee behaviour especially if one is given a poor grade.

Given below is a sample of the performance appraisal form which is completed by employees under the RBPPS system. Only one section is shown that is section 2 on performance plan and assessment which was undertaken in the Human Resources Department in the ministry.

**Section 2: Performance plan & assessment: Output performance (total Weightage: 100%)**

Dept. KRA Ref.	1	KRA Description.	Management of Human Resources							
Goal Ref	1	Goal Description	Provide 100% Human Resources Management practices that ensure efficient and effective service delivery by 2015							
Obj Ref	1	Objective Description	To process 100% Human resources issues (transfers, regradings, staff leave, appointments, salary and leave days anomalies, discipline and grievance issues timely by 31st December 2012							
Dept. Outcome Ref.	1	Outcome Description.	Increased human Resource strength and sustainability							
Dept. Output Ref.	1	Output Description.	100% Human Resource issues processed							
				We	Agr	Ac	Ali	Ac	R	We.
Output No.	1	Output Description.	Human Resources Issues Processed	30%						
Quantity Description	Percentage Number of issues processed	Standard	100%	10%	100%	90%	+/-10	10	3	0.30
Quality Description	Compliance to PSC regulations	Standard	100%	10%	100%	100%	0	0	4	0.40
Timeliness Description	Time taken to process HR issues	Standard	12 months	5%	12 months	11	+/-1 month	1	3	0.15
Cost Description	Budget allocation	Standard	$2000.00(per year)	5%	2000	2000	0	0	4	0.20

Table 4. Sample of the RBM appraisal form Source, Ministry of Transport, Communication and Infrastructural Development, 2013

The sample of the appraisal form above shows what information is required where and when and this helps to track the performance of employees to see whether performance is in line with realising organisational goals and objectives. Furthermore, there is more focus on results rather than on work procedures or measuring

performance through the resources used. Employees are made accountable for their actions hence they are forced to work towards achieving the targets. If the forms are filled properly through doing tasks within their time frame, there is economic use of scarce resources to achieve tasks hence there will be less input and more output. However, the major disadvantage of the appraisal form is that it is too big and complex, given above is just one section of five sections which must be completed by every employee. Filling the forms is tiresome not talking of being difficult since some employees do not have the requisite skills and knowledge to calculate the ratings or even just fill the required information. Figure 1 below shows the RBM frameworks and linkages.

Figure 1. RBM Frameworks and Linkages.
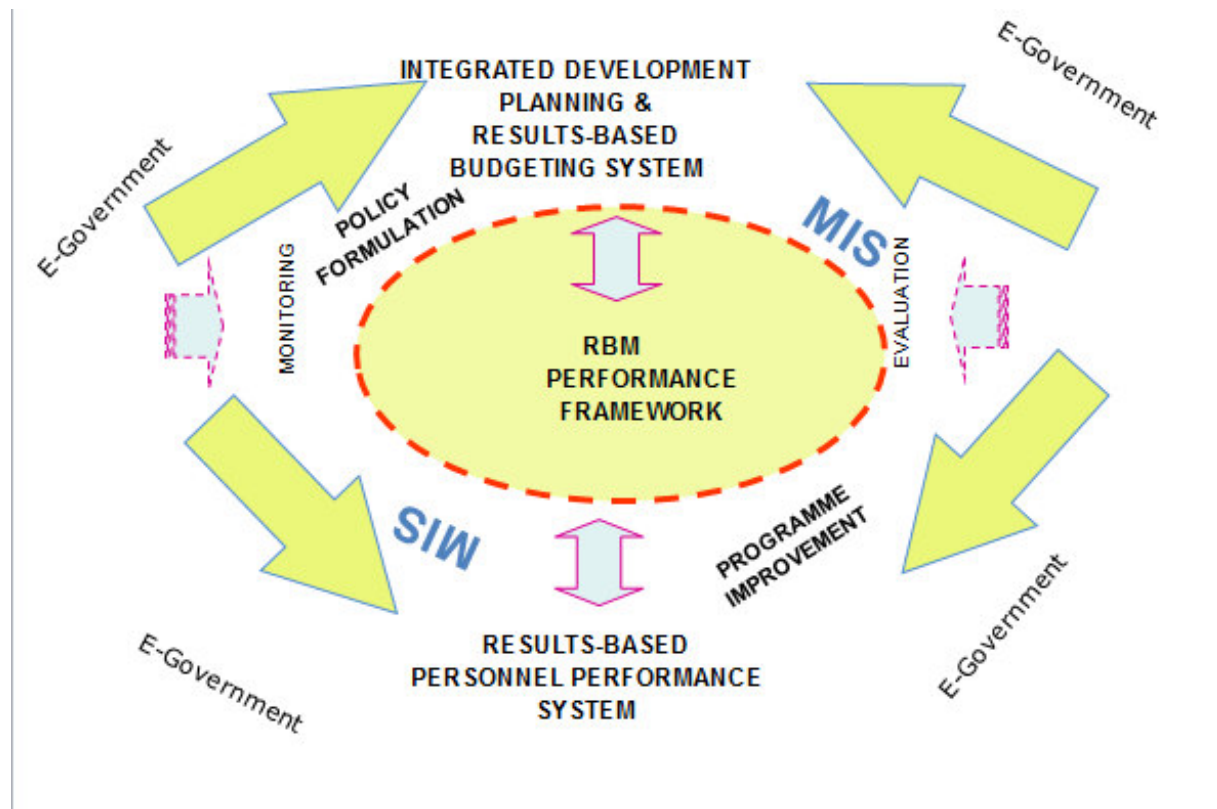
Source: Seminar Paper "Government of Zimbabwe, RBPPS" presented by T Mumba at a workshop held at ---on -- 2014).

