AN EVALUATION OF RESULTS-BASED MANAGEMENT IN ZIMBABWE'S NON-GOVERNMENTAL ORGANISATIONS: SELECTED ORGANIZATIONS IN THE CHILD PROTECTION SECTOR BETWEEN THE YEARS 2015-2021

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ABSTRACT

The thrust of the study was on the governance and accountability systems found in locally-based NGOs, in a bid to suggest best practices that can be adopted for sustainability and improved performance. As such the research sought to see if local NGOs use results-based management in their programming with particular focus on those involved in child rights issues. This study is significant to all those who focus on child issues in the sense that they should see if the work they do brings out results. In this study, a qualitative approach was used where eight locally based NGOs and two international NGOs formed the sample. The research methodology used was a descriptive survey and the philosophy was mainly under the grounded theory. Questionnaires and interviews were used to collect data. The study showed that Results-Based Management is a well-known phenomenon in NGOs however the implementation of RBM is not for the achievement of results but more of compliance issues with donors and development of more partnerships as compared to the achievement of results and impact on persons of concern. The study concludes that the main challenges noted were that in most local NGOs RBM understanding is no at all three levels of the organizations with the highest level of understanding at the directors' level and limited levels in programme and finance levels. The study gave recommendations that NGOs embrace Results-Based Management, as a way of ensuring survivability and effectiveness.

Keywords: compliance, results-based management, partnerships, survivability

Acronyms and Abbreviations

AAP	Accountability to Affected Populations
ACRWC	African Charter on the Rights and Welfare of the Child
CSO	Civil society organizations
DSW	Department of Social Welfare
RBM	Results-Based Management
GoZ	Government of Zimbabwe

GDP	Gross Domestic Product
MPSLSW	Ministry of Public Service Labour and Social Welfare
MDG	Millennium Development Goals
NANGO	National Association of Non-Governmental Organisations
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
RBB	Results-Based Budgeting
ToC	Theory of Change
PVO	Private Voluntary Organizations
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
WHO	World Health Organisation
ZANU-PF	Zimbabwe African National Union-Patriotic Front

1.0 INTRODUCTION

This paper will look at the background of the study on Results-Based Management (RBM) in Non-Governmental Organisations (NGOs) in the child protection sector. The background information will introduce the topic of Results-Based Management providing research information on the topic to stimulate the reader's focus on RBM. The background information will also state the issue or controversy regarding RBM and state why I am doing the research. This chapter also contains the description of the issue on RBM currently existing which needs to be addressed as contained in the statement of the problem. The chapter will also state the objectives of the research and research questions derived from the objectives. Key assumptions that will be used in the research will be listed as these will not be empirically measured through this research but are however accepted as true or as certain to happen, without proof. Non- Governmental Organisations (NGOs) operate and support the government in the development and humanitarian activities.

Kusek and Rist (2004) point out that due to globalization there is a competition that has brought about rising pressures on governments and organizations around the world to answer more effectively to the growing demands from an increasing number of stakeholders. It has seen demands that include good governance, accountability, transparency, greater improvement effectiveness and delivery of tangible results. Given such demands, organisations in Zimbabwe have not been spared the need to ensure a results-based approach in programme management. For most organisations, Results-Based Management (RBM) has been implemented as part of mandatory requirements by various internal and external

stakeholders. The tangible results of RBM have to be evaluated taking stock of the progress made to date, lessons learnt, challenges and coming up with recommendations for effective implementation of RBM.

Results-Based Management (RBM) dates back to 1954 when Peter Drucker introduced the concept of Management by Objectives or Management by Results as a strategic management tool focused on achieving results. The strategy has then developed over years and is now a major strategic tool for programming in both the private and public sectors.

The Organization for Economic Cooperation and Development (OECD) defines RBM as a management strategy concentrating on performance and achievement of outputs, outcomes and impacts. The United Nations Development Group defines results-based management as "a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the achievement of desired results. The actors, in turn, use the information and evidence on actual results to inform decision-making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting." In the UN-Habitat, 2017, RBM is about selecting a destination first, then deciding on the route, checking against a map and making adjustments as required, in order to achieve the desired results. The RBM approach shifts away from a focus on inputs, activities and processes to a focus on benefits and achievements that are a direct effect of the intervention.

RBM also emphasizes using the information on results to improve decision making. Unlike many authors, RBM is not seen as a tool/system but a mindset driven by the Theory of Change (ToC). It is impossible to talk about RBM without talking about, Results-Based Planning, Results Based Budgeting, Results-Based Monitoring and Results-Based Evaluation. The focus on results is included in the whole programme management cycle from assessment, planning, budgeting, implementation, reporting, monitoring and evaluation. UN-Habitat report, 2017, identifies four pillars of RBM as planning, monitoring, evaluation and learning.

Most of the development agencies in Zimbabwe led by the UNDP have actively implemented various reform measures aimed at enhancing the efficiency and effectiveness of the administration system in order to improve project/programme delivery as well as making the system more positively respond to the development needs of the country's citizens and thereby improving their quality of life. Madhekani (2012), believes that the success story of the RBM system in developed nations led to growing pressures for NGOs in developing countries to adopt the new system as a way of improving performance and upholding accountability. The development agencies are increasingly aware of the need to integrate all their efforts and resources towards the effective and efficient achievement of focused results over the immediate and long-term period. (Paris Declaration on Aid Effectiveness, 2005). This is even more critical in the face of limited resources where organizations are expected to achieve more with less in an increasingly competitive regional and international economic environment. RBM requires that organizations articulate how public funds will be spent on services and products that have an impact on people's lives, monitor how effectively and efficiently these programmes work, and take action to improve programme results. However, in most NGOs even after the implementation of RBM, there seems to be no improved project delivery (limited project success).

In the humanitarian sector, aid efficiency, accountability, transparency, performance and impact measurement provide a benchmark on the success or failure of projects. The Results-Based Management approach provides a logical framework that ensures that resources are linked to outcomes. The traditional approach in project management measured the success or failure of a project based on the level of project implementation and resource utilisation (project expenditure compared to the planned and authorised budget). An argument by Madhekani (2012) was that an increased need for efficiency, accountability & transparency and humanitarian funding facing a downward trajectory in recent years, many agencies, funds, programmes and non-profit making organisations compete for the limited available funding. Results-Based Management has received much attention from donors as it systematically provides a yardstick to assess the performance and impact of a project. Increasingly, major donors want to see funding applications that are focused on results rather than outputs, which is guided by a logical framework known as Results-Based Management (RBM).

RBM is one of the key reform agendas by the United Nations agencies funds and programmes which seeks to improve the coherence of the United Nations system, its effectiveness, and its accountability to donors and affected populations. All UN agencies implement activities through the host government and partners such as Non-Governmental Organisations (NGOs). Partners have started aligning the programming to the UN reform on RBM. This includes NGOs implementing activities on child protection in Zimbabwe. Most NGOs claim that RBM is embedded in the design, implementation, monitoring and reporting of projects. The research will evaluate RBM in selected NGOs in Zimbabwe, in the child protection sector and measure whether this approach has had an impact on resource allocation, aid efficiency, accountability, transparency and the ultimate results of the interventions to affected children.

