Change Army: The New Face of Modernizing Civil Service in Ethiopia

Gebre Miruts and Nigussie Daba
Ethiopian Civil Service University, College of Leadership and Governance, School of Policy Studies

ABSTRACT*: It is believed that a modernized civil service is imperative to bridge governance dynamics with public interest. The Ethiopian government has introduced the change army scenario as a new modality to modernize the civil service. However, some empirical evidence indicates that though the new scenario is introduced, the civil service effectiveness is inhibited by many administrative bureaucracies. Therefore, the objective of this research is to examine the practice of the change army scenario in Addis Ababa. The relevant data was collected both from primary and secondary sources. The factors that impede the practice of change army were identified and concluded that regardless of the institutional framework in-place and some positive changes that can be cited, the application of the change army scenario is highly inhibited by misunderstanding and poorly leading the way; the application of change army is not uniform across the civil service institutions and the new scenario is not internalized; better performers are not rewarded and there is also lack of appraisal uniformity. Celebration of success is almost not practiced. Hence, the reality of the change army concepts and goals needs to be well communicated. Follow-up should be in place to make uniform the application of the new practice. Civil service leaders and process coordinators have to internalize and play their active role in leading changes.*

KEY WORDS*: change army, group dynamics, modernizing civil service, civil service reform*

INTRODUCTION

In today's world, modernizing civil service institutions is more than just a government necessity. This is due to the fact that, civil service organizations serve as a link between political representation of national aspirations and citizens' daily lives. The civil service, according to Jamaica's Cabinet Office (2003), translates visions and needs into policy, policy into programs and objectives, objectives into goals, goals into action, and action into results that matter to people and meet the needs of the country. Since the early 1980s, the civil service reform and modernization agenda has emerged with the newly adopted New Public Management Model as an innovative insight into the optimal organizational arrangement and techniques of institutional management. The NPM Model was desired as an alternative to traditional hierarchical and authoritative government administration (Vidaeak, 2000). Civil service reform is a difficult task for both

44

developed and developing countries. Employers, patronage, and authoritarian rules exemplified African governance. The high degree of centralization in the decision-making process also jeopardized bureaucratic rationality (Lane, 1997).

According to Polidano (2001), the concept of NPM is broad and multifaceted. However, both supporters and detractors agree that the NPM is universal. One of the most visible and comprehensive areas of administrative reform is civil service reform. Governments all over the world have attempted to modernize their civil services by instituting new administrative procedures. The need for civil service reform, as stated in many literatures, is either to modify a part of a system or to repair the entire system in the civil service. Hence, modernizing the civil service cannot be achieved solely through reform of the government bureaucracy. Rather, when the logic behind teamwork is considered, it can be fruitful. As a result of the change army scenario, understanding how teams and teamwork can be defined, and how teamwork is done in various government sectors, is essential. Teamwork proponents emphasize the importance of teams and emphasize the importance of a team having a high degree of autonomy.

A successful performance usually necessitates interaction between individuals who work as a team, pooling their resources in terms of knowledge, abilities, and experience to achieve a common goal. Teamwork is widely recognized as a powerful and effective method of achieving difficult goals through the collaboration of various individuals. Individual performance suffers when there is no support or cooperation from others who share the same responsibilities (Mackin, 2007). Taking into account the civil service modernization agenda, the Ethiopian government has taken the initiative of reforming the civil service since it came to power in 1991. The goal of reforming the old civil service system was to avoid undesirable practices that hampered public service delivery as well as the country's socioeconomic development. The May 1991 change of government (from Socialist to Federal) marked a watershed moment in the civil service's ability to respond to a slew of new political and socioeconomic changes in the country (AH Consulting, 2010). With the goal of establishing a multiparty democracy, the government implemented continuous reforms to modernize the civil service system.

The change army scenario in Ethiopia with one-to-five teaming is part of the spectrum of teamwork and group dynamics. However, the modernized civil servant, such as the Ethiopian change army scenario with the one-to-five discipline, must be uniquely designed to produce self-active but accountable, self-responsible but team-oriented, leaders but integrated into networks, flexible but with clear targets, professionalized but open to new ideas, and resilient to the new wave of civil service modernization (Hill, 2006).

In three stages, the Ethiopian government attempted to reform the civil service. The first phase (1991-95) was a structural adjustment program that transitioned the state from a socialist and unitary system to a market economy and federal system. The second phase (1996-2002) focused on strengthening the civil service's capacity to promote democracy, good governance, and support the government's socioeconomic development policies and the development of the private sector,

45

while the third phase (2003 to date) has placed a strong emphasis on improving service delivery quality. Ethiopia's agenda for quality service delivery was purposefully designed to strengthen public institutions by launching the Change Army (a more collaborative approach), improving managerial effectiveness, and empowering private and civic society organizations, and higher education (Tilaye, 2007).

Despite the fact that the government designed civil service reform programs to address inefficiency and ineffectiveness in civil service institutions, studies on civil service reform and human resource management, as well as government reports, demonstrate that government policies and strategies were poorly implemented (Nigussie and Mberenguwa, 2009, Mberengwa and Nigussie, 2011and Gebre, 2014). With a few exceptions, existing studies on Ethiopia's civil service reform were insufficient to investigate civil service performance, and all of the findings focused on the immediate causes of ineffective civil service reform implementation rather than their root causes. Therefore, the objective of this study was to conduct a critical assessment and explore the role of the change army as a new face of modernization for civil service organizations in Addis Ababa. Based on this main objective, the study addressed the following specific research questions:

1.   How is the Change Army scenario implemented in Addis Ababa?
2.   What practical implementation challenges are facing the Change Army scenario?
3.   How does the level of support and commitment of leadership look like in the study area?

LITERATURE REVIEW

Transformational Theory
The formation and modification of a new form of function is referred as transformation. Transforming is the process of creating something new that has never existed before and cannot be predicted from the past, with the goal of creating a new future. It is based on mastering a system of profound knowledge and acting with knowledge and courage (Kollmorgen, 2010). Transformation occurs when leaders create a vision for transformation as well as a system to constantly question and challenge beliefs, assumptions, patterns, habits, and paradigms with the goal of developing and applying management theory through the lens of the system of profound knowledge.