Figure 1 above illustrates the overall RBM systems and how the sub systems relate to each other. Information circulates within departments through the e-government and is used for policy formulation and programme improvement. This is done through constant monitoring and evaluating performance of employees to make sure that performance is in line with achieving the targets and within budgets. Monitoring and evaluation is also important as it provides information about the progression of employees in reaching their targets through scanning the internal and external environment so as to identify threats or opportunities that might negatively or positively affect employees respectively. Management Information Systems allows for good communication in the ministry, which if well placed allows for timeous accessibility of urgent information and for mutuality between employees. This is also buttressed by Madhekeni (2012: 128) when he argued that another important requirement is that monitoring and evaluation should be accompanied by a very strong Management Information System. The marriage between the two will go a long way in fostering the much needed continuous feedback on progress.

The e-government prevails in each and every aspect of RBM since there is need for electronic databases for storing and processing information within the ministry. The whole process, however, is tiresome and difficult to comprehend. This leads to improper execution of the approach in many organisations especially considering that there is limited training and development in the public sector due to financial constraints. Furthermore, RBM requires the availability of resources when and wherever there are needed in order to reach the targets within its time frame. However, many developing countries face various challenges in implementing RBM because of resources constraints ranging from material, financial and human resources. As a result it is failing to bring meaningful change in public sector organisations for the effective and efficient delivery of services.

4.1 Challenges countenanced in the implementation o RBM in Zimbabwe

As argued by Madhekeni (ibid: 127), the challenges being encountered in the implementation of RBM exhibit clear evidence that without an immediate paradigm shift the new intervention may as well be said to be taking a nose-dive as many are now losing confidence in the feasibility of such a demanding intervention within the current environment. Most officials have lamented the politics of administration, forces of patron-clientelism and rampant administrative and technical incapacity as major obstructions to the culmination of RBM. Given below are the major challenges faced by the Ministry of Transport, Communication and Infrastructural Development in implementing RBM:

4.1.1 Insufficient training and lack of support.

RBPPS concepts and practices are absolutely new and foreign to staff members. Therefore it brings altogether unfamiliar ways of doing work which staff members have not adequately internalized at the time of implementation. Moreover the Ministry of Public Service has not given full support through a lot of sustainable capacity development programmes and supplying many reference materials related to RBPPS, hence supervisors do not have the requisite appraisal competencies such as superior communication skills, analytical and appraisal skills, giving and receiving feedback, coaching and counseling skills. This is also evident in other countries as put forward by Lee (2002: 194) who outlined the challenges faced by the Korean government in implementing the approach. They include poor co-operation and coordination between government departments, excessive centralization of policy analysis and evaluation and insufficient professional and skilled personnel. In addition Lee (ibid) asserted that post evaluation proposals were less effective because they were not legally binding.

4.1.2 Lack of motivation

Appraisal lacks educational, developmental and motivational support. Most of the feedback from the supervisors is annoyance-driven and emotional instead of being rational. This has propagated resentment among employees thereby affecting implementation of the whole approach. Public Service Motivation theory, on the other hand, posits that public servants are driven by higher-order needs and have a zeal for serving the general public good. Hence the theory conflicts with the actual behavior of employees in ministries who need to be motivated by monetary and tangible incentives. There is no recognition of performance given that there are no significant performance awards. Ridiculous awards are offered to those with good performance with the movement of notches only, for example by US$2.00 on the salaries. This figure is insignificant to influence the performance of other employees who might have performed badly. According to one of the respondents, 'good performance and bad performance are just the same'. There is no reprimand for bad performance and again there is need for substantial benefits for those employees who perform well.