There are over 1,000 non-governmental organizations (NGOs) working in Zimbabwe across a range of areas. These include humanitarian aid, service organizations, and political governance. This broad range of NGOs can be identified by their registration or main objectives, but often overlap within the different categories. Three organizational types define NGOs in Zimbabwe and these are Private Voluntary Organizations (PVOs), Trusts and Common Law Universities. PVOs are registered under the Private and Voluntary Organisations Act through the Department of Social Welfare under the Ministry of Public Service Labour and Social Welfare (MPSLSW). These are mandated under the law to conduct humanitarian work, charity, human rights work and legal aid for the benefit of the public, families, individuals and animals. It is mandatory for organizations conducting this type of work to register under the PVO Act. Thus, using the above legal guidelines those involved in child issues will be watched for it is a sensitive area of operation.

PVOs however face challenges because of the potential for government control and censorship. The existence or non-existence is usually determined by the extent to which the organizations are deemed aligned to the ruling party ZANU-PF manifesto, and the degree of interference in political issues. Civil society organizations (CSOs) contributing towards good governance, accountability and development processes in Zimbabwe face imminent threats of closure from the government as they are deemed to be promoting a regime change agenda. A 2014 study funded by the European Union and conducted by the National Association of

Non-Governmental Organisations (NANGO), PVOs form the largest majority of NGOs in Zimbabwe, constituting 993 of registered PVOs in Zimbabwe. However, this number has increased from 2014 given the donor reliance in Zimbabwe, creating more opportunities and operating space for more PVOs.

According to the Zimbabwe Human Development Report of 2000, 10.2 per cent of NGOs are involved in child protection and youth activities. The main registered local NGOs dealing with child protection services are 13 namely; Chiedza Child Care Centre, Child Advocacy Solidarity Trust, Child Protection Society, Child Welfare Trust, Childline, Defence for Children International Zimbabwe (Formerly New Hope Zimbabwe), Hope For a Child in Christ, Girl Child Network Trust, Justice for Children Trust, Zimbabwe National Council for the Welfare of Children, Zimbabwe Peace and Counselling Centre and Zimbabwe Parents for the Handicapped (NANGO, 2000). This has grown since then and the number has risen to 30 organizations that deal with child protection and services, one can note that from the above-mentioned list some like Girl Child Network shut down due to financial issues. One can note the number and rise of child-related organisations show the need and the importance of such which help support Government initiatives.

The major aim of NGOs dealing with child protection services is to promote the wellbeing of vulnerable children, protect them from cruelty, neglect or suffering and assist them to become self-reliant as well as responsible citizens as noted by Wiggin (2010). Most of these NGOs administer daycare centres, residential homes and counselling centres. Central to their functions is upholding children's rights. The NGOs are increasingly working towards acting as a watchdog for programmes for children and ensuring that all stakeholders are accountable to their intended beneficiaries. These NGOs, are also involved in issues surrounding the impact of HIV/AIDS and child marriages on children.

The Children's Act (Chapter 5:06) in Zimbabwe defines a child as a person under the age of sixteen years while the African Charter on the Rights and Welfare of the Child (ACRWC) defines a child as every human being below the age of eighteen years. Both the Constitution of Zimbabwe (section 81) and the Zimbabwe National Orphan Care policy define a child as any person below the age of eighteen years. For the purposes of this study, a child will be defined based on the Constitution for Zimbabwe (section 81) as a human being below the age of eighteen years.

1.2 Objectives of the study

1.2.1 Main objective

 i.   To evaluate results-based management in selected non-profit making organisations dealing with child protection issues

1.2.2 Secondary objectives

 i.   To identify the reason for the implementation of RBM in selected non-profit organisations dealing with child protection services;
 ii.   To examine the challenges in the implementation of the RBM approach in the operations management cycle;

iii. To recommend effective RBM implementation in NGOs for program efficiency and accountability; and

iv. To assess factors that promotes the implementation of RBM in NGOs.

1.3 Research questions

1.3.1 Main research question

- To what extent have local non-profit organizations adopted the RBM approach in programme management?

1.3.2 Secondary research questions

- What are the reasons for the implementation of RBM in selected non-profit organisations dealing with child protection services?
- What are the challenges in the implementation of the RBM approach to the operations management cycle?
- What are the recommendations for effective implementation of RBM in selected non-profit making organisations?
- Which factors promote the use of RBM in NGOs?

2.0 INTERIM LITERATURE REVIEW

2.1 Results-Based Management

The Organization for Economic Cooperation and Development (OECD) defines RBM as a management strategy concentrating on performance and accomplishment of outputs, outcomes and impacts. Definitions of RBM vary and differ but have an overall outline of having the results attained in line with set targets or goals. According to the UNDG (2011), RBM is seen as a management strategy by which all actors, contributing directly or indirectly to achieving a set of results, ensure that their processes, products and services contribute to the desired results (outputs, outcomes and higher-level goals or impact) and use information and evidence on actual results to inform decision making on the design, resourcing and delivery of programmes and activities as well as for accountability and reporting. The definition of RBM by UNDG is supported by Mayne (2007) who argues that RBM is a strategy that attempts to shift focus towards the attainment of actual results rather than mere outputs. According to McKenzie (2008), RBM is a participatory approach that entails the definition of the organization's mission and strategic objectives; identification of clear target outputs and outcomes to meet these objectives as well as learning and improvement in performance. It can be argued that from the above scholarly definitions of RBM, achievement of results is the keyword in Results-Based Management. I can be further argued that from the above definition, RBM is a shift from focusing on inputs and activities (the resources and procedure) to focusing on outputs, outcomes, impact and the need for sustainable benefits.

2.2 The results chain

The results chain describes the process flow in Results-Based Management systems. According to Kusek and Rist (2004), the results chain is made of six components which are

inputs, process, outputs, outcomes and impact. Overall, all the components contribute to the achievement of results. Plantz (1997) argues that the results chain has proved to be very helpful in the development and identification of expected results, indicators and risks. Kusensio (2016) defines results as the effects of an intervention. Such effects can be intended or unintended, positive or negative. There are three levels of results: outputs, outcomes and impacts.

Outputs are the products, capital goods and services that are produced by an intervention, including changes arising from the intervention that are relevant to the achievement of outcomes. Outputs are the first level of results. They are the most immediate effects of an activity, the results over which you have the most control.

Outcomes are the likely or achieved medium-term effects of an intervention's outputs. Outcomes are the second level of results. You have less control over outcomes than over outputs, but they are essential because they represent the tangible changes you are trying to bring about in your work.

Impacts are the primary and secondary long-term effects of an intervention, be they positive or negative, direct or indirect, intended or unintended. Impacts are the third level of results. They make up the "big picture" of the changes that you are working towards but that your activities alone may not achieve. Impacts represent the underlying goal of your work and justify the intervention.

