USE OF THE KOTTER'S MODEL IN THE QUALITY AUDIT OF ORGANIZATIONAL CHANGES OF THE MOI OF SERBIA

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Abstract: Recent changes in the organization of the Ministry of Interior, which occurred at the end of 2018, imposed a need to check their effectiveness and justification. Without considering the question of what the political set is in power, the satisfaction of employees must be taken into consideration first and foremost. In particular, it must be borne in mind that, according to the data of some police unions, over 8,000 Interior Ministry employees have written complaints about new employment solutions. In order to check the quality of these changes, the Kotter's change management model was used to make them successful. Thirty years of research by leadership researcher John Kotter have proven that 70% of all major change efforts in organizations fail. Following the 8 Step Process outlined by Kotter, organizations can avoid failure and become adept at change. By improving their ability to change, organizations can increase their chances of success, both today and in the future. Without this ability to adapt continuously, organizations cannot thrive. Based on the changes that have been made, it can be determined whether they have been cosmetic, transformational or transactional changes. Or, maybe there were no changes.

Key Words: quality, change management, Kotter's model, employees.

INTRODUCTION

Job satisfaction is important in law enforcement because it promotes continuity of a professional and cohesive police force that works well together, follows proper policy and procedures and provides the services to the public. However, within the Ministry of the Interior of the Republic of Serbia, a relatively large

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number of dissatisfied members of the Ministry appeared at the end of 2018. Namely, then there were organizational changes and changes in job titles, as well as salary adjustments within the Ministry of Internal Affairs. The result of the above changes was that, according to some information, over 8,000 complaints from Ministry officials came to decisions on salaries and jobs.[3]

Without disturbing the correctness of these organizational changes, attention must be paid to how the changes were implemented, i.e. whether the procedure for performing quality changes is respected. Based on the opinion of the Serbian Police Trade Union, new solutions to many of the members of the Ministry were unknown at the time of the change, especially in terms of "unreasonable" coefficients (New coefficients, new systematization, 2018). The Government of the Republic of Serbia adopted the Rulebook on Internal Organization and Job Classification in the Ministry of Internal Affairs of the Republic of Serbia Int. No. 4685 / 18-13 of 13 June 2018 and Int. 01 No. 7777 / 18-5 of 30 July 2018 and Int.01 No. 11543 / 18-5 of 15 November 2018 and the Decree on the Salaries of Police Officers (Official Gazette of the Republic of Serbia No. 91/2018) and the Regulation on Career Development of Police Officers (The Official Gazette of the Republic of Serbia No. 42/2018 and 91/2018). Regarding the earlier systematization, in the new systematization, it refers to the harmonization of jobs in accordance with the nomenclature and the description of the jobs assigned to a single job directory, with the aim of achieving uniformity of salaries, status, benefits and access to the same or similar jobs or working positions.

Wage allocation for employees of the Ministry of Internal Affairs increased by 7.6% in total, although the number of employees in the Ministry was reduced by about 3.9%, compared to the same period last year, which leads us to a further account of 11.9% of the possible increase. Protesting meetings of police officers appeared in the organization of police unions. For example, 7 of the total of 16 police officers from the Prokuplje Police Administration have not yet signed a transfer to new posts, because, as they claim, they should have previously received remedial solutions that would clearly state the possibility of appeal, that is, the "legal remedy", which in no case happened (Mitić, 2019).

In addition, it is clear that a large number of employees, who did not complain, still provide the so-called "silent resistance" towards the new systematization and the rules governing the salary system. All these are clear indications that the change has not been prepared and done properly, and its quality is very questionable. In order to check the quality and validity of the implemented changes, that is, the most suitable model was used by Kotter's 8-Step Change Model.

Numerous research methods have been applied in the paper. The basis of the paper is dialectical-materialistic method. It is based on understanding of the world according to which phenomena in nature, in human society and in human opinion are qualitatively variable based on the struggle of internal opposites and are in a universal interconnectivity. It is in this research that this overall

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3 https://www.policijskisindikatsrbije.org.rs/, transmitted to the site 11/05/19

connection is visible through the relationship between the situation in society, the material status of police officers, employee satisfaction and organizational change. Also, within this paper, the modeling method, which primarily refers to the Kotter's model of organizational change, is pervasive.