4.1.3 Complexity of the whole system

Results Based Management is a complex system that requires enough knowledge and expertise to implement it successfully. Many respondents are of the view that the appraisal form is not user friendly thus they face difficulties in filling it. The appraisal form is poorly designed and contains ambiguous content, ill-defined rating factors and irrelevant aspects since it was introduced by foreign-based consultants. There is a tendency of complicating RBPPS especially in designing complicated results frameworks. Departments set up many targets and high standards indicators which make monitoring to be difficult and unfocussed. Moreover the practical use of performance information (feedback) for monitoring and performance assessing becomes difficult. Departments also have the inability to determine appropriate performance appraisal criteria, thereby making performance appraisal a guess work.

For employees in bands A and B, filling the appraisal form is a major challenge since most of them do not have or have little academic qualifications. Employees in this category are service oriented hence the work is difficult to quantify. These are, but not limited to office ordeals, messengers, receptionists and executive assistants. RBM has no laid down criteria of measuring performance for service oriented jobs hence making it difficult to implement.

4.1.4 Negative employee behaviour towards the system

There are constraints arising from the prevailing organizational culture which traditionally emphasizes inputs and processes instead of inculcating a results-oriented culture. Employees have a tendency of resisting change so there is resistance to the whole implementation process. This is also exacerbated by the complexity of the approach and the surliness of the appraisal forms. Given the above, there is lack of commitment by employees from the management up to the lowest levels. Madhekeni (ibid) supports this by saying 'The central government Terminal Evaluation Report 2006 – 2007 established that whilst the overall RBM program was launched by the vice president in 2005, buy-in from other top management levels like ministers, parliamentarians and commissioners is still very weak. The report further enunciated that this may be attributed to the fact that this group still needs to be trained in RBM concepts so that they understand and appreciate "what managing for results" is all about'. The directors and deputy directors do not review performance or come up with departmental work plans when they are needed. Frustrations and resentment by subordinate employees characterizes the workplace. Since management is not committed to the system, subordinates follow suit hence

they do not realize the relevance of RBM to their day to day work.

4.1.5 Resource constraints

RBM requires work to be done with what is there at the moment. Usually ministerial funds are available just on paper but in reality shortage of finances retards progress in many organizational plans. Budgetary allocations from the national *fiscus* are never enough or are not available when needed. Projects may be well planned but timeous accessibility of funds often affect the success of such projects. At the end of the day management will be planning and deplaning which results in boredom and demotivation. There is no adequate staff incentives linked to performance appraisal. The Ministry of Public Service and government as a whole suffers from scarcity of material and financial resources. Therefore, notwithstanding the satisfactory ratings awarded to well performing members, the reward system is not commensurate with the awarded ratings.

Material resources are also not available which result in employees sharing printers and computers sometimes. This negatively affects the implementation of RBM through missing some targets which might be time bound. Shortage of funds also affect training and development needs in the ministry since when need is identified training opportunities are not readily available hence progress moves back and forth.

4.1.6 Irrelevant training programmes

The training programs put in place for RBM are either irrelevant or in shambles. For example the substandard training program for secretaries whereby they train with typewriters in this 'computer generation'. Employees go for training for career development rather than for performance betterment hence training purposes are divergent with what the management train for. Both management and subordinates go for training not for improving performance but to enjoy the benefits associated with training programs especially those done abroad. As a result directors grab training opportunities meant for subordinates in a bid to get training allowances. This brings home the ideas put forward by the public choice theory. According to Downs (1957: 120) in the public choice theory, individuals are seen as motivated by the wants or goals that express their preferences. The logic is therefore that individuals will take certain actions if the anticipated gains are more than those associated with not engaging in that particular action. In addition the inconsistence in training programs also affect employee performance since there is need for refresher courses for those who were trained and also further training programmes for those who are not trained. There are also differences in beliefs about how really RBM is done, as a result of different trainers resulting in quarrels within management hence no standardization of the implementation process because of different training sessions.