Figure 1: Results chain
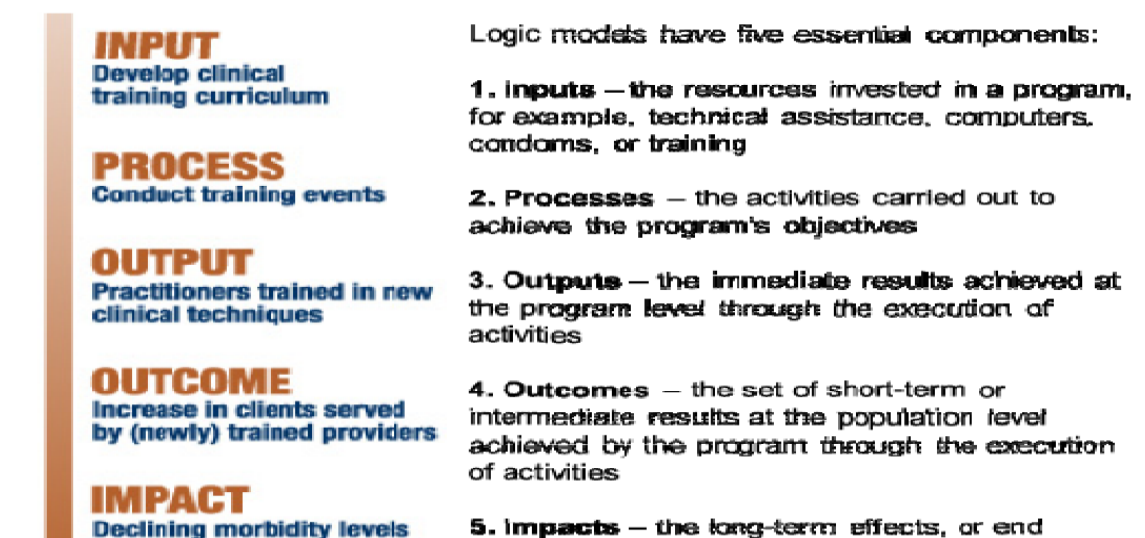
Extract from Kusek, J. Z. and Rist, R .C. (2004)

2.3 Results-Based Budgeting

In 2005, The United Nations Development Fund (UNDP) in cooperation with the Office of President and Cabinet (OPC) introduced Results-Based Management systems in Zimbabwe. The OPC report of 2012 on RBM identified two components namely Results-Based Budgeting (RBB) and Personnel Performance System (PPS) with Monitoring & Evaluation

(M&E) and e-Government (e-G) as support components. In this regard, Gwata (2013) defines Results-Based Budgeting as a strategic management tool driven by the Ministry of Finance (MoF), designed to improve resource management and enhance accountability. Ministries developed performance frameworks stating expected annual outputs from their budgets as well as a detailed work plan indicating how these outputs were to be achieved. Budgeting is a critical component of the operations management cycle and sets the tone for the implementation of activities.

2.4 Results-Based Planning

Maranga (2016) defines Results based planning as an approach to planning which ensures that all the elements of the plan are oriented towards achieving the intended results. It is constructed around the hierarchy of results to be achieved and demonstrates strategic coherence across the components of the plan. It is based upon a robust logic chain linking all levels of results together across the full period of the strategic plan. Further supporting the elements of results-based planning towards the achievement of intended results is the definition by the World Health Organisation (2011) which defines results-based planning as an approach to planning which certifies that all the essentials of the plan are focused on accomplishing the projected results. It can be argued that a well-developed plan sets the footing for the success or failure of a project. Based on situation analysis. It is therefore important for a plan to meet the following criteria for it to be result focused:

- Defines clear results to be achieved
- Identifies means to measure the results
- Ensures adequate resourcing
- Defines appropriate implementation arrangements
- Describe accountability mechanisms

2.5 Results-Based Monitoring and Evaluation

Results-Based Management (RBM) systems cannot be analyzed in parallel to Results-Based Monitoring and Evaluations (RBM&E). According to McCoy (2005), monitoring is the routine continuous tracking of the key elements of project implementation performance that is: inputs (resources, equipment) activities and outputs, through recordkeeping and regular reporting. It seeks to determine if the inputs, activities, and outputs (immediate deliverables) are proceeding according to plan. Inputs to be tracked include financial resources, human resources, equipment used on the project, and any other input that goes into project implementation.

Crawford and Bryce (2003) argued that monitoring is an ongoing process of data capture and analysis for primarily project control with an internally driven emphasis on the efficiency of the project. The authors define efficiency in this context as doing the right thing that is: efficient conversion of inputs to outputs within budget and schedule and wise use of human, financial and natural capital. This definition emphasizes the fact that monitoring is geared mainly to project control. Common according to the McCoy and Crawford et al is that monitoring and evaluation look at the conversation of inputs into outputs and ensure that all activities are in accordance with plans.

Crawford and Bryce (2003, p.34) identify the purposes of monitoring in summary as to:

a) Ensure that implementation is moving according to plans and if not, the project manager takes corrective action, the control function of project management. The monitoring enhances project management decision-making during the implementation thereby increasing the chances of good project performance. This function also aids early identification of problems before they get out of hand since it is continuous. This is very important in the management of projects as it lessens the chances of crisis management since there is a constant feel of the "project temperature".

b) Facilitate transparency and accountability of the resources to the stakeholders including donors, project beneficiaries and the wider community in which the project is implemented. Monitoring tracks and documents resource use throughout the implementation of the project. This enhances accountability in that it facilitates the demonstration of the resource use throughout the implementation of the project.

c) Facilitate evaluation of the project. In a well-designed monitoring and evaluation system, monitoring contributes greatly towards evaluation. Information from monitoring feeds into the evaluation process.

To complement monitoring comes the valuation concept. Uitto (2004) argues that evaluations are systematic and independent. They are an assessment of an ongoing or completed project including its design, implementation, and results. He further argued that evaluations assess the relevance, efficiency of implementation, effectiveness, impact, and sustainability of the project. An evaluation looks at three components which are relevance, effectiveness, and sustainability. Relevance ensures justification of continued investment into a project or program. Effectiveness is a measure of how well inputs were being converted into outputs to try and identify areas of improvement in the process flows. Jody and Ray (2004) define sustainability as the continuation of the project to bear benefits to the beneficiaries long after the project has ended or the donors have withdrawn funding. It looks at the probability of long-term benefits of the project long after the project close. The reason for interventions in humanitarian and development activities is to ensure sustainability and resilience-building among beneficiaries in the long term.

2.6 RBM Zimbabwean Context

The concept of RBM became an integral part of the New Public Management (NPM) movement and was adopted by all OECD countries, as a matter of policy, by the mid-1990s as noted by OECD, (2002). Several organizations and governments worldwide have also adopted the concept, in some cases with different definitions used. Despite the different terminology used in RBM, McKenzie, (2008), argued that it is a participatory approach that entails the definition of the organization's mission and strategic objectives; the identification of clear target outputs and outcomes to meet these objectives as well as learning and improvement in performance. The Government of Zimbabwe (GoZ) issued the RBM policy guidance circular in May 2005 (Office of the President-General Letter No.6 of 2005) advising stakeholders that RBM had been adopted. Before the adoption, the GoZ set up a Review Mission which undertook study tours for participants with responsibility in the various RBM components to Malaysia, Singapore, and Hong Kong in September 2005 and in June 2006.

2.7 Role of stronger RBM systems

RBM plays a vital role in public and private organizations that implement this system on their organization performance. To understand the role of RBM systems the following aspects are looked at as to how this system plays a role when used in an organization.

2.8 Specifying performance and results expectations

Bester (20102) highlights that when an organization sets its required goals and targets, RBM is thus used to convert these into benchmarks and targets. One can note that in this research it is being sought if organizations are programming with targets and the way goals are set out. Setting these targets it makes the role of RBM easier in outlining what was achieved against what was set. Saldanha, (2008) argues that most International NGOs look at the outcomes but more should focus on the financial use, organizational processes, and learning apparatus. This helps in creating a level of partnership between those who give funds and those implementing. The research seeks to find out if the level of partnerships outlined is available on the ground.

2.9 Budget allocation and output delivery

Amjad (2008) argues that in RBM, output-based budgeting refers to the process in which the cost of outputs according to the budgets are assessed and allocated. The use of this approach is to ensure value for money in project management. In this regard, Curristine (2005), recommended that the approach on results-based budgeting be implemented in order to increase stakeholder accountability.