The comparative method is very significant in the research, in order to compare the current situation and organizational changes in the Ministry of Interior with the established Kotter's model of organizational changes. The analytical-synthetic method is very important in terms of analysis-disassembly into parts (steps) of current changes and re-synthesis-reaching the overall conclusion about the derived strands.

Qualitative research is any research that does not include numbers or numerical data, but in this case, existing numerical data were used, which, as part of quantitative research, gives an insight into how successfully the changes have been made. An assessment of the quality of the changes is given through each of the 8 steps regarding the Kotter's model.Finally, content analysis, more as a technique than a method, was used to obtain the necessary and relevant data on the success of organizational change in the Ministry of the Interior.

RESEARCH RESULTS

Kotter's model of change management

Heraclitus, more than two millennia ago, said: "Change is the only constant." There are many theories about how to make a change. Many originate with leadership and change management advocate, John Kotter. World-renowned change expert, Kotter introduced so-called eight-step change process in his 1995 book, "Leading Change." His eight steps for leading change are as follows.

Step One: Create urgency. To make a change, it helps if the whole company really wants it. Kotter suggests that for a change to be successful, at least 75% of a company's management needs to the change. Step Two: Form a powerful coalition. It is required to convince people that change is necessary. Managing change isn't enough - need to lead it. Step Three: Developing a Change Division. Create a vision that will help guide the effort to change and develop strategies to achieve that vision. Step Four: Communicate the Vision. What to do with created vision it will determine success. Message is likely to have strong competition from other everyday communications within the company, so it needs to communicate frequently and integrate with everything that's doing. Step Five:

Empowering Broad-based Action. Establish a change structure and continually check for obstacles. Removing obstacles can empower people you need to make your vision, and this can help move ahead. Step Six: Generating Short-term Wins. Give the organization a sense of winning at the beginning of the change process. In the short term, you want to have the results that your staff can see. Without

it, critics and pessimists can hurt your progress. Create short-term targets - not just one long-term goal. Step Seven: Don't Let Up. Kotter thinks that many projects are failing because the victory is prematurely announced. The real change is deep. Fast wins are just the beginning of what needs to be done to achieve a long-term change. Starting a new product/service using the new system is great. But if you can launch 10 products/services, this means that the new system works. In order to achieve this rush, it must continue to seek improvement. Step Eight: Determine the Changes in Organizational Culture: Continuously make efforts to ensure that the change is seen in every aspect of an organization. This will help to make this change in the culture of an organization.[4]

It must work hard to successfully change the organization. When carefully planning and building a sound basis, implementation of changes can be much easier, and you will improve the chances of success. If you show too much impatience, and if you expect too many results too early, your plans for change will probably collapse. Make sense of urgency, recruit important leaders for change, invent a vision and communicate effectively, remove or obstruct obstacles, create conditions for quick success and build your momentum. If things are done, you can help make the change an integral part of the organizational culture. Then a final victory can be declared, and then you can enjoy a long-lasting change.

Content of organizational changes implemented
in the Ministry of Interior

Let's look at the whole process of change that has occurred in the last few years. Namely, the first announcement was that there would be changes in the Ministry of Internal Affairs in the course of 2015 and 2016 when changes in the domain of human resources in civil services and the application of salary grades were announced.[5] The application of the new method of calculating salaries in the public sector was expected since the Serbian Government had previously decided to postpone the implementation of the Law on the Public Sector Payroll System for 2020, as additional financial analyses are needed.

If we compare, in theory, the model of actual changes in the Serbian police and Kotter's model will determine the qualities of organizational changes. Primarily, it must be seen whether awareness of the necessity of change has really evolved. It is clear that the necessity of change was inevitable. The question arises: is there awareness of the urgency of change?

If we look at the statements of officials of the Ministry of Internal Affairs, it cannot be stated with certainty whether it was clear what kind of changes should

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4 http://www.kotterinternational.com/KotterPrinciples/ChangeSteps/Step1.aspx (accessed on: June 11, 2019)
5 The introduction of salary grades for employees in public services is envisaged by the Law on the Public Sector Payroll System and the Law on Public Servants, which stipulates that the same job in each pay service will be the same. Implementation of the regulations on salary grades is postponed until January 1, 2020.

be made. In addition to salary grades, the most frequent mention of the existing shifts in the police was the need for more efficient fight against crime. Of course, organizational changes that were particularly visible were changes in terms of the increase in the number of sectors within the Ministry, and especially the appearance of the Human Resources Sector. Also, the development of the Sector for Analytics, Telecommunication and Information Technologies and the Sector for International Cooperation, EU Affairs and Planning is very important for the country to oppose contemporary forms of crime. Indeed, the issue of human resources, as one of the most sensitive and especially evaluation of their jobs should have been solved at the end of 2018. It can be said that police top managers have understood that change is necessary, but whether they have fundamentally understood the way of evaluating and grading jobs is a big issue.