5.1 Concluding Remarks

From the findings, assessment and analysis of other countries' experiences as well as literature review with regards to RBM, one can testify that the implementation of the approach has a lot to be improved. Given below are some of the conclusions reached after the research:

5.1.1 RBM is a powerful tool for improving service delivery

A review of literature on RBM established that the system is a powerful public management tool that can help policy makers track progress and demonstrate the outcomes and impacts of a given policy, program or project. If it is fully and effectively implemented, evidence from a variety of cases such as Malaysia and Australia depicts that it provides a permanent and succinct flow of information on practices actually being realized. Apart from that it leads organizations to be more accountable and transparent to stakeholders. Concentration on results (outcomes and impacts) has also played a major role in improving the quality of service delivery and decision-making. (Madhekeni 2012: 127)

5.1.2 The RBM system is complex

Research findings prove that the approach to RBM is complex and difficult to comprehend especially for employees who are not very educated. From the sample of the appraisal form which is supposed to be filled by employees, it is clear that processes put forward for implementing the approach are complicated and hence responsible stakeholders are finding it difficult to put them to practice.

5.1.3 There is lack of commitment amongst employees and management.

It is clear that lack of commitment of employees and their leaders hinders successful implementation of RBM. This is largely due to the complexity of the RBM system and also the nature of human beings who are resistant to change because of fear the unknown. The unwillingness of the management to seriously effect change in the ministry makes employees look down upon the relevance of the approach to organizational effectiveness hence RBM is not viewed as important.

5.1.4 Training systems are either in shambles or irrelevant

Training opportunities for the employees towards the RBM system are not readily available because of financial problems. When they are available they are either irrelevant to the approach or old fashioned. For example the use of typewriters in today's world is completely out of date to make meaningful change in relation to the changing world. There are also conflicting training systems which result in employees quarrelling about the actual RBM process to be undertaken since different trainers teach different things.

5.1.5 Lack of resources
Financial, material and human resources are scarce in many developing countries hence it is always a challenge to implement such a complex and demanding approach as RBM.RBM requires that resources should be available whenever they are needed such that processes can be undertaken effectively and efficiently. However, research findings testify that there are no adequate resources to effectively execute the system. One of the reasons why employees fail to meet deadlines is lack of institutional capacity in terms of material resources required for doing their duties.

5.1.6 Employees are not motivated
Employees' salaries and incentives are so low that they do not impact any motivation in them. Whether an employee performs well or bad, there is no meaningful difference in terms of rewards received hence employees are not motivated to perform well. Good performance should be followed by good rewards in order to encourage such in future and also castigating bad performance, which is the idea behind performance measurement. Failure to reward performance in the ministry is largely a result of financial constraints facing the government. Lack of motivation is also caused by centralization of decision making powers and lack of meaningful participation by employees as well as lack of mutuality between employees and management.

6.1 Recommendations
In light of the previously mentioned problems being encountered in the implementation of RBM in the ministry, it is critical that some vindicating measures be undertaken to lessen the damage whilst at the same time ways of improving performance are being sought after. This enables stakeholders to realize more positive and sustainable deliverables. Some of the possible recommendations are following:

6.1.1 Reform in training strategies
Human Resources Training and Development Department should provide comprehensive sustainable capacity development programmes which strongly support RBM. These programmes should incorporate a wide range of courses in leadership skills, monitoring skills, decision making skills, counseling skills, coaching, communication skills, conflict management and interpersonal skills. These courses should target evaluators, appraisers, supervisors and heads of departments. Lower level staff members should also be trained and the training should emphasize a lot of practice in crucial components of RBPPS. The training programs should be consistent to avoid confusion and misunderstandings arising from different trainings about the same concepts.

6.1.2 Building committed and strong leadership
Senior management must take the lead in clearly communicating the main purpose, vision and functions of the ministry and its departments, the concepts, processes and practice of RBPPS. Strong leadership is essential for making major changes in values, attitudes and requisite organizational behavior with which a results oriented culture is attainable. This is further supported by Kusek, Rist and White (2003: 67), who in reviewing the experiences of developing governments, pointed to the need for strong leadership, usually through a strong champion at the most senior level of government. Positive management behavior will also impact the behavior of subordinates hence there will be mutual trust amongst both employees and management. Employees need to understand why change is essential in the organization since change might be met with resistance because of fear of the unknown. Madhekeni (2012: 124) further supports this by arguing that there is still need to institute change management initiatives that will help transform the mindset so that officials can begin to understand and appreciate that the government is now implementing the programme for the purpose of managing for results and improving service delivery to the public. According to Scott (2000) Lewin's 1947 model of change, there is a stage of unfreezing in the organization whereby managers should create a situation in which employees see the need to change so that they may be motivated to change.

6.1.3 Adopting a relevant change management strategy to effect change
 Change is not an event but a process hence employees should learn about change by giving them time to understand by working with them, teaching them. Change therefore must be accepted from the top until it is widespread in the whole organization. Mayne (2007: 89) supports this by arguing that another key reason for slow progress is that it takes time and perseverance: evidence suggests at least four to five years of consistent effort – and many organizations have been working towards it for much longer. The problem is that key people move on, governance structures change, priorities shift. A lot of relearning has taken place in the history of Results-Based Management and four to five years is just the timeline to get up and running. Good management requires constant attention. To quote a cliché, integrating performance information into managing and budgeting is a journey, not a destination (Biget, Varone, Giauque and Ritz 2010, Mayne 2007, Perry and Hondeghem 2008).