A profound change in structure occurs during system transformation, resulting in the creation of something new. Transformation occurs through a system of ongoing questioning, challenging, exploration, discovery, evaluation, and creation of an organization's management theory and application, beginning with the realization that the organization's current thinking is insufficient, limiting, flawed, or even destructive. As a result, there is no known destination in transformation, and the journey has never been traveled before. It is a risky and unpredictable situation. It welcomes new learning and takes action based on new discoveries (Ronald and Linsky, 2002). The theory also claims that team building is the process of enabling a group of people to achieve

their objectives (Kollmorgen, 2010). As a result, this theory aids in determining whether the change army scenario plays a role in transforming the public sector or not.

New Public Management Theory
During the last decades of the 20th century, there has been a remarkable change in the roles of government in different societies as a shift from the ineffective traditional public administration to the newly emerged market driven model that is the NPM (Ali, 2004cited in Gebre, 2014). The fundamental nature of NPM can be described by the new trends in public administration importing some important private sector values into the public arena, like efficiency, effectiveness, flexibility, openness, result-oriented management, more active control based on the preset output indicators, and accountability to enhance quality service delivery (Polidano, 2001). The theory captures the basis of institutional and organizational restructuring as an attempt to raise its performance by improving the quality of service delivery.

The NPM theory is an effort to improve government service delivery to the public. The NPM was also considered as a paradigm shift from autocracy to democracy, creating political pluralism. It has become a path through which democratic governance will transform into better governance that will lead to public policies that are technically efficient, effective, and responsive to the needs of the public (Polidano, 2001). It asserts a motivational environment in which leaders are given flexibility to use resources but are held accountable for results. Top-down controls are replaced by a bottom up focus on the results. Encouraging the civil service to innovate in many parts of the world is the emerging focus on client orientation and result based accountability (Ali, 2004).

This way of thinking also provides high-quality services, decentralizes government organizations to reduce centralized control, and measures and rewards group and individual performance. The New Public Management perspective is commonly associated with action-oriented idioms such as public service revitalization, paradigm shift and reengineering, organizational transformation, total quality management, empowerment, entrepreneurship, empowering, results-over-process, and so on (Ewalt, 2001). Besides some scholars, such as Christensen and Laegreid (2001), the philosophy of NPM is loose and multifaceted; the standard targets of the market oriented model are not met, resulting in some complexities in implementation. In contrast, NPM can be used in both developing and developed countries (Polidano, 2001). As a result, the NPM theory can be applied to investigate the effective implementation of the change army scenario in relation to the research area.

System Theory
System theory focuses on how the parts are organized and how they interact as a whole. The properties of a system are determined by how the parts are organized and how they interact with one another. Consensus building is critical in the decision-making process when teaming. The teaming process is reflected in team decision-making and accountability. This stems from the fundamental belief that we are smarter as a group than any of us individually (Mackin, 2007).

47

Change management is then defined as the process of planning, coordinating, implementing, and monitoring changes that affect any production platform under the control of the civil service.

The goals of the change management process are to ensure that changes are implemented with as little disruption as possible in organizations, to support the efficient and appropriate handling of all changes, to provide accurate and timely information about all changes, to ensure that all changes are consistent with business and technical plans and strategies, and to provide additional functionality and performance enhancements to public sector systems (Reem, 2010). To ensure the team's performance measurement indicators, system theory suggests establishing a strong and interconnected organizational structure.

Conceptualization of Change Army

Although many organizations have implemented teaming components, they have yet to reap the full range of potential benefits (Mackin, 2007). Governments in the modern world are seeking administrative reform and system transformation. Governments such as Ethiopia want to modernize their civil service by reforming their administrative structures as part of their national transformation agenda. Governments in developing are observed when practicing teamwork and group dynamics in this manner.

The change army scenario in Ethiopia with one-to-five teaming is part of the spectrum of teamwork and group dynamics. However, the modernized civil servant, such as the Ethiopian change army scenario with the one-to-five discipline, must be uniquely designed to produce self-active but accountable, self-responsible but team-oriented, leaders but integrated into networks, flexible but with clear targets, professionalized but open to new ideas, and resilient to the new wave of civil service modernization (Hill, 2006). According to the Ministry of Civil Service (2014), the intention of the Ethiopian change army scenario is to build a change army team of one to five teams. The goal is to build a strong team that can act as a backup armed force if the intended goals are not met. As a result, one of the distinguishing features of the change army scenario is that, while teaming is a shift in organizational culture, the change army goes beyond team building by requiring employees to apply some basic disciplines of military science, such as acting as a standby-armed-force.

RESEARCH METHODOLOGY

To analyze the change army scenario in public sectors of Addis Ababa, the research employed both descriptive and exploratory research design, concurrent mixed methods of both quantitative and qualitative, both primary and secondary data sources, four bureaus, two sub-cities, four *Woredas, and* 16 sector offices, and using methodological formula, 384 samples were used for the study. Therefore, to describe the numeric assumptions, percentages, cross tabulations, and chi-square tests were used. On the other hand, data collected from qualitative data was coded and transcribed into texts and analyzed by content analysis and narration. Subsequently, results obtained both from qualitative and quantitative data were mixed to compare results. By

48

interpreting declarations and document analysis, a relationship between data and variables was identified, and all necessary data was synthesized, analyzed, discussed, and narrated.