Assessing the Quality of Organizational Changes Implemented in the Ministry of Internal Affairs of the Republic of Serbia Using Kotter's Change Management Model

If we look at the first phase of implementation of the Kotter's model and the way in which the changes were made in MoI, it is clear that the top management wanted to implement the changes. However, it is not clear if it was a purely political decision. Developing awareness for rapid and necessary changes has existed, but whether consciousness was developed to improve the work and status of employees in the MoI is not very clear. So, as far as the first phase is concerned, it can be labelled as clear and pronounced, since it was announced through the mass media that changes are necessary.

The problematic part in the implementation of the changes themselves is that they were led by a foreign citizen, namely the one who made the changes within the Ministry of Defense and the Army of Serbia. It is clear that the Ministry of Defense and the Ministry of Interior are similar, but not the same. Also, the changes were led by a foreign national, which is questionable in terms of motives.

As stated, the second phase (stage) relates to the creation of a coalition and a change team. The Government, through the minister, managed to draft a change team. It is unclear whether, in addition to political support, the minister received the support of a professional circle of people. At this stage there are three sub-components, which team members must have in mind: interest, awareness and decision-making. Interest is the motivation or drive that triggers the research. Consciousness is the point in which a manager is aware of the various available approaches and has enough information to make an informed decision on the sustainability of different alternatives. The decision point ends the research phase and asks the manager to evaluate the available information (Ford *et al*, 1999). Support for change was not fully provided by most managers. There were working bodies and committees that held regular meetings and where a good deal of supporters offered support to the ingoing changes. Probably was missing a larger number of so-called operational managers, i.e. managers who are in direct

contact with perpetrators. There are certain opinions that leadership influences resistance. Oreg and Berson claim that staff in his studies demonstrated more resistance to change when the heads of organizations adopted less transformational leadership and were less receptive to change (Oreg & Berson, 2011). Perhaps this was the case here as well.

Is there a clear interest in the management of the Ministry? That part can be said to be indisputable, because on several occasions there was a willingness on the part of management to change something. Was there interest in the changes? This is debatable because individually there is no real indicator for this. Globally, this is an indisputable fact, as management has repeatedly pointed it out. The decisions made by managers do not indicate potential changes, as in many cases it was a matter of waiting and last-minute decisions were made. Often decisions did not indicate any substantial changes. So, since the decisions did not indicate potential changes, this step is incomplete and one cannot speak of creating a coalition for change. It is already clear here that changes are beginning to cascade in terms of quality.

The third phase refers to defining the vision and strategy of change. This phase of change management is essentially the most important, as it defines how the changes in the organization will be implemented. If we look at the activity of the Cabinet of the Interior Minister, it is assumed that a change management strategy has been made. What follows is: but what was the strategy? Strategic plan is a formal statement of a set of unambiguous goals and their linkage to the strategic objectives. In most organisations, there are several levels of strategy. Ministry strategic management is the highest of these levels in the sense that it is the broadest - applying to all parts of the organisation. Divisional strategic management tends to focus on particular executioner's segmentation and their needs. Both give direction to organizational missions, objectives, goals, values and culture (Crawford, 2013). It is clear that the change strategy did not produce a result, since: above all, the perpetrators, but also a large number of operational managers were dissatisfied with the way the changes were carried out.

If one looks at newspaper articles and other content of public opinion, one cannot speak of a publicly proclaimed vision and strategy for change. There is no publicly stated vision and strategy for change, which is mandatory in organizations. This is a significant step in making changes so that employees are prepared and given certainty about future positions in the organization. So this step is completely wrong.