2.10 Performance reporting

Binnendijk, (2000) is of the strong view that performance reporting must be done to present the crucial data on which the performance of an organization is measured against established indicators. In supporting the above view by Binnendijk, Bester (2016) argues that the organization's performance is measured by performance indicators that are included in the results chain. Performance reporting is thus a fundamental aspect in Results-Based Management as it establishes the milestones that have been achieved and enables the development of strategies to better improve performance.

2.11 Factors that promote RBM implementation

Mayne (2007) in a study of a variety of organizations, identifies six factors for effective institutionalization of a Results-based Management system in organizations. The factors are as summarized in the table below:

Table 1 Principles for effective institutionalization of RBM systems

1. Foster senior-level leadership in RBM.
2. Promote and support a results and learning culture.
3. Build results frameworks with ownership at all levels.
4. Measure sensibly and develop user-friendly RBM information systems.
5. Use results information for learning and managing, as well as for reporting and accountability

| 6. Build an adaptive RBM regime through regular review and update. |

Adopted from Bester, A. (2012:4)

An analysis of the principle for effective institutionalization of RBM systems shows that firstly, there has to be buy-in of the RBM system from senior management and those charged with governance systems in organisations. The RBMs should be embraced by the leadership for them to be a success. Secondly, a culture of learning should be adopted by the organizations. RBM is an evolving system that has changed over time. Organizations that effectively adopt RBM have included a learning and development component in their staff training and development systems to better capacitate staff. The inclusion of an owner has to be ensured at all levels within an organization for the effective implementation of RBM.

The RBM system is an all-inclusive system that is built upon a shared vision to achieve common results. All people within an organization, starting from top management to the end beneficiaries should be fully involved in the operations management cycle, from planning to evaluations. This will build a sense of ownership increasing the appetite for results. Lastly, the RBM system should be flexible to change and adopted according to changes in an operational context. An agile system allows for adjusting programs throughout the life-cycle and creates an opportunity for improvement and development of innovative approaches to program delivery. The United Nations Joint Inspection Unit (UNJIU) (2004), developed a comprehensive conceptual framework for effective implementation of RBM following a review of the implementation of RBM in the United Nations agencies. The framework includes benchmarks identified as critical for effective implementation as follows:

Table 2 Benchmarks for the effective implementation of RBM at the organizational level

1. Existence of a clear conceptual framework for RBM as a broad management strategy.
2. The respective responsibilities of key stakeholders clearly defined.
3. Long-term objectives clearly formulated for the organization.
4. Programmes well aligned with organization long-term objectives.
5. Resources are well aligned with its long-term objectives.
6. Effective performance monitoring system in place.
7. Evaluation findings used effectively.
8. RBM effectively internalized throughout the organization.
9. A knowledge management strategy developed to support RBM.

Adopted from Bester, A. (2012:4)

The benchmarks as compared to the principles that foster RBM, provide a minimum standard to be achieved to enable the implementation of an effective RBM system. These include the development of clear conceptual frameworks from which organizations can develop their results framework. A clear conceptual framework ensures standardized, common terminology and understanding of a results chain. It removes ambiguity in the process. Establishment of who does what is where is also key to the effective implementation of the RBM systems. This can be through the assignment of predefined roles and responsibilities for all staff to ensure

involvement in the system. Furthermore, the RBM management system should be aligned to the organizations' overall strategic direction and mandate. This will that RBM is deep-rooted in the strategic direction of the organization and does not establish a separate way of doing business.

2.12 Legal framework

In Zimbabwe, the Private Voluntary Organisations Act 17:05 (PVO Act), is the legal instrument that regulates the activities of non –governmental or welfare organizations in Zimbabwe. It defines who can become a member, scale and scope of activities, constitution, permissible and non-permissible activities. It is intended among other aims to tap maximum benefits from the activities of the NGOs, improve the general welfare of citizens in the areas of health, education, food security, and general well-being of citizens. The Government of Zimbabwe issued the Results-Based Management (RBM) policy guidance circular, OPC-General Letter No. 6 of 2005. The policy guidance circular advised stakeholders that RBM had been embraced in Zimbabwe. The objective of implementing RBM was to enhance public sector efficiency, effectiveness, transparency, and accountability as well as improve service delivery to meet national development priority targets (UNDP/ OPC/ MoF, 2007). While the circular is not legally binding, it sets a foundation for the adoption and implementation of RBM systems in public sector institutions including NGOs registered under the PVO Act. Most stakeholders took into consideration the policy guidance but however, most felt the procedures that they were carrying out were sufficient enough. The PVO act allows organizations to choose their own systems and procedures to address their set objective and goals. One can note that such a free nature is what is constricting the use of RBM in NGOs because not many are aware of how to implement it. However, the fact that all Non-Governmental Organizations complement government efforts and are regulated by the government is encouraged to embrace RBM systems. This is however not the case as the majority of local NGOs do not operate as such sighting ineffectiveness, though argued to be them not understanding, the International NGOs do adhere to these systems as it is what the organization does at the international level.

3.0 RESEARCH METHODOLOGY

The study relied on qualitative data collected through interviews and questionnaires to discover and understand the individual and shared meaning relating to the implementation of RBM. The qualitative aspect of the research measured and interpreted words obtained from respondents, to come up with observations and recommendations to the research. This paper takes an interpretive paradigm and adopted qualitative research methods which were intended to help the researchers to understand respondents and their social contexts as well as a phenomenon from their point of view of participants and in a particular institutional context that cannot be quantified. In this research, cluster and purposive sampling was used to choose Non-Governmental Organizations (NGOs) in the children sector. Purposive selection is strongly supported by the fact that children's issues are cross-cutting and included in other sectors such as education, gender, poverty alleviation, health, and disability. The issue of child protection is a fundamental human right which attracts a huge number of donors and resources given the sensitivity to children's issues. This purposeful selection is also an area of interest to the researcher to understand the impact of programming on children.

The population of NGOs in Zimbabwe was first divided into separate groups known as a cluster. Thirteen clusters were identified based on the database from the National Association of Non-Governmental Organisations. Purposively organizations in the children's sector were selected for the purposes of the research as explained below.

The National Association of Non-Governmental Organisations (NANGO) identifies that nine percent of all locally registered NGOs implement activities in the child sector. Table 3.2 shows the percentage breakdown of the NGOs by sector and indicates that based on statistics, NGOs in the children sector constitute the fourth-highest percentage out of the thirteen sectors identified. Of the three highest sectors which are poverty alleviation, gender, and education, children issues are included in the programming.

Table 3 NGOs by Sector of Activity

Sector	Number	Percentage
Poverty Alleviation	116	8%
Children/Youth	122	9%
Gender/Women's' Organisations	201	14%
Rural Development	68	5%
Micro Enterprise and Small/Medium	29	2%
Scale enterprises/ Micro Finance		0%
Environment l Agriculture/ Wildlife	84	6%
Research/Documentation and	63	5%
Information dissemination		0%
Education/Training Funding embassy	210	15%
high Commission	391	28%
Health/Elderly	65	5%
Disabled	39	3%
Total	**1388**	**100%**

Notes: 1. The total figure is inflated because NGOs operate in more than one sector 2. The actual total of NGOs. According to the NANGO Directory is 593. Source: NANGO: Zimbabwe NGO Directory

