

**THE EFFECTS OF RAPID RESULTS INITIATIVE AS A  
PERFORMANCE MANAGEMENT TOOL – A CASE STUDY OF  
MINISTRY OF ENVIRONMENT AND MINERAL RESOURCES**

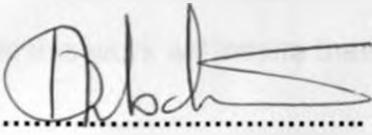
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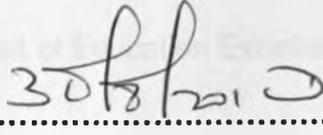
**MANAGEMENT RESEARCH PROJECT SUBMITTED IN PARTIAL  
FULFILLMENT OF THE REQUIREMENTS FOR THE AWARD OF  
MASTER OF BUSINESS ADMINISTRATION (MBA) DEGREE,  
SCHOOL OF BUSINESS, UNIVERSITY OF NAIROBI.**

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# DECLARATION

This management research project is my original work and has not been presented for a degree in any other University.

Signed 

Date 

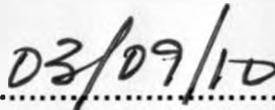
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## Supervisor

This management research project has been submitted for examination with my approval as the university supervisor.

Signed 

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## **DEDICATION**

This project is dedicated to my dear wife Hadija who stood by me through the entire arduous MBA programme. My two sons Boru and Tari and my little daughter Nasibo. I hope that this work will inspire them strive in their pursuit of Education Excellence.

## **ACKNOWLEDGEMENTS**

I would like to take this opportunity to specially thank my supervisor Mr. S.N.M. Nzuve for his dedicated support and steady guidance that led to the successful completion of this project.

Secondly I would like to thank the entire staff of the School of Business, University of Nairobi for their full support during my course of study for this course. Thanks also go to all the respondents within the Ministry of Environment and Mineral Resources through whom the research work become possible. I also thank M/s Marble Kavochi who greatly assisted me with typing the project work.

Finally thanks go to the Almighty God who gave me the good health and kept me going during low moments.

## **ABSTRACT**

The study examined the effects of Rapid results Initiative as a performance management tool – A case study of Ministry of Environment and Mineral Resources.

Rapid results Initiatives was embraced by the Government of Kenya as a structured methodology for building and practicing result base management that is required to add impetus to the implementation of Economic Recovery Strategy and National Development.

The study focused on the Effects of RRI Initiatives undertaken by the MEMR since its roll out in Government in the year 2004. An in-depth interview schedule was used and the researcher had to identify five key informants who were involved in the launch and implementation of RRI in their Divisions/Departments. From the study findings, it was established that despite the marked improvement in service delivery during the periods the initiatives were on, the Ministry did not have the mechanism of its regular uptake.

All the respondents agreed that there has not been a comprehensive and thorough grounding of staff in RRI operational mechanisms like the setting of smart targets, work planning and monitoring and evaluation techniques. However the study also established that RRI implementation in the Ministry has brought on positive changes like enhanced achievement of performance targets, change from “Business as Usual” attitude to results orientation and team work and accountability for results.

RRI and other performance management initiatives will have greater impact if the top management in the public service governance structure can provide leadership on implementation and integration of performance management system where consistency and performance standards in work planning, staff development and monitoring and evaluation framework are constituted and collectively adhered to.

## **ACRONYMS**

<b>CEO</b>	<b>Chief Executive Officer</b>
<b>ERS</b>	<b>Economic Recovery Strategy</b>
<b>GOK</b>	<b>Government of Kenya</b>
<b>HRM</b>	<b>Human Resource Management</b>
<b>MEMR</b>	<b>Ministry of Environment and Mineral Resources</b>
<b>PSRD</b>	<b>Public Sector Reform and Development Secretariat</b>
<b>RRI</b>	<b>Rapid Results Initiative</b>
<b>RBM</b>	<b>Result Based Management</b>
<b>SPSS</b>	<b>Statistical Package for Social Sciences</b>
<b>CIPD</b>	<b>Chartered Institute of Personnel and Development</b>

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## **CHAPTER ONE: INTRODUCTION**

### **1.0 Background of the study**

Rapid Results Initiative is a management tool through which small components of larger projects can be geared to achieve set results within 100 days. The RRI was formulated by Robert H. Schaffer & Associate (an independent consulting Firm), whose experience in the public and private sector suggested that a critical instrument for capacity enhancement of clients and teams was to achieve short-term success through quick and meaningful results.

In the Kenya context, Rapid Results approach has been adapted as a structured methodology for building and practicing Results Based Management (RBM) that is required for successful implementation of Economic Recovery strategy and National development. The idea behind the approach is that it triggers “Team adrenalin” which is essential in overcoming inefficiencies and general inertia. It enhances attitude excitement that comes from working on achievement of short-term goals whose results have an impact on development. Rapid results further engenders a sense of urgency, personal challenges, clearly defines success and raises ownership and visibility for success or failure. It enables employees to collaborate in a new team spirit and let them explore their full potentials, energy and creativity.

Rapid Results initiatives taps into the human desire to succeed by creating real empowerment, motivation and innovation in working towards results. It strengthens accountability and commitment for results and unleashes and enhances implementation capacity. RRI helps teams to set challenging, sharply defined, measureable and visible goals using existing resources and capacities. The results into collaboration among team members, experimentation and discovery of new ideas.

RRI is also a change management process in that it achieves systematic change through a series of small scale, results producing and momentum building initiative implemented within a set time frame. It helps managers to continually adopt and refine their overall implementation strategy based on what works and what does not work on the ground.

The current open market economy has resulted into increased competition in the production of quality goods and provision of quality service. This has engendered cut-throat competition for market capture amongst same industry practitioners. This has, therefore, entailed the need to improve efficient and effective production methods/service provision and optimal utilization of resources.