The fourth stage is communicating about visions to gain others for change. De Jager states that good change is due to good communication (De Jager, 2010). However, others assert that communication during change which does not contend with emotions is too rational and disregards this key factor in change at its peril (Palmer *et al*, 2009). Utilisation of communication would force through change. Vision communication in order to get as many employees as possible for change is fundamentally poorly done because many managers were unable

to talk to their subordinates. The question is: why has this happened? There are several answers: the fear of losing the possibility of man-ablation to subordinates, ignorance, the fear of loss of workforce, the fear of losing their own position, etc. Of course, there are managers who have interviewed their employees and asked them for an opinion on new appointments, i.e. new jobs. In such cases, employees who were later dissatisfied with their status were almost non-existent or were exceptional cases. It can be said that this was a crucial moment, and perhaps a key stage in making changes.

In terms of communication and recruiting other employees for change, it is clear that in some organizational units they are well implemented and have not even been started anywhere. In addition, a large number of complaints were filed, as well as dissatisfaction with a large number of employees. This step in implementing change has been largely misunderstood, as apparently a large number of employees have been deprived by their superiors in communication and support to implement change.

Empowering broad-based employees is the next phase of change management. It implies that everyone, or the vast majority of employees, is familiar with the changes happening, as well as their own roles in them. The question arises as to whether all the managers talked with their employees and whether they tried to explain the reasons and goals of the emerging ones. Pursuant to the Rulebook on the Implementation of an Internal Competition among Employees of the Ministry of Interior for the competition for certain key management positions, the selection procedure must be based on quality (Rulebook, 2016). On several occasions, MoI employees expressed dissatisfaction with the selection of some managers in internal contests. Some contests were accompanied by various controversies. Many managers are considered to have not been selected on the basis of quality, but on the basis of political acceptance or nepotistic lines. Although the best way to find the best in some of the key positions for police managers is properly conceived and regulated, it is clear that in some, and perhaps in many cases, a way has been found not to approach a quality selection of personnel.

It is especially devastating that employees know well which supervisors are appropriate for the job they are doing and which are not. In many cases, employees even scoffed at the selection of managers for certain managerial positions. The question of the relevance of competition for individual managerial positions is raised. The issue here is therefore political suitability before the profession and knowledge.

Highlighting visible improvements (short-term success) is the sixth phase of change management. This phase is not very visible in the Ministry because there were no visible short-term successes. Many police unions have expressed visible dissatisfaction with the changes they have made. In relation to the earlier systematization of newspapers in the new systematisation, it refers to the adjustment of jobs according to the nomenclature and the description of the jobs classified into a single job catalogue with the aim of achieving uniformity of salaries, status,

benefits and access to the same or similar jobs or jobs. The Decree on the Salaries of Police Officers also defines closer positions, ranks and total coefficients for calculation of earnings (Decree, 2018). A great enigma for police officers is a corrective coefficient, which represents an increase in salaries in accordance with special laws. The biggest unknown is the so-called "calculation method". This is a mystery in the payroll methodology, which depends on the percentage of increase and the degree of compliance of our wages in relation to the next period. The calculation method for harmonization is not an integral part of the salary coefficient and is not presented through the same, but its equivalent is expressed on the payroll sheet. Increases in salaries to police officers ranged from 3% to 17%, depending on the position, status, schooling and categorization of Regional Police Directorates. In order for a change to be accepted in one organization, it must be insensitive to all its members, in this case - MoI members. Most of the members of the Ministry were surprised with the new payment schedule, because, according to the police unions, police officers were in a finite situation. They had the right to complain only after receiving a payment decision. Every change must be transparent for each member of the organization so that they are ready to face and accept it. In most situations, there was no transparency, and everything was reduced to dubious conspiracy.

If we compare the seventh phase of Kotter's model: the consolidation of the achieved and the initiation of further changes and actual developments in the management of changes in the MoI comes to the realization of what will be said in the next few sentences. Have they consolidated the accomplishments of police managers - it's not very safe to answer this question, because what has been achieved by this change is employee dissatisfaction. The largest increase in salaries was supposed to apply to police officers working in police stations, but they are one of those who received minor increases. Following these changes, changes in the same "spirit" should continue. As far as it is known, there were no new changes related to the working-legal status of police officers, and concerning organization and job classification. It is logical that the question arises: was this a process or a project of change? If it's a process, then it should be constantly going on, but if the project was not a full capacity change then the change management gets a completely new meaning. It is obvious that the necessity of the change has not fully succeeded with the police officers. It is obvious that the necessity of the change has not fully succeeded with the police officers.

Of course, the consolidation of what has been achieved is not visible, because as the time passes, the dissatisfaction among employees increases, with police unions increasingly turning to the media.