Figure 2 NGOs by Sector of Activity
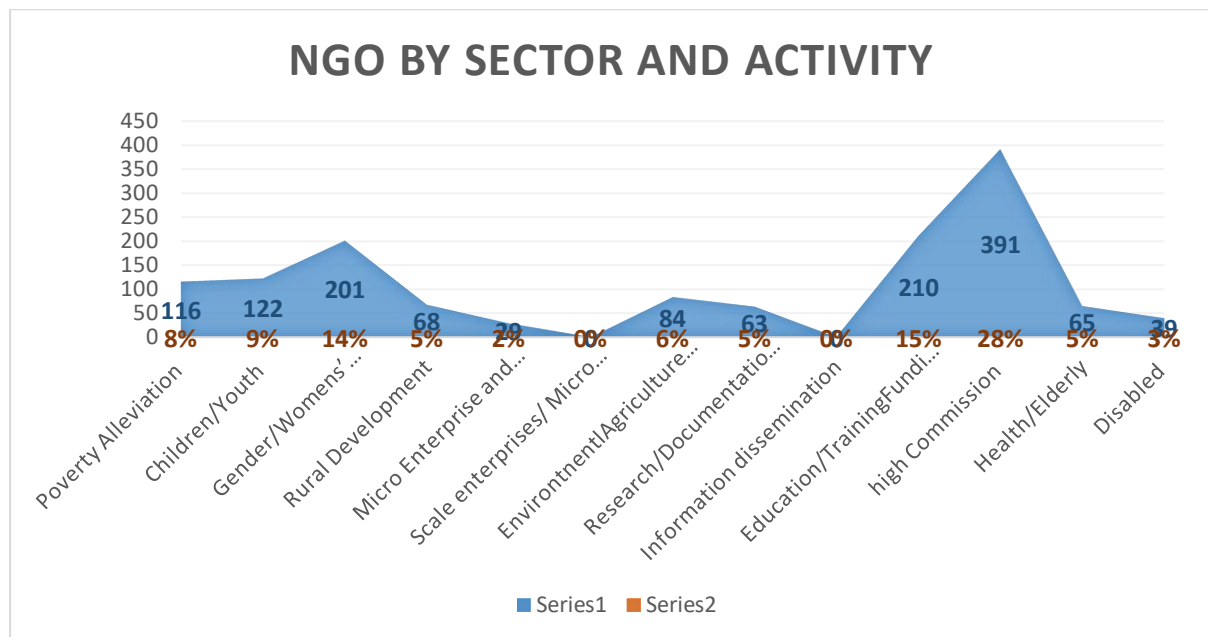
Out of the One-hundred and twenty-two NGOs in the children and youth sector, thirteen are well distinguished for specifically programming in children issues alone. Out of the population of thirteen NGOs dealing specifically in children issues, seven were successfully interviewed and four had questionnaires emailed to them.

Figure 3 Probability chart
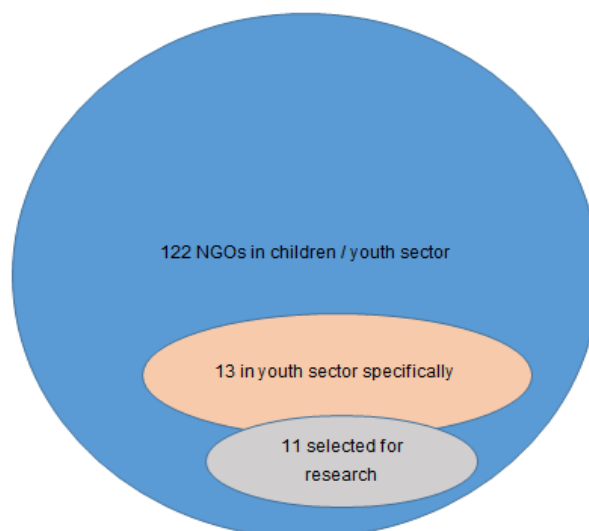
3.1 Data Collection Methods

The researchers used interviews and questionnaires in collecting data from the respondents. The study used structured interviews as a method of gathering data. The researchers came up with a list of open-ended questions to guide the interview process. The structured interview gathered data on the actors' socio-demographic, RBM knowledge, RBM usage, and impact of RBM on children-focused programs.

Data were analyzed through a thematic approach in which data was categorized according to the themes that emerged. Diagrams were used to clarify ideas and exemplify information so that it could easily be understood by the readers.

4.0 DATA PRESENTATION, ANALYSIS, AND INTERPRETATION

In this section of the paper, the main findings are presented, analyzed, and interpreted. The study evaluates Results-Based Management (RBM) in Non-Governmental organizations with an objective to identify the reason for the implementation of RBM in selected Non-Governmental Organizations dealing with child protection services, to examine the challenges of the RBM approach in program management, to establish the factors for an effective RBM implementation in NGOs for program efficiency and effectiveness, and to recommend effective RBM implementation in NGOs for program efficiency and effectiveness. The information gathered from the use of an in-depth interview and emailed questionnaires helped the research in attaining information on RBM as viewed by employees in the Non-Governmental Organisations (NGOs).

Management and officers in NGOs were used in the in-depth interviews as key informants. These processes saw responses on how current NGOs are using RBM in their programming and how effective it is. A total of ten (10) NGOs were approached and they contributed to the topic at hand and gave their views to the research. The number of NGOs which were approached and responded to are adequate for the researchers to come up with findings and recommendations on the evaluation of Results-Based Management in Non-Governmental Organisations. The NGOs represent seventy-seven percent of registered local Non-Governmental Organisations dealing with child protection services.

## 4.1 Composition of respondents

Figure 4 Respondents Composition

Category	Gender	Age range	Highest professional qualification	Number of year in organization
Director 1	F	41-45	PHD level	3
Director 2	F	35-40	Masters level	7
Director 3	M	50-55	Masters level	4
Director 4	F	50-55	PHD level	6
Director 5	F	55-60	First degree	10
Director 6	M	45-50	PHD level	5
Programme staff 1	M	35-40	First degree	7
Programme staff 2	F	41-45	Masters level	5
Finance staff 1	M	30-35	Professional qualification ACCA)	2
Finance staff 2	M	35-40	First degree (studying toward a master's degree)	3

Figure 5 Level of education

Level of education
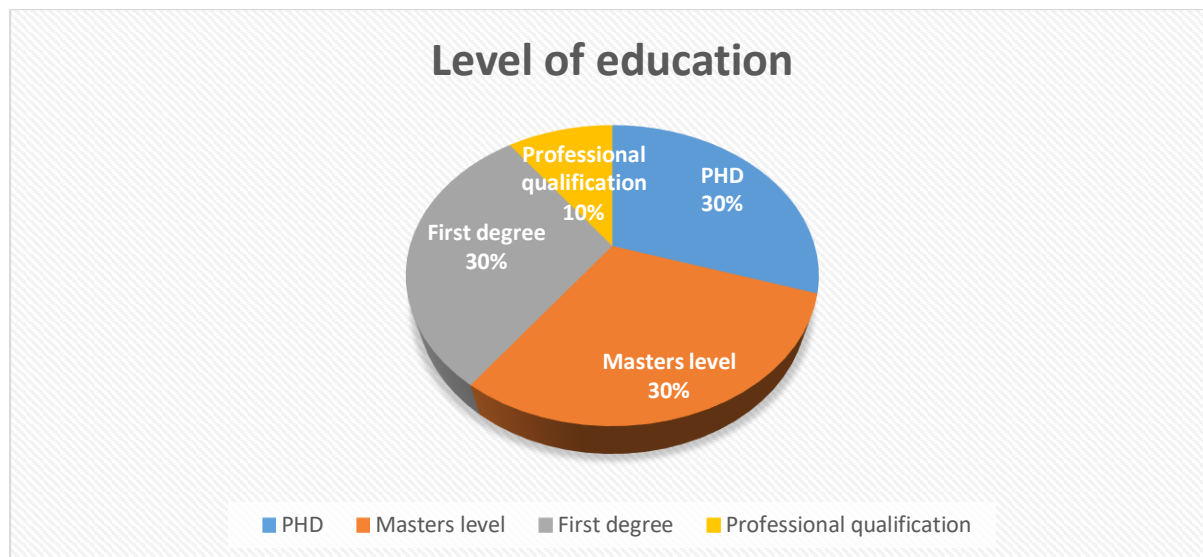
The research observed that overall organizations with staff members who were interviewed are well educated with qualifications corresponding to the job requirements. Fifty percent of the directors interviewed have a master's degree and fifty percent have doctorate degrees. The high level of educational qualifications is attributable to the generally high level of education in Zimbabwe. This leads to better service delivery as staff members are able to comprehend operations management issues without challenges. At least a first degree in the program and finance unit staff enables the performance of the required task at hand with challenges.