DISCUSSION AND RESULTS

The Change Army Scenario and Its Concept

The legal foundation of the change army is clearly defined in the change army formation manual prepared by the Ministry of Civil Service in 2014. The change army scenario is introduced to modernize the Ethiopian civil service as part of the civil service reform. Though the word army proactively interferes with the civil code, the real concept used by the Ethiopian government is to show civil servants act as a standby military force towards the implementation of government policies and strategies. Hence, it is about a group of people organized as one standby armed force to perform organizational missions as effective as possible (Ministry of Civil Service, 2014). Respondents were consulted to share their understanding of the meaning of the description of what the "change army" really means. The result obtained was mixed. Most of the respondents failed to define the change army as stated in the legal document, and some assumed it was an instrument to facilitate ruling party politics. Most of the respondents (64.4%) defined the one-to-five team and the change army as one and the same. However, very few officials and process owners came up with the real definition of the new concept. This implies that the definition and concepts of the change army are not understood across the board.

The "change army" is comprised of various teams, according to the Ministry of Civil Service (2014). There may be at least one change army team, with one-to-five team arrangements within each change army. Each one-to-five team is also expected to have three to seven team members, similar to self-directed teams but distinct from cross-functional teams with eight to twelve members (Mackin, 2007). This helps to bring people from various work areas together at a similar level. As a result, the table below depicts the practical team building condition. In terms of baseline team formation, the majority of one-to-five team building compositions in Addis Ababa were department/process-based, which aligns with the change army team formation standards. The majority of respondents confirmed that the one-to-five team arrangement is department or subdivision based, as shown in table-1 below.

Table-1. Work Experience * One-to-five teaming composition Cross-tabulation

			The one-to-five teaming composition				
			Department based	Profession based	No formal system in grouping	Sector based	Total
Work Experience	1-5 Years	Count	103	35	24	15	177
		% within Work Experience	58.2%	19.8%	13.6%	8.5%	100%
	6-10 Years	Count	59	28	6	12	105
		% within Work Experience	56.2%	26.7%	5.7%	11.4%	100%
	11-15 Years	Count	17	6	11	3	37
		% within Work Experience	45.9%	16.2%	29.7%	8.1%	100%
	>16 ears	Count	27	6	1	4	38
		% within Work Experience	71.1%	15.8%	2.6%	10.5%	100%
Total		Count	206	75	42	34	357
		% within Work Experience	57.7%	21.0%	11.8%	9.5%	100%

Source: Field Survey, 2015

Furthermore, interviews and focus group discussions revealed that there is a formal arrangement in place to form a one-to-five team under each department. We can also see that the change army is department-based and has similarities with self-directed teams of employees (Mackin, 2007) who collaborate on a daily basis and are responsible for the entire work process, assume ownership of service, and are empowered to share various supervisory and leadership functions. As a result, in order to investigate the one-to-five team size in Addis Ababa civil service sectors, respondents were asked to explain their team size rationale, and figure-1 summarizes the stamina. The Addis Ababa civil service organizations are correctly applying the team size baseline

In Ethiopia, the one-to-five team size ranges from 3 to 7. Its goal was to build a team that understands and is dedicated to achieving organizational goals. Figure 1 shows that the one-to-five team size ranges from 4 to 6, with 5 being the most common. Nonetheless, during interviews with Woreda officials and process coordinators, there was some confusion about the team size and standard. This misunderstanding of standards resulted in the formation of one-to-five teams of varying sizes across sectors, with some organizations having more than seven members.

Figure 1. Team Members in the 1 to 5
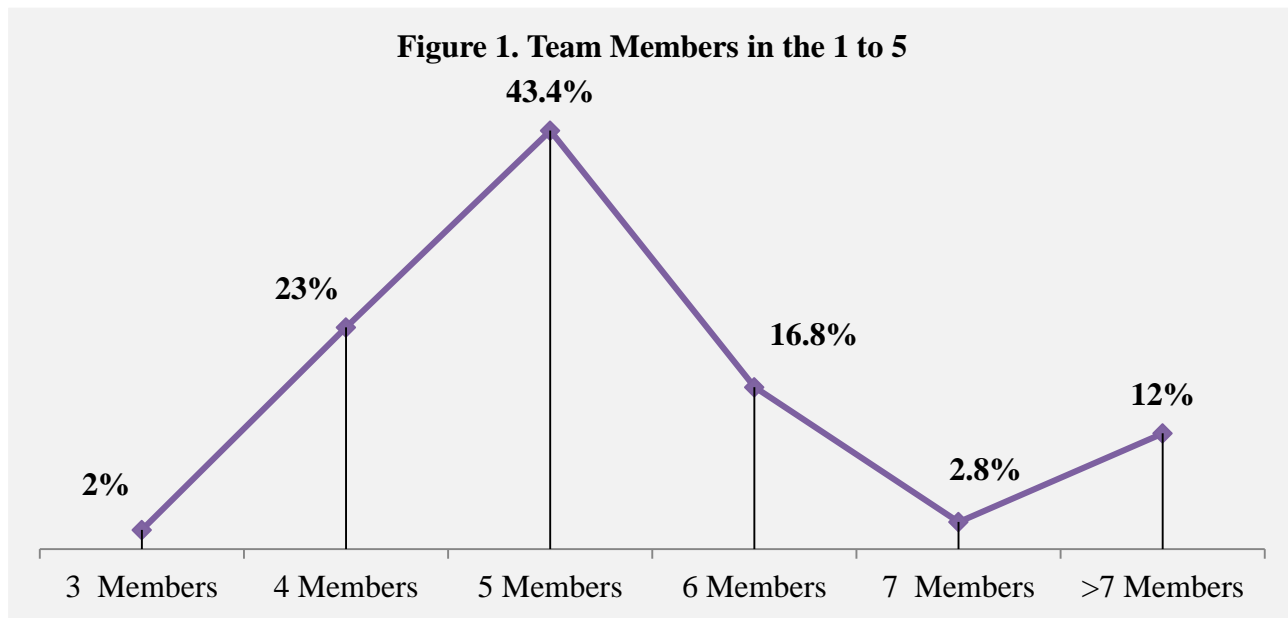
Source: Field Survey, 2015

The Modernized Civil Servant under the Change Army Scenario
There is an open secret behind the civil service reform that there is a promise to modernize the civil service all over the world. Governments use a variety of tools to accomplish this, like the change army scenario in Ethiopia. According to Hill (2006), the modernized civil servant is self-active but accountable, self-responsible but team oriented, leading the way but integrated in networks, flexible but with clear goals, professionalized but open to new ideas, committed but judging from afar, resilient to new modernization waves, and serving the common good. Table 2 summarizes respondents' opinions on change army's role in modernizing the civil service.