The Government of Kenya has not been left behind in its endeavor to enhance employee performance by embracing the practice of Results based management

approach as a means of improving service delivery to its citizens and the creation of a conducive environment for economic recovery and wealth creation. To realize this objective, the Government has initiated and adopted best performance management practices that are aimed at producing results for Kenyans. It all started when the Government embraced the concept of strategic planning in all its ministries and departments (Government Printer, 2002). Under this arrangement, Government Ministries and Departments were required to adopt corporate sector approach in its ways of doing business and managing their day to day operations. They were required to develop; strategic plans, vision statements, mission declaration and outline their core values and action plan for attain these ideals.

To enforce focus and central co-ordination, the Government established the Public Sector Reform and Development secretariat in September 2004, under the supervision of the cabinet office, Office of the President. The PSRS was mandated to strengthen Government capacity to co-ordinate public service reforms and development and to entrench the Governments efforts to achieve targeted "Results for Kenya". In the Public sector reform and development secretariat report of 2008, the Government launched vision 2030 as its blue print covering the period 2008 to 2030. This blue print aims at making Kenya a newly industrializing, middle income country providing high quality life for all its citizens by the year 2030 (PSRD report, 2008). To achieve this end the Government set the Agenda for all its ministries to

improve their performance towards delivering targeted results for Kenyans' and these are spelt out in the ministerial strategic plans and performance contracts. To facilitate the measurement of performance, all Permanent Secretaries and CEO's of Parastals are required to enter into a performance contract with the President.

### **Ministry of Environment and Mineral Resources**

MEMR is charged with the responsibility of protecting, conserving and managing the Environment and Mineral Resources through sustainable exploitation for the socio-economic development aimed at eradicating poverty, improving living standards and ensuring that a clean environment is sustained. Since the roll out of the RRI approach as a result based management initiative in the public service in the year 2004, the MEMR has undertaken RRI on four thematic areas. The first thematic area was on the improvement of Accounts and Financial services. The strategic challenge to be addressed on this initiative was the inadequate delivery of financial and accounting services and the overall objective was to improve delivery of financial and accounting services. The 100 day initiative was to run from 1<sup>st</sup> April, 2008 to 7<sup>th</sup> July, 2008. The second thematic area earmarked was on the improvement of efficiency in the management of Human Resources as a strategic challenge. The overall objective here was to reduce the back log of the 120 disciplinary cases in the 100 days beginning 1<sup>st</sup> March, 2008 to 8<sup>th</sup> June, 2008.

The third RRI focused on the improvement of participatory planning, monitoring and projects/programmes supervision. The overall objective there was to form effective systems and project teams for monitoring and supervision and the availability of policy documents and information for planning and decision making.

The fourth thematic area on which MEMR has undertaken RRI is on Boarding and Disposal of Assets. Here the Strategic challenge area was on boarding and disposal of idle, obsolete and unserviceable assets and miscellaneous stores. The overall objective was the disposal of idle assets to create space and raise Appropriation-In - Aid.

To successful carry out the RRI, each thematic area was assigned a team which comprised of the Results leader who is normally a head of Department, the Strategic leader who is the head of Section under whom the thematic area of concerns directly falls, there is a team leader who is a senior employee deployed under the head of a section and the team members who are nominated from the various departments and sections of the ministry. A matrix of an outline of RRI schedule is as indicated in

Table 1.1

Thematic Areas	Strategic challenge area	Objective	Implementation		Governance Structure
			Medium	Longterm	

## **1.2 Statement of the Problem**

The Government of Kenya accords high priority to improvement of service to the Kenyan citizens. In its endeavour to realize this objective the government adopted the RRI approach as one of the methodologies for successful implementation of social-economic development and to provide results in terms of service delivery to the Kenyan populace. For any organization to be viable and remain competitively in business, it has to establish a high performance culture in which individuals and team take responsibility for continuous improvement of business processes and for their own skills and contribution with a framework provided by effective leadership (Armstrong, 2006).

RRI has been implemented in various Ministries and Departments including MEMR over the last six years but its impact on whether it has achieved the goal of enhancing service delivery and providing results has not been studied and assessed. This study therefore seeks to establish the impact of RRI as a performance management instrument during its implementation in the MEMR.

## **1.3 Objectives of the Study**

To establish the effects of the adoption of RRI in MEMR as a Performance Management tool.

#### **1.4. Importance of the Study**

- a) The study will assist Human Resource and other Management Practitioners to appreciate the virtues of Rapid Results Initiative and adopt its positive aspects for their organizations/firms.
- b) It will also be important to researchers and academic fraternity who may wish to develop the study further through subsequent research. It is expected to form the basis for and stimulate further research.
- c) The Government (Public Service) will see the study useful and assess gaps and strengths of the Rapid Results initiative and build on it.

## CHAPTER TWO : LITERATURE REVIEW

### 2.1 Theoretical Framework

Brumbach (1988), defines Performance Management as behaviours and results. Behaviours emanate from the Performer and transform performance from Abstraction to Action. Kane (1996), argues that performance is “something that a person leaves behind and that exists apart from the purpose.”

The Oxford Dictionary defines performance as “the accomplishments, execution carrying out, and working out of anything ordered or undertaken”. This refers to outputs/outcomes (accomplishments) but also states that performance is about doing the work as well as being about the results achieved. Armstrong, (2006) defines Performance Management as a systematic process for improving organizational performance by developing the performance of individual teams.

The discourse of Performance Management can be traced back to the work of classical scholars on the content theory of motivation; followed by process theories proponents and other contributors. Taylor (1947), believed that there are two underlying assumptions to work and motivation; firstly, that all people are rational and that secondly they are driven by the need for financial rewards and not interest in the actual work. He concluded that the natural state of people is one of laziness and hedonism combined with greed.