Figure 6 Respondents by Age

Count of Respondent by Age
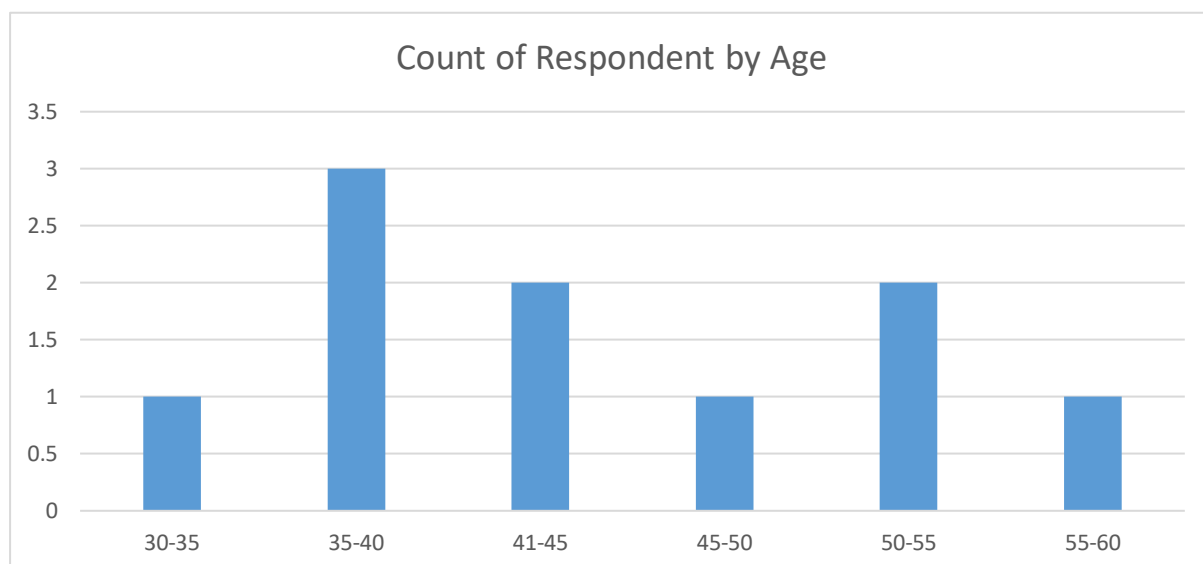
The respondents' profiles show that 30% of respondents are in the age range of 35-40 followed by 20% within the age of range of 41-45 and 50-55 years. One can note that the dominant range is one that has the experience and is most active after the youth. It can be seen that this age group also holds vast knowledge and experience but however when it

comes to the application of RBM they do fall short. The age cahoots shows that there is evidence of a diverse age range which allows for continuity in planning as some people retire and other are trained to take over from the retires. It also outlines that in the NGOs there indeed is a diverse range from youth to retirees which blend in the mixture of new ideas and experience something that will keep the sector growing.

The average number of years in the organization for the respondents is 5.2 years. Directors cumulatively had the largest number of years in the organizations with the finance staff having the least number of years. This depicts the level of experience in organizations which is skewed more towards the directors as compared to programme and finance unit staff. The finance unit was evident of having high staff turnover with one hundred percent of the staff in the finance unit exploring possibilities of joining the private sector if opportunities come up. This is because of the contract renewal in NGOs, which does not give job security unlike in Private sectors where job security is a bit higher. The level of turnover is also due to the issue of donor funding, unlike in the Private sector where finance comes through sales, NGOs rely on donor funding and if funding is cut then jobs are cut. Non-Governmental Organizations have been using cash-based accounting practices and very limited application of International Accounting Standards. This stifles the growth of finance staff as compared to managing finances in a private sector organization fully implementing accrual-based accounting and International Accounting Standards. Finance staff feared that the longer they stay in NGOs, the lesser their opportunity for career growth career opportunities. This as explained in future paragraphs has an impact on the staff members' understanding of Results-Based Management.

Women constitute sixty-six percent of the directors interviewed while men constitute thirty-four percent. This is evident that at the top level within organizations, the scale of recruitments has been inclined towards women as compared to men. The positively skewed scale towards women is attributable to the human resources strategies for organizations that seek to bring gender parity and inclusion of women in management positions.

Eighty percent of the directors interviewed mentioned that the reason why there are more female directors as compared to male directors is that organizations have developed human resources strategies that aim for gender parity and inclusion of women in management positions. Recruitment of staff members has been biased towards women candidates given that they meet the job requirements. However, in the finance section, one hundred percent were males which shows how women are not represented in financial management issues.

4.2 Data analysis and interpretation

It is mandatory for non-governmental organizations to be registered under the Private Voluntary Organisations (PVO) act in Zimbabwe. One hundred percent of the organizations from which staff members were interviewed are all registered under the PVO act. This sets a very strong foundation for the research as all organizations represented by its staff are legally operating in the country. Key issues that came out of the research are awareness of Results-Based Management, the financial impact of implementing Results-Based Management, the reasons for using Results-Based Management systems in organizations and the challenges faced by organizations in implementing the Results-Based Management systems. As such, each area will be looked at deeply.

4.3 Awareness of RBM

One hundred percent of the organizations, represented by its staff members in the research are aware of the Results-Based Management (RBM) approach. However, twenty percent of the respondents highlighted that people in their organizations were still learning how to manage the operations management cycle using the RBM approach. One senior staff member from the programme unit observed that:

The use of RBM in an organization is mainly done to please donors who fund the organizations. As a programmer, staff members are aware of the RBM approach, however, staff do not know how to effectively use the approach in the operations management cycle, especially during the assessment and planning phases of the cycle. A staff member in all units does not understand basic definitions such as outputs and impact in relation to RBM. When it comes to the Monitoring & evaluation of the programme, results are not even linked to outputs and worse of the desired impact of the project. Over time our reports are altered to please those who fund us, without any direct link to what has been achieved. So yes we are aware of what RBM is but being aware and implementation are different." – (Programme Officer, 2021).

The first three questions to the interviews and questionnaire probed the issues on awareness of Results-Based Management approaches in organizations. Ninety percent of all respondents from directors, programme unit staff and finance staff gave a theoretical definition of Results-Based Management. Eighty percent of the directors defined Results-Based Management exactly as defined by the United Nations Development Group. The other twenty percent of directors gave a broader definition of Results-Based Management mentioning the achievement of results and the impact on beneficiaries.