Civil servants in the modern era are responsive, innovative, and seek out opportunities to create effective changes. As a new face of Ethiopia's modernizing civil service, the change army is about being open to change and working smarter and more focused. The Addis Ababa change army, as summarized in table 2, shares some characteristics of modernized civil servants, such as being self-

active but accountable, self-responsible but team-oriented, leading the way but integrated into networks, flexible but with clear targets, and professionalized.

Table-2. Change Army *the new face of modernizing civil service*

Survey Statement	Scale				
	SA	A	NC	D	SD
The change army is self-active but accountable	22.1%	42.6%	1.7%	26.3%	7.3%
The change army is self-responsible but team oriented	34.2%	42.9%	.8%	19.0%	3.1%
The change army is leading the way but integrated in networks	33.3%	33.1%	.6%	28.3%	4.8%
The change army is flexible but with clear targets	26.9%	42.6%	1.7%	23.5%	5.3%
The change army is professionalized but open to new ideas	42.3%	36.1%	-	16.0%	5.6%
The change army is resilient to new modernization wave	33.3%	39.5%	2%	17.9%	7.3%

Note: SA: Strongly Agree; A: Agree; NC: No Comment; D: Disagree; SD: Strongly Disagree. Source: Field Survey, 2015

However, the change army lacks characteristics such as leading the way in an integrated network, accountability, and flexibility with clear targets, as raised by a significant number of respondents (33.1%, 33.6%, and 28.8%, respectively). This implies that the use of the Change Army as a tool to implement organizational goals was not consistent across Addis Ababa's civil service institutions. Similarly, the Pearson Chi-Square test result with a P-value of.000 confirms these arguments, as there was a significant difference in the perceptions of both sexes on the change army's self-responsible but team-oriented attitude.

Leading Change and Leadership Commitment

Leadership support and commitment are indispensable for building a strong change army and encouraging employees to work in teams. A change army leader must recognize that the one-to-five teaming is a cultural shift that requires developing awareness in both the change army as a tool and a culture shift, acquiring knowledge and understanding about how change army teams work, learning skills to perform new teaming behaviors, and internalizing attitudes and beliefs so that change army teaming becomes a way of life. As a result, leadership is essential at each of these stages. As a result, the most common cause of team failure is a lack of leadership support. The following data, based on this supposition, puts this reality to the test.

Table-3. Sex * Knowledge of leaders about change army Cross-tabulation

Respondent by Gender	The knowledge of leaders about change army					
	Very low	Low	Medium	High	Very High	Total
Male	13.3%	10.3%	42.6%	24.6%	9.2%	100%
Female	6.2%	20.4%	38.9%	24.7%	9.9%	100%
Total	10.1%	14.8%	40.9%	24.6%	9.5%	100%

Source: Field Survey, 2015

Institutional transformation and new organizational changes require effective leadership to understand the new directions and generate momentum. For institutional transformation and new organizational change to be successful, the new direction (the Change Army scenario) must be reflected in the behaviors and attitudes of all concerned bodies. Civil servants must set an example based on their knowledge. As shown in table 3, the change army scenario has not been internalized, and civil service leaders are not well-informed about the scientific logics of the new practice (change army) because leaders' knowledge of change army is limited (40.9%). In addition to the average knowhow, poor knowledge is also observed (24.9%) in the civil service leaders of Addis Ababa. This implies that civil service leaders are leading the way with limited knowledge.

The results of the Pearson Chi-Square test were used. The result shows a significant difference between the sexes in leadership knowledge of change in the army with a P-value of.000, which is <0.05. Similarly, leadership commitment was assessed and found to be unimpressive. Civil service leaders are expected to commute towards the effectiveness of the change army, but data collected shows that the leadership commitment to support the implementation of the change army is moderate (39.2%). The successful execution of the change army scenario necessitates a high level of leadership support and commitment. However, leadership commitment to the new practice is low (24.1%), necessitating a careful attention. The difference in commitment between leaders in implementing the change army scenario was also significant. Nevertheless, the change army has somewhat improved implementation of public policies in Addis Ababa as indicated by (61.1%) of the respondents.

The Role of Civil Service Managers in the Change Army
Managers in the civil service are expected to recognize and contribute to the effectiveness of the change army. Leaders at any level of civil service organization should be well informed during policy implementation and should be able to harmonize strategic participatory planning, inter-organizational communication, effective monitoring and evaluation systems, set complaint handling mechanisms, and provide a reliable and relevant reporting system (Ali, 2004). Participants were asked to share their surveillance, and the table below summarizes the performance of the civil service official.

The ultimate goal of exemplary leadership in government policies, strategies, and programs is to provide quality services and increase productivity in order to satisfy the public interest. According to numerous studies, effective implementation of new practices necessitates political commitment and top-down support. The top management reform sub-program and the change army were introduced as important components of the civil service reforms in Ethiopia in general and in Addis Ababa in particular. As a result, civil servant respondents were asked to discuss the role of civil servant managers in implementing the new agenda.

Table 3 summarizes how Addis Ababa civil service managers inspire army team members to change for better performance, and how team leaders genuinely care about each team. Despite such positives, a significant number of respondents (35.3% and 37.6% respectively) expressed

53

concerns about their teams' lack of inspiration and leadership. On the other hand, the majority of participants (64.1%) stated that Addis Ababa civil service managers do not recognize or reward the better performers in one-to-five teams, and 65% stated that civil service managers do not reward the better performers in civil service organizations.