        Behaviour change campaigns should also be undertaken within the ministry since negative employee behavior is one of the challenges affecting the implementation process of RBM. Behn (2002: 9) argues that 'It requires a complete mental reorientation'. It often requires significant changes to all aspects of managing, from operational management to personnel assessment to strategic planning to budget-making. This must follow

reforms of the whole process and meaningful participation of employees in deciding matters affecting them at the workplace. A sense of belongingness can help change the negative attitude of employees to a better one. Behaviour change can also be most effective if there is proper motivation of employees through evocative reward systems following good performance. Employees need to be motivated through incentives or even promotion so as to sway the performance of floundering employees. Furthermore there should be severe admonishment of bad performance in order to discourage such performance in future hence employees can clearly understand the difference between underperforming and performing well and results henceforth.

6.1.4 Pro activeness of both management and employees

In addition, a proactive senior management should spearhead conscious organizational change in view of the ever-changing environment. The public service is constantly changing and so demands concerted effort to make RBPPS to meet demands of the changes. In line with this, the Human Resources Training and Development and the Public Service Reforms departments must engage in more research and development programmes. According to Thomas (2000: 30) prudent, flexible, and pragmatic public sector is crucial in planning for results, budgeting, program implementation, monitoring, and evaluation. Adjustments must be made quickly once market forces have demonstrated that certain policies, strategies, and procedures no longer apply in the light of changed circumstance. Research and Development will improve RBM as new ideas are generated and experiences and best practices of others are incorporated in the implementation of the approach. RBM as a results-oriented system cannot work well in an organization wedded to strict, hierarchies, tight management control and rigid compliance with rules and regulations.

6.1.5 Simplification of the RBM processes

RBPPS concepts and materials (appraisal forms) should be customized to the context of the ministry and its demands so that they become user friendly. Customizing should consider the status and demands of the ministry, values, ways of communication and other pertinent aspects. If possible, the form should be simplified by designed it in local language so that employees in band A and B can understand and find it better to complete the forms. There must be clearly laid down criteria of measuring performance especially for non-quantifiable jobs such as human resources management and other tasks including executive assistants, receptionists and messengers in order to avoid confusion and misunderstandings of implementation approaches.

RBM must be kept simple and be implemented gradually that is stage by stage with resources available rather than doing it as an all-inclusive approach. It is imperative to implement RBM gradually without taking too many things at one time or develop complicated and comprehensive systems in the short term. This challenge is also evident in the Republic of Korea given that there are currently multiple small systems and four major evaluation systems operating simultaneously across agencies, which have led to significant redundancy and evaluation fatigue (Park and Kim 2007: 5). It is important to start small, limiting the number of desired outcomes to manageable levels. The gradual and systematic approach involving phased implementation is essential for realization of building a practical RBM system especially in developing countries where resources are scarce. Only those programs which can but funded within a space of time should be executed in order to make sure they are successful.

To this effect, the simplification of the RBM process will enable stakeholder participation since they will be informed about the procedures and processes that are involved in the implementation of the RBM approach. Participation will serve as a conduit for building ownership of those who will use RBPPS. Implementation of RBM is best done using a blend of top-down and bottom-up approaches. Preferences and needs of staff members should be taken into account in the designing and implementation of processes. According to Madhekeni (2012: 128) at the moment it appears the system is being implemented at the high echelons of power. This in turn has the negative effect of alienating such stakeholders like beneficiaries and shop floor workers. As a result the majority of stakeholders lose commitment and the top management is left with no choice but to bulldoze the intervention into the system. Participatory processes should be an integral part of designing RBM, in identifying basic constraints and to ensure that the voices of those who will use the system are heard. Management therefore should not inflict rules and ratings on employees but they should have time to discuss issues with employees.

6.1.6 Enforcing corporate governance

There is also need to enforce corporate governance in government ministries in order to have that ethical conduct needed at work. This can help eradicate a culture of corruption, favoritism and nepotism rampant in public sector organizations. There is need to build an organizational culture embedded with ethical values that is efficiency, effectiveness, integrity, honesty and promptness. Furthermore, creating a favorable work environment for example one person one office, will improve performance of employees. There is also need to create autonomous government ministries to ensure efficiency in managing performance of public employees.

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