The Hawthorn studies undertaken in the USA in the 1920s and 1930s at the Hawthorne works of Western Electric Company did a major revision of Taylor's 'need' theory and gave rise to a new school of thought (human relations), which suggested that employees have social needs which are as important as economic needs. Wilson, (1999), sums up the Hawthorne studies as "the emotional, non-rational and sentimental aspects of human behavior in organizations, the ties and loyalties that affected workers, the social relations that could not be encompassed by the organization chart but shaped behavior regardless.

Maslow (1954) came up with the first attempt to classify needs and suggested that a "hierarchy of needs" existed. According to his theory, once the basic physiological need has been satisfied, the individuals concern move towards the need for safety, belongingness, self esteem and self-actualization (Arnold et al, 1995). His theory become popular with managers who saw it as a convenient way of managing people to exhibit higher levels of motivation by passing them through these stages.

Herzberg (1959) looked at the causes of Job satisfaction and dissatisfactions in an attempt to fully understand what motivates people to perform at work and proposed a 'two factor' theory. The two factors were:

- a) Motivators; these were such things as a 'sense of achievement', an opportunity for personal growth, the sense of having done a job well; having responsibility and achieving recognition for work.

b) Hygiene factors; these included such things as money, working conditions, job security, company policy and quality of supervision and interpersonal relations.

Mclelland (1971), identified three related important needs, namely 'power', 'affiliation' and 'achievement'. He reasoned that identifying needs helps managers to understand the impact of power relations for example, managements behavior, the necessity of valuing individuals and how achievements can be encouraged to enhance performance through training. The second set of theories are the process theories which focused on how behaviour change occurs or how an individual comes to act in different ways.

Adams (1965) came up with the 'Equity Theory' (the need to be treated fairly and equally, as an important element in managing performance of employees). Individuals make comparison between the levels of recognition and rewards they receive with others giving the same level of effort. Should there be any differences, they may decide to increase their efforts further to maintain a balance or if they see it is not worth, they may reduce their effort.

Locke and Latham (1984) came up with the theory of 'Goal Setting'. They based their theory on the premises that performance is caused by a person's intention to perform. The goals and targets individuals are expected to achieve must be clearly set out and challenging goals, clarifies, specifies and priorities what is expected of

individual at work. The attainment of the goals closes the feedback loop and provides important feedback.

Vroom (1964) posited the Expectancy theory. He suggests that 'Valence' "Instrumentality" and 'expectancy' impact on how successfully individuals take up realistic and challenging goals. The successful outcome of goal setting may depend on how individuals perceive the extent to which they have the ability to achieve these goals (expectancy), whether their performance is rewarded (instrumentality) and whether or not they value the reward being offered (valence). In order to encourage high rate of performance, organizations can use different performance measurement criteria within either a more overarching performance management systems (PMS) or any appraisal system (CIPD 2005).

These criteria can vary from results-oriented outcomes to competency based assessments or they may be combined. The recognition that a Performance System strategically manages the inputs and outputs of individuals or teams by aligning the performance criteria with the business objective is the first step to realizing how important it is.

## **2.2 Current trends in Performance Management**

### **2.2.1 The Balanced Score Card**

The balance scorecard, developed by Kaplan and Norton (1996), provides the organization with a framework for communicating its vision and strategy by expressing them in the form of strategic objectives, measures and goals (Olive et al, 2001). The BSC facilitates the integration between different functional areas and translates the business mission, vision and goals to provide short term performance goals that relate to long term organizational ones. It translates strategic processes into operational ones and encourages continuous improvement and accountability in respect of the team rather than the individual (Armstrong and Baron, 2005).

Overall business performance is assessed through four different perspectives;

- a) Learning and growth - which encourages 'self-improvement' both at the corporate and operational level
- b) Financial - which looks at the importance of providing accurate and up-to date financial data in support of the organization's overall performance
- c) Customer - identifies the importance of retaining customers and making sure they are satisfied with the quality of service and products.
- d) Internal/business process - focuses on the effectiveness of the business in its provision of goods and services.

### **2.2.2. 360 - Degree Feedback**

This is often referred to as '360-degree appraisal or multi-rater feedback' (DBA 2002) and is a process that seeks to create more effective feedback on performance from a number of sources linked to the individual concerned (for example peers, supervisors, colleagues, project teams, internal and external customers) through raising his/her awareness of how his/her behavior and performance is perceived by others. A well designed 300-degree feedback can be used to measure the relevant knowledge, skills, abilities and competencies that are required to meet the organization's needs.

### **2.2.3 Coaching**

Coaching which is the skills of creating an environment where change can thrive and bringing abilities to the surface by building up confidence and building upon capabilities is increasing in popularity (Chase and Fuchs, 2008). Coaching in the right hands can be a powerful tool in directing individuals and improving their performance. It sits well with self-awareness and encourages coachees to look forward and be proactive in their own development. There are different types of coaching which focus on different levels of the organization for example executive coaches and development coaches. The effectiveness of coaching depends on a number of variables including the coach's experience, the type of intervention used and ultimately the coachee.

### **2.3 Aims of Performance Management**

The overall aim of performance management is to establish a high performance culture in which individuals and teams take responsibility for the continuous improvement of business processes and for their own skills and contribution with a frame work provided by effective leadership (Armstrong, 2006). Specifically, Performance Management is about aligning individual objectives to organizational objectives and ensuring that individuals uphold corporate core values. It provides for expectation to be defined and agreed on in terms of role responsibilities and accountabilities (expected to do), skills (expected to have), and behavior (expected to be).