Table-3. Leadership role in build the change armies

| Survey Statements	Scale				
	SA	A	NC	D	SD
Managers inspire team members	17.9%	45.9%	.8%	28.3%	7%
Team leaders really cares about each teams	15.4%	45.9%	1.1%	30%	7.6%
Managers recognize/reward better team	9.5%	25.8%	.6%	50.4%	13.7%
Managers/leaders reward better individuals	9.5%	24.9%	.6%	52.7%	12.3%
Leaders decide everything on his/her own	10.9%	23.8%	1.7%	55.2%	8.4%
Leaders have good techniques of handling team	8.4%	35.9%	1.4%	45.7%	8.7%
Army leader has a good skill of listening to teams	14%	38.9%	2%	36.4%	8.7%

Note: SA: Strongly Agree; A: Agree; NC: No Comment; D: Disagree; SD: Strongly Disagree
Source: Field Survey, 2015

Similarly, as shown in table-3 above, the participatory decision-making process in Addis Ababa was better because the majority of participants (63.6%) disagreed with the one-man show approach. 52.9% of respondents agreed that the change army leaders are good at listening to and dealing with difficult team members. However, the majority (54.4%) claim that the application of conflict resolution techniques within one-to-five team members and was ineffective due to team leaders' poor conflict resolution skills (46.5%). This implies that, while Addis Ababa city civil service leaders are good at listening and participatory decision making, they are not without limitations.

Performance Appraisal and High Performer Nomination
The ideal approach of NPM is the inception of some private sector disciplines into the public sector, in which the performance appraisal of civil servants is accepted. The positive aspects of measuring civil service performance are critical to civil servant motivation and serve as a strategic tool for raising overall government service standards and increasing institutional accountability (Redman and Wilkinson, 2001). As a result, the performance of the stand-by change army must be evaluated. Contributors were asked to share their experiences in order to investigate the practices of change army performance measurement, and the following figure depicts the reality.

Figure 2. Performance Measured Properly on Time
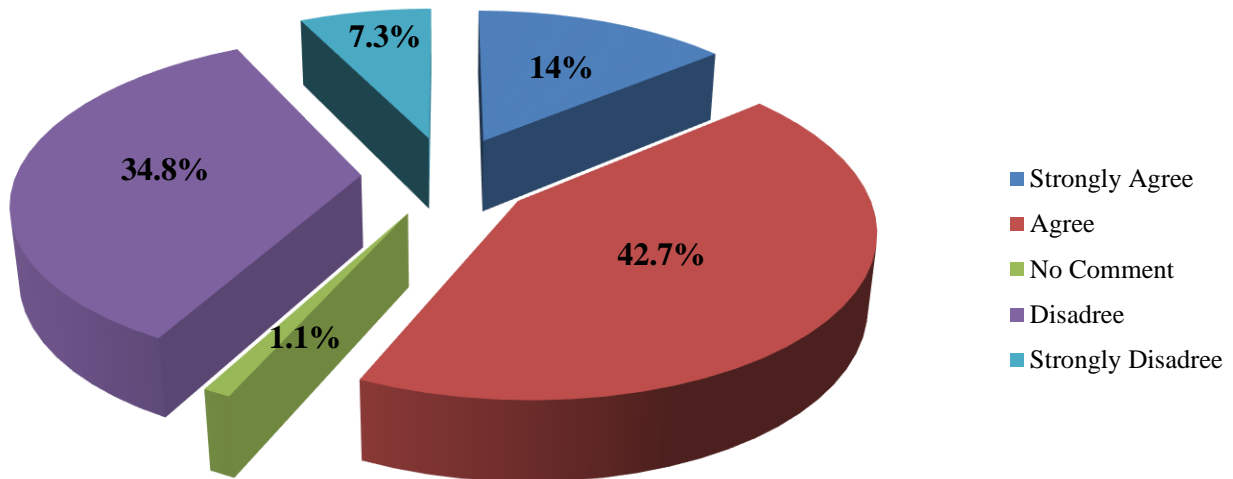
Source: Field Survey, 2015

In general, change armies' performance appraisal and feedback should be a continuous process, and the periodic formal performance appraisal is justified to review change armies' performance once a week and make appraisal uniform for all individuals in the work unit (Ministry of Civil Service, 2014). Figure 2 shows that the performance appraisals across civil service organizations in Addis Ababa were completed on time. Despite some notable achievements in measuring the performance of the change army, there is still much work to be done. According to the above data, 42.1% of participants questioned the effectiveness of the appraisal system.

According to the key informant and focus group discussion results, both the one-to-five and change army teams evaluate their performance once a week and select the highest performer for that week. However, the researchers discovered a lack of consistency across civil service organizations and Woredas. Some evaluate their day-to-day performance weekly, selecting the best performer, while others do it monthly or even every six months. According to a Malay proverb, *"Every Man is Good At Something; It Is the Task of the Chief to Find It."* As a result, appraisers and supervisors must be aggressive in identifying individual talent in the civil service.

Celebration of Success to Honor the Heroes
Celebrating success is a way of recognizing accomplishments. It is an essential component of any successful group. Performance appraisal is an important tool for commemorating the fantastic achievement. People are motivated to stay involved in an organization when they can celebrate. As a result, there will be a need to motivate and reward high-performing civil servants at some point during the implementation of government policy in order to increase their effectiveness and efficiency. Motivation is concerned with the internal and external forces that influence an

individual's willingness and choice to engage in a specific behavior and action (Reem, 2010). Consequently, in order to boost morale, efficiency, integrity, responsiveness, progressiveness, and courtesy in the civil service, success must be celebrated in order to honor the heroes. In this regard, a hero servant values public trust and never exploits his position for personal gain. With this in mind, civil servants were asked to share their experience in this area, and the figure below depicts the practice in Addis Ababa.