This showed the researchers that the awareness of what Results-Based Management is evident amongst the organizations which are operating in Zimbabwe. It was not surprising for directors to provide scholarly definitions of Results-Based Management given the strategic importance and emphasis being put by all stakeholders especially donors on all project proposals to show how Results-Based Management will lead to the achievement of desired results. In the interviews, ten percent of the respondents showed a minimum understanding or a lack of awareness of Results-Based Management that is said to be used by organizations operational in Zimbabwe. The unawareness was evident in finance unit staff. The researcher noted that this lack of awareness in finance staff was attributable to the number of years/experience as shown by the number of years the finance unit staff have been in the organizations. The lower the number of years a staff member has been in an organization has a bearing on well he comprehends policies set by the organizations, RBM being one of them.

Lack of awareness for the finance staff was also a result of not being consulted during design and implantation of projects, with finance staff only being consulted when disbursement of funds is being done. The respondents agreed in totality that the lack of overall staff awareness of what RBM is can breed organizational dysfunction which creates a lack of cohesion.

One can go on to further note that this lack of cohesion was probed in that not all departments speak with one voice, for when management select the programs those in finance and operational just follow what is set but are not fully educated of how and why the project objectives and outputs were set. To a greater extent, finance staff were not aware of the

intended impact of the projects. The lack of awareness especially on finance staff led to frustrations, especially when faced with situations where finance staff are held accountable for non-compliance with the budgetary activities not achieving the desired impact. One hundred percent of finance staff felt that management of budget was beyond their control yet accountability on the use of resources rested with them. Faced with such scenarios this showed that it leads to anxiety and de-motivation. De-motivation might also explain the reasons for high staff turnover in the finance unit. In an interview with a Programme Officer, it was outlined that the majority of directors select and write proposals and documents without their input and expect them to deliver yet they did not contribute to the development of the project proposal. The researcher noticed that out of the seventy-seven percent of NGOs dealing with child rights, no one highlighted the issue of quantification of their results. It was evident from forty percent of the respondents in the programme and finance sections that they are not aware of the logical framework which guides programme formulation and resources justification, involving a set of predefined objectives, expected results, outputs, inputs and performance indicators. The aforementioned is only done by directors with one director interviewed stating that operational staff are not sound in knowledge on the issues that will be set and are best for implementation.

When the researchers probed further why programme and finance unit staff are not considered technically able to write proposals, it was interesting to note that the respondent considered programme and finance staff as not being knowledgeable on writing to donors. While to a greater extent, it is evident that those in the directors' level have more years of experience as compared to programme and finance staff, the assumption that a level lower than the director cannot comprehend the use of Results-Based Management overall affected the involvement of programme and finance staff in project design and formulation. This affected the ability to effectively use the approach in the implementation, reporting and monitoring of activities.

One hundred percent of programme unit staff stated that the view by directors was that no one believes that a programme unit staff is able to comprehend donor requirements as such they are regarded to be good community mobilisers and implementers of activities. Such a level of misunderstanding between the two groups has been noted by the researcher and needs to be addressed by organizations as this leads to a top-down approach in the implementation of activities thus affecting the use of Results-Based Management in the operations cycle.

One hundred percent of the finance staff interviewed responded that they do not concern themselves with the outcomes and impact of a program, but seek to ensure compliance with the project document and disbursement of funds for implementation. Ensuring compliance with It was evident that finance staff while being aware of Results-Based Management did not understand the importance of how finance plays a role in the achievement of results and impact to beneficiaries. One senior staff member from the finance unit observed that:

The issue of compliance with financial regulation as set by the donor is our key focus. Programme staff approach the finance unit requesting for payments to be settled. Our role is to review and approve all monetary transactions whilst ensuring that the expenditure is budgeted for, within budget and all internal controls are upheld. - (Finance Officer, 2021).

As such this was echoed by a director, who outlined that the purpose of the finance unit is to make sure that budgets are utilized in line with our requested programs and they have the supporting documents to prove that the programme was carried out. In essence the level of knowing what RBM differs at the department or level you are at as evident by the respondents.

4.4 Reasons for using RBM

One hundred percent of directors gave strong responses as to why they use the Results-Based Management approach. The reason why directors gave strong responses is attributable to the strategic importance of Results-Based Management in organizations, accountability of implementation which is put on the directors by board members or trustees. Directors noted two aspects as to why they use Results-Based Management which is mainly for accountability to donors and fostering partnerships.

Eighty percent of the directors strongly agreed that the application of Results-Based Management in operations management cycles builds donor confidence and establishes a partnership based on trust among the various stakeholders involved in the program. The partnership establishment is mainly because RBM works with set targets and goals that need to be achieved improving the confidence of all internal and external stakeholders. According to the above directors, the partnership is one main reason why RBM is applied, to make sure that all parties are on the same wavelength on the developmental road. However, it can be noted that seventy-five percent of staff in the programme and finance sections did not know why RBM is used in any project development.

The reason why staff in these units did not know why RBM is used is that they are not formally trained of RBM and are not so much involved in the development of project proposals where the RBM framework is established for a particular project. Twenty-five percent of the staff in the programme unit noted that the reason why RBM is used is to ensure evidence-based programming, linking results to outputs and impact.

An analysis of the twenty-five percent based on the experience showed that these are staff members with at least five years of experience in the organizations and have been trained on the RBM approach as part of the processes of learning and development. Of the interviewed finance staff, it was observed that one hundred percent of the staff did not know of Results-Based Monitoring as they echoed that where a programme is implemented, the community sees the change and impact, there is no follow up done by the organization.

Results-Based Management and monitoring are key components in the operations management cycle. Without proper monitoring results and impact cannot be measured. Finance staff are among the least experienced people in an organization looking at the profiles of people interviewed. The researcher noted that this has an impact on what they know about RBM as a result of the number of years in the organization and lack of training as well as minimum involvement in RBM processes.

4.5 Accountability

Eighty-three percent of the directors noted that to determine accountability, one should take into consideration the nature of the partnerships in the development intervention as stated in

the above response. With strong partnerships being present, shared performance expectations are developed, leading to shared management decision making and in the end leading to shared accountability. The eighty-three percent also noted that the organisations, beneficiaries and donor agencies could share accountability for development results when reporting to their respective constituencies. Seventeen percent of the directors did not consider accountability as a reason why RBM is implemented. The director observed that accountability is inherent in all processes of the organization, however, RBM is a tool that is used to simplify programming as it provides a systematic way of planning, budgeting, monitoring and implementing activities. The researcher strongly agreed with both reasons on accountability and simplification of processes as a result of using the RBM framework.

4.6 The financial impact of RBM

Results-Based Budgeting (RBB) is the use of a 'logical framework' for informed budgetary decision making. One hundred percent of directors, while being aware of RBM and RBB, showed that the budgetary process and allocation of resources to activities was guided by the availability of funds and less guided by the logical framework. To a greater extent, the donors have priority activities which they want most of the resources to be channelled towards and this then leads to a 'sharing of the cake approach' when allocating resources and necessarily a results-based budget apportionment. Ninety-five percent of the directors observed the non-availability of a specified amount to go towards overhead costs and staff costs for effective implementation of RBM.

This meant that more than seventy percent of the directors have to make a decision on how much is allocated to staff costs and office overheads costs without a direct link to the results that the organization wants to achieve. There is evidence that funds are split between activities that have an impact on the beneficiaries and staff costs with more focus on staff costs and less on the activities.

A discussion with one senior programme staff observed that budgeting is not in any way linked to results. Organizations come up with budgets based on past expenditure trends and less on the results on the RBM framework. Key to note was a pragmatic example which was given to say the staffing complement at sixty percent of the organizations had not changed in the last three years yet there were budget cuts in all three years. It showed that instead of reducing the staff complement to match the reduced activities, organizations reduced funding of activities.