According to Jomsy (2003), most organizations' primary focus on performance management is to fairly rate employees based on their performance and potential and then to use this information to implement consistent and equitable compensation. This assessment is done through performance appraisal usually conducted once or twice a year. The appraisal is designed to differentiate people in a fair, justifiable and defensible way based on factors such as delivery of goals, overall work output and work behaviours. Bersin (2007), states that the goal of Performance Management is to create business alignment, develop people and promote strong working relationships between managers and employees. This goal is based on the assumption that each employee has the potential to improve and that

it is the manager's job to identify and develop the potential. Ivancevich, (2004) states that the aim of performance management is for executives, managers and supervisors to strive to align employee performance with the firms goals. An effective performance management process has a precise definition of excellent performance, uses measurements of performance and provides feedback to employees about their performance. Thus it defines, measures, monitors and gives feedback.

Sisson and Storey (1993) gave the aim of Performance Management as the enhanced achievement of organization objectives through a concentration of individual performance. This is achieved through an interlocking set of policies and practices. They outlined the following as the key elements of performance management.

- a) The setting of clear objectives for individual employees. Objectives are derived from the corporate strategy and a series of departmental purpose analyses (DPAs).
- b) Formal monitoring and review of progress towards meeting of objectives
- c) Utilization of the outcomes of the review process to reinforce desired behavior through differential rewards and/or to identify training and development needs.

The reasons as to why Performance Management has come to attract so much attention in recent years according to Addams and Embley, (1988), Fowler (1996),

Beran Thompson, (1991), Neal (1991), and Fletcher and Williams (1992) can be traced to a number of factors; chief among them are the increased competition in the public sector, organizational restructuring with an emphasis upon decentralization of accountability and an intent to reshape industrial relations so that individualization displaces collective arrangements.

Hartle (1995), stated that Performance Management should be integrated into the Way the Performance of the business is managed and it should link with other key processes such as Business Strategy, employee development and total quality Management.

#### **2.4 Performance Management in Kenyan Public Service**

In the Civil Service, serious steps to enhance employee, performance and put in place performance management systems can be traced to the Government's efforts to achieve the objectives of Economic Recovery Strategy (ERS) for wealth creation. To realize this, the Government initiated the performance contracting concept with selected public enterprises on a pilot basis from October 2004. It also embarked on sensitizing the public sector corporations on the concept of performance contracting by distributing sensitization manuals and organizing seminars and workshops for senior management (GOK 2005a). It also developed an information booklet on performance contracts (GOK, 2005b), to guide on the process of performance contracting.

Nellis (1989) defines performance contracts as a negotiated agreements between governments as owners of a public enterprise, and the enterprise itself in which the intentions, obligations and responsibilities of the two parties are freely negotiated and clearly set out.

According to Muhanji (2007), the Government of Kenya recognized the need to enhance efficient service delivery through its policy paper on Economic Recovery Strategy for wealth and employment creation (2003-2007) which envisaged efficient service delivery by state corporations as a basic necessity to growth and development. This policy argues that in order to improve performance corporate style governance and management of state enterprises should be introduced.

The Government thus shifted from retrospective Performance appraisal of employees and embraced Performance appraisal which is predicated on the principal of work planning, setting of agreed performance targets, feedback and reporting. It is clearly linked to other HRM systems and processes including; staff development, career progression, recruitment, placement, incentives and sanctions plan.

## **2.5 Enhancing Service Delivery**

The key plank of public sector reforms is to offer the public and all stakeholders' efficient service. The government is trying to streamline its expenditure management and initiate reforms to ensure restoration of employee morale, enhance professional competency of public servants and strengthen the code of ethics with a view to improving productivity and efficiency in the public service (GOK, 2000).

## **2.6. Employee Welfare**

Basically welfare is nothing but the efforts made to anyone for a well being status and to help or facilitate one so that he/she can achieve his highest performance as well as personal satisfaction.

As far as labour welfare is concerned, employee welfare are the provisions provided by the employer, whether it is statutory or voluntary that improves employee's performance and his personal growth, so that he can input all his efforts to get the organizational success (GOK, 2005a). For public servants to deliver services efficiently and effectively, with high levels of productivity, there is a need for adequate remuneration. Poor remuneration in the Public Service had contributed to challenges in recruiting competent staff and retention of experienced and qualified staff.

Raising the level of efficiency and productivity depends on the commitment of public servants, which is to a large extent shaped by the improvement of their welfare (GOK, 2000). The Government has recognized the significant and social consequences of the disparities and poor conditions of service in the Civil Service and appointed the Kipkulei Commission to look into ways of improving the state of affairs. As a result, a medium term pay policy for Civil Servants was formulated based on the recognition that by addressing remuneration issues, it would be possible to retain the required staff to ensure significant improvement of performance and the quality of service delivered.

## **2.7 Creating an enabling Environment for Socio-Economic Recovery**

In 2003, the government launched the Economic Recovery Strategy for wealth and employment creation (ERS) to improve public service efficiency and effectiveness (GOK, 2007). Creating an enabling environment basically entails effectively facilitating development and growth of the private sector as the engine of growth of the economy. The core competence of Government is therefore facilitation.

The customer for the Public Service is mainly the Public/Private Sector engaging in certain income generating activities that will eventually contribute to the overall economic development of the country.

## **2.8.0 Rapid Results Initiative as a Performance Management Tool**

Rapid Results approach has been adopted by the Government as a structured methodology for building and practicing Result Based Management (RRM) that is required for successful implementation of the economic Recovery Strategy (ERS).