Figure 3. Celebration of successes
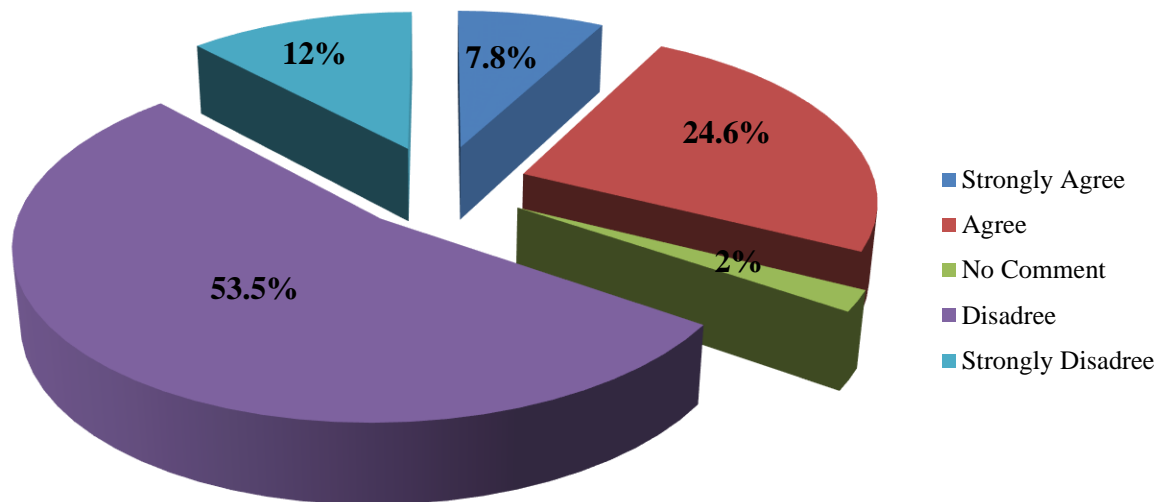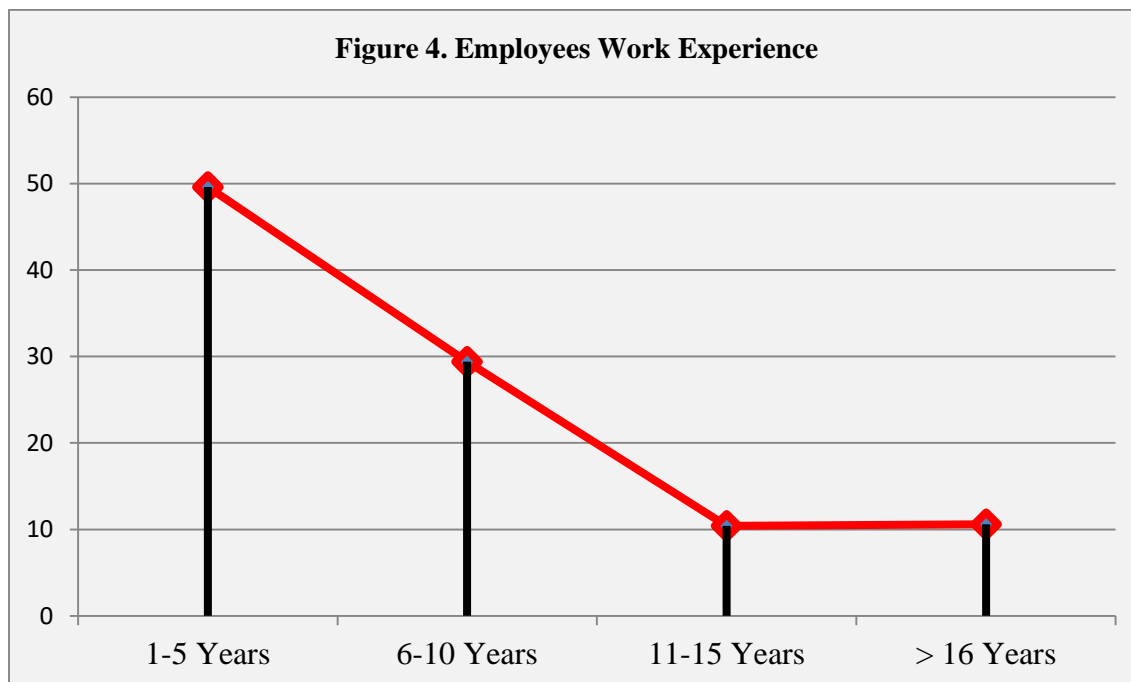

Source: Field Survey, 2015

The ideal approach of Ethiopia's change army assumes that civil servants must behave as a stand-by military army who is ready to win a battle. Heroes are always honored in the military. Similarly, after achieving some grand objectives, there is a need to celebrate success and recognize civil heroes (successful public servants). In doing so, defining civil service day is a prerequisite for practicing success celebration. The true goal of Ethiopia's civil service reforms is to transform public sectors by modifying parts of a system or repairing the entire system. As a result, measuring performance and recognizing high performers are among the long-term goals of the Ethiopian public sector in general, and of Addis Ababa in particular. As previously discussed, performance appraisal was widely used in civil service organizations, albeit not uniformly. Figure 3 above, on the other hand, shows that success was almost not celebrated. According to the data, the majority of participants (65.5%) disagreed with the practice of celebrating success.

Keep Hold the Change Army
The overall goal of civil service reform is to increase the efficiency and effectiveness of the public sector. As a result, when it comes to employee retention, civil service issues cannot be discussed

apart from government structures, particularly its forms of administration, level of merit system, de-politicization, and autonomy. This is due to the fact that civil servants are the lifeblood of the day-to-day institutional activities that provide quality service and implement government policies and strategies (MDGD, n.d.). Though there are numerous reasons for public servant turnover, a poor working environment in government bureaucracy facilitates the departure of experienced and qualified professionals from an organization. In this regard, Addis Ababa's public servant turnover was extremely high. This logical argument is depicted in the figure below. As a result, if this trend continues, the city administration will lose its hardworking civil servants to carry out its development agenda.

Keeping hold of the change army is about employee retention, which entails taking steps to encourage public servant to stay with a company. Hiring is not as important as retention. This is demonstrated by the data in the figure below, which shows poor human resource management in Addis Ababa civil service organizations. The majority of civil servants at the Woreda level are inexperienced. Figure-4 below shows, nearly half of the public servant at the Woreda level has one to five years of work experience. This reflects the city's high employee turnover.