Ninety-one percent of finance staff were not involved in the budget formulation process and highlighted that their role was then to monitor compliance with the budget shared with them. This gap and non-involvement of finance staff in the budgeting process had an impact on shared responsibility as programme staff in eighty percent of the organizations complained about finance staff delaying in processing payments for project implementation resulting in failure to meet project deadlines and outputs.

Staff members in the finance unit interviewed however attributed the delays in the processing of payments and disbursement of funds to the unavailability of adequate supporting documents to enable payment/disbursement to be processed. One hundred percent of finance staff highlighted their importance as the first line of defence to safeguard the resources entrusted to them by the organisation and ensure compliance with internal controls.

4.7 The challenges of RBM

Eighty-five percent of all respondents noted that the greatest challenge related to the RBM is the difficulty in selecting appropriate impact indicators that measure results. Progress on activities can be easily measured, the complexity comes on how to measure impact. Ninety percent of organizations represented by their staff observed that there was no predefined results framework to select indicators to enable measurement of performance and impact. Organizations relied highly upon the logical frameworks from donors which they did not fully understand. More often than not, Non-Governmental Organizations submit proposals that are not linked to the donors' results framework. Without consultations, once funding is approved, donors select the activities and indicators to be reported upon. This creates a huge expectation gap in that NGOs are expected to implement, monitor and report on indicators which they are not conversant.

There was evidence that only twenty percent of the respondents have been trained in RBM approaches. The low level of formal training in RBM is attributable to the unavailability of resources to send staff members for training workshops. There is also no dedicated staff members who can act as trainers of trainers to be used to capacitate staff members within organizations. Implementation of a strong RBM system takes time and the strong use of personnel who recognise and adapt to it.

Many donors do not invest in RBM training yet they expect NGOs to fully implement and comply with the framework. The reason why donors do not invest in RBM pieces of training is that staff members in NGOs are highly mobile, moving from one organization to other. This is seen by donor organizations as a low impact area to invest in NGO staff capacity. As a mitigation measure, donor agency rather invests more in their own in-house capacity for their own benefit. There is an inherent lack of expertise to develop projects which are guided by the RBM approach.

Interviews with the respondents showed that the level of awareness and implementation in all interviewed respondents are parallel to each other. This presents a huge challenge in using the approach as a model. The researcher noted that it is only in literature and explanations that the issue of RBM implementation is in existence and with this research, no organisation currently runs an effective RBM system.

In conclusion, the challenge in the RBM approach was the evident lack of harmonization on definitions and terminology used in RBM. This leads to inconsistency in understanding the framework and reporting. The researchers noted that most of the time most respondents were interchanging outcomes and indicators as they were one of the same. Justifiably, donors who approve projects for the NGOs do not have common terminology for the RBM approach. In one interview with a director whose organisation has funding from three international donors, it was evident that in one project description, an output was described as impact and not in line with what project descriptions from other donors defined those terms. This confusion is a challenge in the long run to effective implementation of RBM.

5.0 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The research observed that one hundred percent of Non-Governmental Organisations are aware of Result Based Management systems. Theoretically, all NGOs view RBM systems as an approach that if effectively implemented into the operations management from planning, budgeting, reporting, monitoring and evaluation can lead to the achievement of desired results and have a positive impact on the beneficiaries who are children for the purposes of the study.

It was also further observed that Results-Based Management systems require the inclusion of all stakeholders in all phases of the operations management cycle from design, inception and conclusion of the project, leaving no one behind. This ensures a culture of shared responsibility, accountability and transparency for the benefit of the beneficiaries who are being assisted.

In addition to the above observation, it is evident that the Theory of Change (ToC) has to be included as part of the organizational culture. Results-Based Management is known by staff in various sections of organizations, from the directors, programme unit staff and finance unit staff. However, directors who are overall charged with governance of NGOs have to acknowledge that the RBM approach is no longer business as usual, similar to the traditional way of managing programs and having a top-down approach in decision making. The RBM approach requires a whole of society approach with people working effectively as a team bringing different skills, experiences and lessons from their various backgrounds. Authority or power should not be a hindrance to exclusion of staff members with lower ranks based on the job or educational description.

It also emerged that, by and large, all organizations are aware of RBM, however, this is theoretical knowledge without the ability to implement RBM in practical terms. Data collected from respondents showed that staff members view the system as an approach to please donors on how programmes will be implemented and do not focus on the intended beneficiaries and achievement of desired results in the project.

It is further concluded that effective use of Results-Based Management systems comes at a cost in terms of training and capacity building for all staff members in organizations. It is evident that there has not been any budgetary component for results-based management training, yet staff members are expected to be conversant and implement the system. RBM is used by all stakeholders in the organizations, however, the reason for failure to effectively implement the system in the operations management cycle is because there has not been adequate capacity building for the staff.

In addition, it can be concluded that Results-Based Management is not a key results area for all staff within an organization. This implies that there is no measurement of how staff members have implemented RBM in their day to day to work through performance measurement and employee evaluation records. No staff member from directors, programme unit staff and finance unit staff have their performance measured on implementation of results-based management. Annual performance work plans to evaluate staff members' performance include objectives on effective financial management, budgetary management, communication skills and career development without a single objective on results-based management. Inclusion of an objective on results-based management in the staff members' performance records will bring more accountability to staff members.

5.2 Recommendations

The NGO sector has a number of organizations that deal with child rights issues and contribute to the national development agenda. It is in the interest of having a sector that is well conversant and driven by a results-based management system that NGOs can be more effective in their programming and focused on improving the lives of children. The researchers would like to make the following recommendations guided by the conclusions from the study.

1. Joint planning, budgeting, reporting, monitoring and evaluation should be implemented by all organizations. This will ensure that all stakeholders are aware of the project objectives, outputs and intended impact of the project throughout to programming period. This will also create a culture of trust and joint accountability and responsibility by all stakeholders in the organizations. RBM should not be seen as the responsibility of only those charged with governance but should be seen as an organizational approach that includes all stakeholders from the lowest to the highest levels within an organization.

2. In order to ensure success in Results-Based Management systems, it is important to ensure the inclusion of a budget for the purposes of training and capacity building for staff members. The costs of training staff have a direct impact on how staff members will effectively participate to discussions and decisions on result-based management. RBM, just like any activity comes at a cost that may not be physically touched, like what is preferred by most donor agencies. The soft skills gained in training on RBM will have a direct impact on the beneficiaries of the project. Training on RBM also helps in ensuring that staff members have an understanding of the terminology used in RBM. This will ensure objective and informed discussions contributing to the organization's operations management processes. This to an extent removes the perception that lower-level staff are not knowledgeable when it comes to the development of plans and proposals.

3. Inclusion of an objective on Results-Based Management in the performance management cycle is recommended as it ensures measurement on how staff have been implementing RBM in their day to day work. Performance measurement ensures a sense of accountability for staff members as they contribute to the overall RBM strategy of the organization. This also helps identify knowledge gaps in RBM systems and ensures the development of training and development plans to better capacitate staff members on the identified gaps.

4. Lastly, there is a need for organizations to develop internal manuals on Results-Based Management and not just rely on donor provided manuals. With experience, child protection organizations can develop RBM manuals with performance and impact indicators that can be shared with donors for endorsement. The manuals will act as a reference point when designing projects and guide in the development of monitoring frameworks. This will also ensure institutionalization of RBM within organizations and not rely on individuals, who if they leave the organization, there will be no reference point on RBM implementation

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