The common theme around Rapid Results approach is to unleash capacity through injecting the following elements in the way teams operate:-

- a) Sense of challenge and 'stretch'- here teams are required to reach for goals that go beyond the normal Performance Parameters.
- b) A belief that the goals are achievable – This will be despite the usual obstacles and bureaucracies and past failed attempt.
- c) Choices of goals – Teams are challenged to pursue “results oriented” goals as opposed to activities, plans, recommendations and other preparatory steps. This is regarded a critical motivator as participants are not told what to do but rather figure out solutions on their own.
- d) Personal Accountability for specific and visible results. Accountability here is not referred to in a general sense but rather a real sense that keeps one figuring out on how to deliver results.
- e) Flexibility in charting the path to the goals and results. Individual teams are entrusted to develop their own solutions.
- f) Credible Promise to give the teams “bragging rights” in an overt and visible manner over their achievement, to savour the success as it were”. (Nadim Matta, 2000)

Many management scholars have praised the virtues of 'small wins in energizing large Scale Change. When Teams are able to achieve real results quickly, while the energy level is high, the platform is set for a deeper transformation. One success leads to many more and few committed individuals can foster the involvement of others in the organization. Rapid results initiatives add additional leverage to the existing capacity for performance by:

- a) Unleashing and strengthening existing capacity for implementation.
- b) Building leadership capacity for accelerating change and results.
- c) Reducing risks of long term plans.

### **2.8.1 Unleashing Implementation Capacity**

Individuals, groups and organizations have more implementation capacity than it is assumed. The challenge for managers is to unleash and channel this capacity in the right direction when teams are challenged to perform in an empowering way, the members will tap into their reservoir of capacity and use it to deliver better results.

### **2.8.2 Building Leadership Capacity**

Enabling teams and groups to take on challenging goals is an act of leadership.

Leaders here are individuals who exhibit an uncommon stubborn belief in a possibility and inevitability of succeeding in tackling the challenges they decide to take on.

They are individuals who step forward and take on a risk in spite of the odds.

In doing this, they inspire others to take steps to contribute rather than staying on the sidelines or moving on to other causes.

### **2.8.3 Reducing Risks of long term Plans**

Despite the best of intentions and elaborate plans, many large and complex projects are designed with a “blueprint” model, as though all activities required to achieve the desired results are known at the outset of the project. Here streams of work are scoped out and accountabilities defined, and tasks and project team are deployed against these.

Thus, while managers diligently supervise the execution constraints associated with each stream of activity using plans, timelines and budgets, they often neglect two other critical risks; the “white space risk” - that some required activities are not predictable in advance and thus represent gaps between planned and required project activities and the “Integration risk” - Rapid results initiatives become the means through which these risks are minimized by delivering sharply focused piece of overall results (Nadim Matta, 2000)

### **2.9. Organization Culture**

Culture can be described as the glue that holds organizations together and performance management both in philosophy and design is influenced by the

prevailing organizational culture. This may be embedded in deeply held beliefs, reflecting what has worked in the past and composed of responses that have been accepted because they have met with success. Culture will dominate the internal environment of the organization which will also be influenced by structure, size, working practices, the employee relations climate and the type of people employed. Culture dictates both the behavior and the attitudes of individuals.

According to Hax (1992), organization culture is a complex set of basic underlying assumptions and deeply held belief shared by all members of the group, which operate at preconscious level and drive their behavior in important ways. The manifestation of organization culture can be seen on patterns of behavior as values, artifacts and creations. The cultural ethos corresponds deeper on perception, thoughts and feelings.

The components of organization culture are values, norms and management style. Values are beliefs in what is good for the organization and what sort of behavior is desirable. Values are reflected in how people interact, customer care, innovation, social responsibility and how employees are deployed. They influence the focus of performance management and how it is carried out.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 Research Design**

This is a case study; The Focus was on contemporary phenomenon within its real-life context where boundaries between phenomenon and its context are not clearly evident. The type of research questions were typically to answer questions like “how” or ‘why” (Yin, K. Robert, 1994)

### **3.2 Data Collection**

The study entailed a combination of data collection methodologies to address the objectives of the research

#### **a) Desk Study**

The study involved both primary and secondary data sourcing. There was thus a desk study of past reports. The findings in the reports provided exhaustive data that can serve as a reliable benchmark for monitoring success of the RRI in the Ministry of Environment & Mineral Resources.

The desk study involved identifying and analyzing information on RRI that have been carried out in the past by the MEMR.

#### **b) Key informant interviews (KII) approach**

The study deployed the use of Key Informant Interviews (KII), this research approach was useful when one's intention is to solicit in depth one on one information and

when dealing with sensitive information. The KII targeted mainly the Heads of Departments and Divisional heads in the Ministry of Environment and Mineral Resources who have been involved in process of RRI.

Purposeful sampling technique was used. This methodology allowed for the opportunity to make informed judgment on the best possible respondents to give insight on project objectives. In-depths guides were used to interview the respondents. The interviews were conducted face to face.

### **3.3 Data Analysis**

Verbatim transcription of the Key Informants Interviews was transcribed and analyzed in the following steps:

- a) Initial analysis of individual reports: The research findings were regrouped in grids according to key areas of interest using the focal topic.
- b) The grids were then analyzed in an effort to identify consistencies in arguments and similarities of points raised. The similarities and differences were interpreted in light of the discussions. Interpretations were based on discussion points. After synthesizing cross-cutting issues and themes in the KIIS were illuminated based on the findings.

## **CHAPTER FOUR: RESEARCH FINDINGS AND ANALYSIS**

This chapter presents the survey findings as highlighted by the respondents' during the in-depth interviews.

### **4.1 Informants' understanding of Rapid Results Initiative**

During the interviews, respondents were asked about their understanding of RRI and whether they have heard about the initiative. Most of them had heard of RRI saying since the launched in 2007, the Rapid Results Initiative (RRI) of the Ministry of Environment and Minerals Resources is coordinated Permanent secretary in the MEMR.

All the Informants' had a clear understanding of RRI and went on to define it as a focused learning process and as a way of harnessing team strength and client participation to speed up large-scale delivery of services within a period of 100 days through intermediate milestones and action plans. The rapid response approach tackles large-scale, medium- and long term change efforts through a series of small-scale, results-producing and momentum-building initiatives implemented within the 100-day initiative.