Source: Field Survey, 2015

An interview with civil servants and civil service officials at the Woreda and sub-city levels confirmed the existence of a high turnover of civil servants. Participants cited poor salary scale, unfavorable working environment (lack of staff lounge, poor transportation service, and freedom of work) and high work load but low pay as reasons for high turnover. As a result, the Addis Ababa city administration must consider employee retention issues at the *Woreda* level.

57

The Change Army with Clear and Shared Goals

The primary goal of the military force is incredibly clear in military science and is shared by all armed forces. Similarly, in order to be successful, the civil army must have clearly stated and shared goals. One of the most important aspects of team building is establishing clear and shared goals. People who are effective in this area are responsive, innovative, and on the lookout for opportunities to effect meaningful change. The primary issue that the new team leader should address when establishing a new modality, such as the change army teaming in Ethiopia, is to clarify the team's purpose and goals (Chi and Huang, 2014). The following table indicates whether or not team members shared clear goals. The Addis Ababa civil service organizations had a mixed response when it came to developing clear and shared change army goals. According to table 4, 36.7 percent of respondents believe the change army's goals are clear and shared. Nonetheless, a sizable proportion of respondents (42.6 percent) stated that the goals of the change army are somewhat clear.

Table.4. Sex * Does the change army have clearly stated shared goals in your organization?

Respondents by Gender	clearly stated shared goals				
	Yes it is clear	Somewhat clear	Not clear	I don't know	Total
Male	37.4%	45.1%	9.7%	7.7%	100%
Female	35.8%	39.5%	9.9%	14.8%	100%
Total	10.9%	42.6%	9.8%	36.7%	100%

Source: Field Survey, 2015

The majority of the respondents said that the agenda is somewhat clear and shared that it shows that the agenda is incomplete and, at its most important, almost 10% of the participants confirmed that the change army goals are not clear. The issue was not well communicated to the implementers (change army members). In most cases, communication is top-down (not participatory) and the change army scenario is not integrated with organizational goals. Some one-to-five team members assume the change army as an activity by itself rather than a tool. This implies that many civil servants still do not clearly understand the mission of the change army.

Commitment of the Change Army members

According to Mackin (2007), team building is a cultural change as well as a tool, and in team work, team members must change the way they think and perform tasks. As a result, when professionals in the change army are encouraged to apply their knowledge, experience, and skills, a shift in attitude occurs, allowing them to commit to organizational goals. Concerning the commitment of the change army, respondents were asked to rate the extent to which army members' commitment is available, and the results are summarized below.

Table 6: Respondents Sex * Commitment of members in the one-to-five teaming is improved

| Respondent by Gender	Commitment of one-to-five Team Members					
	Strongly Disagree	Disagree	No Comment	Agree	Strongly Agree	Total
Male	3.1%	35.4%	.0%	44.1%	17.4%	100%
Female	4.3%	32.7%	.6%	46.9%	15.4%	100%
Total	3.6%	34.2%	.3%	45.4%	16.5%	100%

Source: Field survey, 2015

The fundamental nature of establishing the change army in Ethiopia was to modernize the civil service. The modernized civil service theoretical approach is dedicated to government policy implementation and is the sole promoter of sustainable development and quality service provision.Table-6 above explains that the level of civil servants' commitment in Addis Ababa is improving with the introduction of the change army scenario. For this reason, the majority of the participants (61.9%) confirmed that change army team members are highly committed. Though this can be cited as a positive achievement, the level of commitment within the change army team members still needs careful attention because 37.8% of the respondents have not accepted its uniformity across the Addis Ababa civil service organizations. From this, we can see that the level of commitment in the change army calls for more to be done.

Change Army Meeting and Agenda Setting
Meetings are a forum for participants to exchange ideas and share their experiences, and they can be viewed as learning opportunities. The format and content of agendas are critical to the success of team meetings. Similarly, in today's teams, participatory planning, execution, monitoring, and evaluation, as well as decision-making, are becoming requirements. Respondents were polled about their experiences, and the results are depicted in the figure above. The Addis Ababa civil service organizations do not hold their change army meetings on time. As illustrated in figure 5, 83% of civil servant respondents confirmed that the one-to-five teams met once a week. The qualitative data did, in fact, confirm this reality. Respondents were also asked about agendas and their contents, and the majority of them (66.7%) responded as appropriate, but it was mostly about job performance and public service delivery that was discussed.

Figure 5 Change Army Meeting
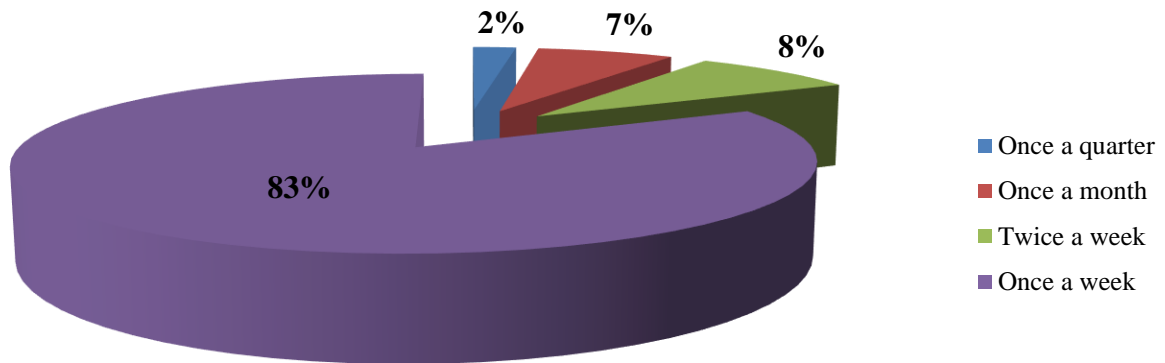
Source: Field Survey, 2015

Nonetheless, some respondents argued that the agenda was appropriate. The daily meeting, according to the majority of interviewees, including the process coordinators and focus group discussants, is nonsense, boring, and the topic of discussion is redundant. Furthermore, some of the participants mentioned that, due to the monotony of the daily meeting, some teams simply write a minute and sign it without any discussion. Finally, nonparametric correlation (Spearman) was used to correlate participation and team size, and the results are summarized in the correlation table below.