An informant said, Service delivery is undertaken through an action plan and an exclusive team, or teams, supported by a government structure that is set apart from the usual bureaucracy. RRI is an action plan, rather than a project and has a built-in information, education and communication component. The first RRI was launched

on Sept. 6, 2006, in the Ministry of State for Public Service, and the government of Kenya has since launched RRI efforts in all the Departments in the MEMR.

The informants also gave a breakdown of Action Plans and assignment on initiation of RRI. They said that RRI begins with a formal commitment by the Minister whose programs will be impacted. Strategic leaders are appointed for each RRI thematic or challenge area on the strength of their technical competence and familiarity with operational issues. They support implementation of the RRI by maintaining weekly contact with team leaders for purposes of resolving technical difficulties, mobilizing resources and serving in leadership roles. Team leaders are responsible for prioritizing activities, organizing meetings, spotting and exploiting opportunities, preempting difficulties, and managing resources (including time). In other words, they are responsible for the daily RRI activities and coordination with non-RRI activities of the MEMR and other agencies.

The Head of Human Resource Management was the focal point person in the RRI drive explained that before introducing the rapid results approach in the Ministry, a lot of work was done to assess what was actually hindering the delivery of services in the Ministry. It was in this context that a team-building training program for Heads of Departments, and later for staff, was undertaken. Some of the drawbacks identified were the low level of trust among staff, the bureaucratic process, a lack of delegation,

and the tendency of some staff "to joy ride and take credit for other people's work," said one of the informants.

#### **4.2 Service Delivery in the Ministry of Environment and Mineral Resources**

Service delivery is undertaken through an action plan and an exclusive team, or teams supported by a governance structure which is set apart from the usual bureaucracy.

In the study all the informants felt that, RRI has great potential for motivating staff through team work and recognition; and equally great potential benefit to the client by involvement in decisions which support service delivery; and shorter delivery times due to cutting on bureaucracy. Continuity and sustainability is ensured by starting successive initiatives after very 100 days.

One of the informants commented that "RRI recognizes the motivational power of celebration of achievements". Celebration is done as a public event, and comes after the 100 days. Participation is by all members of the teams and governance structure, customers, members of the public, and other stakeholders.

However, the informants were of the view that once the achievement of RRI is celebrated, the vigour and tempo of work die down until the next phase of the programme.

The informants also felt that the Ministry has adopted the practice of setting of Performance targets by staff and the drawing of work plans which are all drawn from the Strategic Plan of the Ministry and from the Annual Performance contracts of the Minister with the Prime Minister. This has ensured that each individual officer's role and responsibility has clearly set out his individual work plan. At the end of the financial year, each officer is evaluated along the targets he has set. The informants felt that it is now not the service delivery of yester years, where Public Servants were subjected to carrying out routine process work which were not clearly specified. Each officer has now to account for his inputs on a daily, quarterly and annual basis and be evaluated and scored on his performance levels. These existing structures aligned well with the RRI initiatives and has accordingly improved service delivery in the Ministry.

#### **4.3 How RRI makes a difference in Civil Service (MEMR)**

They were of the view that RRI should be institutionalized and fully aligned with operational procedures and processes. They were also of the view that the budgetary process should be harmonized with RRI action plan.

The Civil Service has for long been accused of being immune to change and poor at service delivery. According to an informant, RRI has reversed this trend and perception by expediting service delivery in the MEMR, and brought to public attention many positive changes that go unrecognized. Informants were also

unanimous in the belief that RRI has engendered a sense of apprehension for service delivery and that Public Servants are now fully aware of their roles and responsibilities and the need to see results at the end of a working day.

The informants also felt that RRI has fostered team work and has reduced the perceived boundaries in relation between the Managers and employees. During its implementation in HRM Division for instance, all members of the division were grouped together irrespective of the Job Groups and were required to discuss and come up with suggestions on how best to undertake the RRI. Each team member was assigned tasks and was given timeline within which to give the expected results. This, the informants said ensured accountability and responsibility and greatly inspired the participants.

The informants from Procurement said that RRI fostered team work in their operations. This was through the disposal Committees and also ensured accountability through recording and verification of assets. Decision making was also improved through the Board of Survey team which composed of members from all Departments in the Ministry and the Technical people from Procurement. He also said implementation of RRI encouraged feedback in that there were detailed report on identified assets for disposal. In the Finance and Accounting Department, the informants said that RRI has enabled them to process claims within a day and that the levels of voucher signatories were reduced because it was felt that this

encouraged delays and malpractices. They have also adopted work plans and clearly identified the budgetary needs of various Divisions and Departments and have ensured that this is ring-fenced to control unnecessary expenditure.

#### **4.4 Fast Tracking Change in the Civil Service**

Informants agreed that changes have been introduced in the Ministry of Environment and Mineral Resources over the last couple of years that include institutionalization of Strategic Planning, Performance Contracting, Medium Term Expenditure Framework (MTEF), e- Government, Contributory Pension Scheme, Integrated Payroll and Personnel Data (IPPD), Service Charters, revised Code of Regulations, and a raft of initiatives associated with Results Based Management (RBM) approach.

These transformations are expected to precipitate change and impact positively on work culture, value for money, and value for the customer. RRI is essentially catalytic and as an expedition, vehicle for both process improvement and service delivery can be used to fast track institutionalization of any change initiative.

RRI as a new Performance Management tool has been able to some extent to change the pace and work behaviours of officers in the MEMR. The informants from Planning who works closely and reports to Public Service Reform Secretariat said that RRI has managed to breed a culture of team work as a result of constant

consultations in target setting, monitoring and evaluation exercise during the mid-100 days review and the 100 days RRI achievement celebrations where top management interact with other employees and take stock of what has been achieved and also set future goals.