Table 7 Correlation between change army team size and the level of participation

		Level of participation	Change army team size
Spearman's rho	change army team size	-0.163^{**}	1
	level of participation	1	-0.163^{**}

**. Correlation is significant at the 0.01 level (2-tailed).
N= 357

Source: Field Survey, 2015

As can be seen from table-7, the association between the two variables is statistically significant with the P-value of .002 and their relationship is negative. This means that the larger the size of the team, the lower the level of participation. To be exact, when the team size is increased by one member, their level of participation significantly decreases by 0.163. This also implies that as the

60

size of the one-to-five teams increases in Addis Ababa, the participation of army members is negatively affected. Hence, adherence to the standard team size (3–7) is very important.

CONCLUSION

The purpose of this study was to investigate and evaluate the implementation scenario, as well as the role of the change army in the reforming and modernization of civil service organizations in Addis Ababa. As a result, the study discovered that the definition and concepts of the change army are not properly understood and internalized at all levels of employees and officials. The department-based one-to-five team and change army arrangements are similar to the concept of self-directed teams. The use of the Change Army as a tool to achieve organizational goals was not consistent across Addis Ababa's civil service institutions. Leadership commitment is low in Addis Ababa city administration because civil service leaders are leading the way with limited knowledge. In the study area, there was a lack of consistency in applying the change army with self-responsibility and team orientation, as well as in evaluating their performance to identify model performers. The communication system in change army teams was also poor, top-down, non-participatory, and disconnected from organizational goals. Even though participation in decision-making has improved, conflict resolution skills remain poor. The reward system is also unsatisfactory, which has resulted in high employee turnover, which has harmed the team.

Recommendations

Based on the findings, the following recommendations are made: Everyone should be aware of the change army's operating manual, which should also be documented. Because the concept of the change army scenario must be internalized by change army leaders and team members. Based on the baseline, the standard change army team size must be applied. Government officials and change army teams should focus on developing civil servants who are self-active, accountable, self-responsible, team-oriented, and integrated into strong networks. The change army leaders' knowledge gap about the new scenario must be bridged in order for them to lead by example. The one-to-five and change army teams' performance evaluations should be uniform across the civil service organizations. In the military, heroes are always honored after winning a battle. In a similar way, after accomplishing some grand objectives, there should be a celebration of success to honor civil heroes (successful public servants). The Addis Ababa civil service organizations should have to follow change army meeting as per the schedule and the agenda setting has to be appropriate and all encompassing.

REFERENCE

AH Consulting (2010). Independent assessment of the implementation of the civil service reform program in Ethiopia. Final report submitted to the federal democratic republic of Ethiopia ministry of Capacity Building. Addis Ababa, Ethiopia.

Ali, Mahgoub (2004). The Role of Public Sector Leadership in Fostering Socio-Economic and Political Development in Africa. Seminar on Public Sector Leadership Capacity Development for Good Governance in Africa. Kampala, Uganda

Cabinet office of Jamaica (2003). Modernizing the civil Service institutions through Teamwork. Jamaica.

Chi Nai-Wen and Jia-Chi Huang (2014). Mechanisms Linking Transformational Leadership and Team Performance: The Mediating Roles of Team Goal Orientation and Group Affective Tone

Christensen, T. and Laegreid, P., ed. (2001). New Public Management the transformation of ideas and practice, England: Ashgate Publishing

Ewalt Ann G. Jo. (2001). Theories of Governance and New Public Management: Links to Understanding Welfare Policy Implementation. Eastern Kentucky University

Gebre Miruts (2014). The Evaluation of Civil Service Reform Implementation in Ethiopia: The case of Tigray Region. PhD Dissertation at Ethiopian Civil Service University: Addis Ababa, Ethiopia.

Hill Hermann (2006). Current Trends in Public Sector Modernization. Speyer University, Germany

Kollmorgen Raj (2010), Transformation theory and socio-economic change in Central and Eastern Europe. A conceptual framework, Central and Eastern Europe, emecon.eu

Mackin Deborah (2007). The Team-Building Tool Kit Tips and Tactics for Effective Workplace Teams, Second Edition, New York

Mberengwa, Ignatius Nigussie and Daba (2011). The effect of business process reengineering on human resource management in Addis Ababa city administration. In Journal of Business and Administrative Studies Vol.3,No.2 PP 26-60.

MDGD (n.d). Civil service reform Working Paper

Ministry of Civil Service 2014. Federal Civil Service Change Army Development Manual. Ethiopia, Addis Ababa.

Nigussie Daba and Ignatius Mberengwa (2009). Capacity Building for Decentralized local Governance: The case of Adami Tulu Jido woreda and Ziway town in Oromia regional state, Ethiopia in Journal for sustainable Development in Africa Vol.11,No.1 PP 203-209,Clarion University of Pennsylvania, Clarion, Pennsylvania.

Polidano Charles (2001). Why Civil Service Reform Fails, Public Policy and Management Working Paper no.16, Institute for Development policy and Management, Manchester in

Reem Yair (2010). Motivating Public Sector Employees: An Application-Oriented Analysis of Possibilities and Practical Tools. Hertie School of Governance, Berlin

Ronald A. and Linsky (2002). Leadership on the Line, Harvard Business School Press, Boston

Tilaye Kassahun, 2007. Civil Service Reform in Ethiopia: Achievements, Problems and Possible Solutions. Proceedings of the First National Conference in Ethiopia. Addis Ababa, Ethiopia.

Vidaeak Igor (2000). Croatia: In Search of a Public Administration Reform Strategy.