An informant from HRM said that RRI has brought about competition between teams from different divisions and this has ensured a high performance levels because the team which secures 1<sup>st</sup> position is feted and celebrated and accorded certificate of recognitions.

RRI and other reform initiatives has encouraged most of the staff in the Civil Service to go on courses on performance improvement and other reform based courses.

This the informants say has greatly motivated the staff and has opened up their knowledge horizons.

#### **4.5 Information, Education, and Communication**

Apart from being an action plan rather than a project, the informants felt that the Rapid Results Initiative (RRI) has another difference: It has an in-built Information, Education, and Communication (IEC) component to enhance transparency and ensure that the public and clients are updated on progress in service delivery at all times. The new trend is further reinforced by direct involvement of the client in decisions that support service delivery. The informants were also of the view that RRI has refocused most employees to undertake trainings and course which will

enhance their performance. The RRI Programme brought out areas of strengths and weak points in all the employees.

#### **4.6 Employee Performance**

Informants noted that RRI has improved employees performance in the Ministry of Environment and Minerals Resources, in that it has managed to change and shape employees perception on service delivery. Proper service delivery is expected by the Kenyans citizens and is viewed as a contract between the Government of Kenya and its citizens. There is a conscious sense of urgency on the part of employees to deliver proper services as per their specific roles and responsibilities.

RRI has managed to breed a culture of team work as a result of constant consultation in target settings, monitoring and evaluation exercise during the mid 100 days review, and RRI achievement celebrations where top management in the Ministry interact with the other employees and take stock of what has been achieved and set future goals.

The informants noted that, the span of decision making has been opened up during RRI implementation in that all employees regardless of the Job Groups are involved in setting targets for themselves and providing solutions to problems associated with certain thematic areas. The Ministry has put in place the practice of setting targets and drawing work plans and evaluation of individual employees' performance through the Annual Performance Appraisal tool. The Performance Appraisal System is also

tied with HR services like promotion eligibility, the need for training if performance gaps are identified and sanction and incentive for poor or good performance respectively.

#### **4.7 RRI Challenges**

Informants noted that the implementation of RRI in the Ministry has met the following challenges:

- a) Financial constraints which meant that RRI activities are delayed due to delays in disbursement of funds by the Treasury.
- b) Inadequate facilities e.g. equipments, including printers, toners, vehicles etc
- c) Low morale since most of work continued over lunch hour and weekends are not paid for or lunch allowances provided.
- d) Lack of training and complete sensitization on RRI for the ministry staff which delayed its uptake
- e) Lack of synergy with other Government Reform initiatives. The Government bringing in many reform protocols to be implemented are leading to confusion and sometimes shelving of RRI initiatives.
- f) The informants also noted that there is little incentives to spur the public servants to fully embrace RRI and its virtues. There is lack of top management support and inadequate reward mechanisms.

## **CHAPTER FIVE: SUMMARY AND RECOMMENDATIONS**

This chapter presents a summary of key findings of the study and gives recommendations which are drawn from the findings.

### **5.0 SUMMARY**

Despite the marked improvement in the service delivery during the RRI period, (100 days) the survey reveals that the majority of staff in the Ministry of Environment and Minerals Resources are still not complying. There is need to consider that institutional capacity must be built. RRI is an excellent way to achieve process improvements that enhance productivity.

There has not been a comprehensive and thorough grounding of all employees in the RRI operations requirements like setting smart targets, work planning, and monitoring and evaluation mechanisms.

Rapid Results teams have so far been constituted in the MEMR to deliver sharply defined results and impacts to the citizens. In the process, the management skills of these team members have been enhanced. They have learned new ways of accomplishing and sustaining the results as well as team work.

There are a number of lessons that can be drawn from the experience of implementing of Rapid Results Approach in the Ministry; these include enhanced achievement of performance targets, change from 'business as usual', attitude to

presentation of results, teamwork orientation to implementation of plans and strategies.

In addition, emerging good practices since the RRIs was launched is feeding into the scale-up phases undertaken or being undertaken. Key components that have been emphasized during this period as observed by the respondents include:

- a) Monitoring and Evaluation & Performance management for results: this is in line with the National Performance Management Framework (NPMF) and the National Integrated Monitoring and Evaluation System (NIMES). To this end, the Ministerial Management Units (MMUs) and the Ministerial Reform Units have played a heightened roll in the initiation of RRIs and in their management during the implementation process.
- b) Transformative leadership and Capacity Building: with the increased demand for roll out of RRI during this period, the coach leverage has increased emphasis on the leadership group to drive and manage the initiatives. This has created RRI champions within the Ministry.
- c) Information Education and Communication (IEC): increasingly a thematic area in IEC has been created. This focuses on enhancing both internal (within the institution) and external (from stakeholders e.g. customers) interaction and feedback.

Originally conceived as a project management tool, Rapid Results Initiatives is now being applied widely in various areas of service delivery in the Ministry. The tool is extremely robust and versatile and has been proven to lead to improved performance in service delivery, skills and confidence building in the ability to achieve results, as well as enhancing creativity.

- d) The RRI instrument has brought on a sense of shared vision across the public services and has increased a shared understanding of national priorities by the entire Public Service body.

The informants also clearly underscored that the implementation of RRI has spurred them to perform better in that the goals under RRI are clear, and that they knew in a hundred days what they needed to demonstrate to indicate achievement of the goal.

There was a great sense of empowerment and accountability on the part of each individual who is involved in RRI. This enabled participants to commit themselves more knowing that at the end of the exercise, they will take the credit or suffer the shame and consequences of failure.

The informants also emphasized the ethical dimensions of service delivery in the Public Service. One of the running themes in all the RRI activities is the delivery of services in line with standards set in the public officer Ethics Act 2003. The public service values of integrity, courtesy, professionalism, teamwork transparency, patriotism and respect for national diversity formed the bylines along which RRI

implementation was effected. Therefore, these ethical issues were sharply focused on and has strongly changed the attitude and mien of the Public Servants according to a response by the senior Economist in the Planning Division.

## **5.2 Recommendations**

Given the challenges facing the Ministry, there is need to look into staff levels in line with its Strategic Plan. This calls for the availing of right caliber of employees in adequate numbers and who should be properly deployed. This will lead to effective and efficient service delivery, quality leadership and team work in the Ministry. Both short and long term training in various areas as per the training needs assessment is a key requisite and should therefore be clearly reflected, with budgetary allocations in the strategic document.

Informants observed that policy guidelines should be issued on all matters pertaining to the Ministry's effort to deliver effective, efficient and timely services. These should include among other human resource financial matters and organization structures of the Ministry. This will enable effective and responsive communication and coordination in the system. Adequate funds should be allocated to enable the Ministry carry out its functions in accordance with its Annual Work Plans. There is need for realistic funding of the Ministry's programmes at all levels and stages if the mission stipulated in the Strategic Plan is to be achieved.

The Government is required to come up with harmonized institutional arrangements. The Ministerial Management Units and Central Planning Unit in the Office of the President should be streamlined such that some of them can be collapsed and come up with one central body which co-ordinates, monitors and regulates the Public Service performance.

The current bureaucratic systems/operating procedures need to be opened up and the layers reduced. Procedures, roles and regulations are currently a great impediment to service delivery because they curtail creativity and constrict the span of control of the various levels of Public Servants. There is therefore need for legislative, regulatory and polity reforms where new laws and rules that facilitate faster and effective service delivery is entrenched.

There is also need to promote civil engagement through stakeholder partnership policy arrangements and improve Government responsiveness to Kenyans, as the key stakeholders, through the adoption of appropriate information, education and communization strategies.

There is need to build an esprit de corps within the Public Service that reinforces the importance of a common strategic direction, shared values and ethics and collective responsibility is urgently required. Through a result based management approach, the programme will re-establish a cohesive Public Service leadership and strengthen governance.

It is also recommended that to enrich the spirit of RRI further and entrench it, there should be consistent review and enhancement of organizational structure, management systems and work processes to ensure that they facilitate cost effective service delivery.

The top management in Public Service governance structure should be able to provide leadership on the implementation and application of the integrated Performance Appraisal Systems in Ministries/Departments and State Corporations including ensuring consistency and performance standards in work planning, staff development, monitoring and evaluations. This will give clear guidelines on the identification of high achievers and poor performers.

The Government Ministries should develop and implement Ministerial and State Corporations: Information, Education and Communication strategy on the programme of work which targets both the external and internal stakeholders including staff. This framework should be used as a working guide in the day to day operations and should be properly cascaded to all levels of operations in the Ministries and Parastals.

The RRI should also be fully integrated and built into the Vision 2030 protocol which forms the vision in the Governments' Strategic Plan to become a newly industrialized, middle income country providing high quality life for all its citizens by the year 2030.

There is also the need to scale up and strengthen the capacity to satisfy the continued demand for result. Therefore, there should be capacity within Government to feel the urgency for delivering unusual results not only in response to one-off crisis but in a sustained manner.

Demanding results without rewarding and recognizing performance can lead to cynicism and demotivation. The Government should therefore provide visibility and afford bragging rights to teams and group that deliver unusual results. It should thus put in place a competent reward system that recognize the positive outputs and also sound sanctions systems to check poor performers.

The Government should also put mechanisms in place that look out for reformers and nurtures mindset of result orientation which will go along way in ensuring a place for these reformers to push the reform agenda and implementing the institutional frameworks needed for sustainability and scale up of the initial results.

### 5.3. Areas for Further Research

Finally, this study would be enhanced if a similar study could be carried out using a bigger sample drawn from various Ministries and Government Parastatals. This once done, intensively will give broader perspective of the impact of RRI on service delivery in the entire Public Service.

A comparative cross-country survey can be carried out to assess whether there has been a successful scale up of the 100 day Result period into an everyday Results

Initiatives. This will bring out the unique experiences which make certain countries succeed and others to falter.

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## APPENDIX 1: RRI INDEPTH DISCUSSION GUIDE

- Do you think service delivery has improved in the Public Service for the past years?
- What about the service delivery in the Ministry of Environment and Mineral Resources?
- What measures have been put in place to ensure that satisfactory service delivery is maintained in the Ministry of Environment and Mineral Resources?  
*(Probe for RRI)*
- Have you heard of RRI?
- How long has it been in operation?
- Do you think all the departments in the Ministry of Environment and Mineral Resources have been involved in RRI activities?
- Has RRI improved employees' performance in the Ministry of Environment and Mineral Resources? *(Probe how)*
- Give examples/areas where RRI has fostered improvement in the Ministry of Environment and Mineral Resources. *(Probe for team work, accountability, decision making, feed back mechanisms etc)*
- What challenges has RRI met in the Ministry of Environment and Mineral Resources since inception?

- Are there any other initiatives that can help improvement of service delivery in the Ministry of Environment and Mineral Resources? (*Ask for any suggestions/recommendations of RRI*)

## APPENDIX 2: LIST OF KEY INFORMANTS INTERVIEWEES

1. Dr Richard Sigei Senior Economist - Planning Department
2. Mr. Richard Sigilai, Senior HRM – Human Resource Management Department
3. Mr. P. Olando, Principal Accounts Controller – Accounts Department
4. Mr. Reuben Mwaura, Principal Procurement – Procurement Department
5. Mrs. Carole W. Mugwe, Ag Deputy Director Human Resource Management-  
Human Resource Management Department