The last step in managed changes, in Kotter's view, is the institutionalization of change and the making of changes to a sustainable one. The changes that followed have more to do with working methods and improving regulations. Also, the continuation of the change relates to cross-sectorial cooperation with other ministries, but it is expected that in the future, more attention will be directed to

the recruitment of new staff. The changes continued, but these changes do not relate to the organizational structure and systematization of jobs.

What has to be said as a positive thing is the recruitment of graduates of the University of Criminal Investigation and Police Studies, which has been going on for more than a year and is expected to continue this trend. However, objections can be made to the job adequacy and professional qualifications. In more than 90% of the cases, the degree exceeds the requirements of the workplace.

DISCUSSION

When we look at the statistical results, there can be many clues about how to manage the changes and the quality of these changes. Therefore, if we compare the total number of employees in the MoI and the number of complaints about job scheduling solutions, it can be considered that the changes were made in partially successful way. If we compare Kotter's change management model with the existing way of making changes in the MoI, it is obvious that the management of changes was done in a rather gruff manner. Preparing and obtaining support for changes was carried out in a very non-transparent way. Many employees until the last moment did not know whether they would receive and in what percentage they would get an increase in salaries.

The coalition to support change was absent in this case. But that problem was in top management and there was another problem. There are cases where mid and lower-level police managers conducted interviews with their employees and introduced them with upcoming changes. Moreover, some managers have fully explained to their employees what they could expect, and some were asked for opinion regarding expectations. This is a question of the behaviour of police managers, who had the opportunity to overcome their problems with their employees, which caused changes in both career and legal status. In this respect, the main problem is likely to arise at the coordinating and operational organizational level, both in the General Police Directorate and within other sectors of the Ministry of Internal Affairs. However, many police managers, who are on a coordinating, but also operational level, were not familiar with the details of their future, but also the status of their employees. This leads to the conclusion that the campaign for the preparation of employees for organizational changes has been conducted somewhat subtly but also non-systematic, non-standard - on a case-by-case basis. This leads to the conclusion that the issue of quality management of changes is really questionable, because the issue of standardization is one of the main items of quality management (Baltos, Chomata, Vidakis, 2018). Another important feature of the qualities is transparency. Regarding the implemented changes, there are controversies about the systematization of working positions, since individual work positions are still hidden from the public. And not only from the public, but also from police officers, which is at least unfair and immoral. But this is a long-standing policy in MoI.

The consequences of such a policy are far-reaching. There is still a constant conspiracy in business and relations among colleagues. It certainly should not happen, but it is the reality of police work. This kind of behaviour is quite non-standard, especially among colleagues, but the attitude of colleagues towards managers is deteriorating, and therefore there is no compactness and teamwork. Leaders (much more often managers) are the ones responsible for mishandling trust, destroying trust, and violating trust in their organizations. „Discussing the erosion of trust are in positions of authority and leadership can and does betray the trust of their constituents in highly destructive ways and with moral indifference" (Kutsyuruba, Walker, 2016). Particular distrust can be seen in police officers who demanded their rights through police unions. In this regard, the respectable Police Union of Serbia considers that despite significant funds, which the Serbian Government allocated from the money of all citizens of Serbia, citizens did not get more efficient and better police. In the opinion of their representatives, not a small number of executives, in the forthcoming systematization, they are placed on the principle of nepotism and corruption. Such a negative selection has caused a major revolt among employees in the MoI. They also compared the Budget Laws for 2018 and 2019 years and found that wage allocations for employees of the Ministry of Interior will increase by 7.6% in total, although the number of employees in the Ministry of Internal Affairs has been reduced by about 3. 9%, compared to the same period last year, which leads us to a further account of 11.9% of possible increase.[6] These are all indications that police officers showed extraordinary suspicion of mistrust in the changes.

According to several police unions, after the changes were made, over 8,000 complaints regarding the size of the salary coefficient were resolved, but the issues of the status itself were disputed. At the end of 2018, there were 41,157 employees of the Ministry of Internal Affairs, of whom 27,212 were imprisoned, and 12,198 non-uniformed members (Informatory, 2018:67). Let's take once more the fact that the exact number of complaints is correct, which would mean that 19.5% of employees in the Ministry of Internal Affairs were completely dissatisfied with the changes. The question arises, and how many members of the Ministry are really dissatisfied? From this, it is clear that at least so many employees are dissatisfied with the fact that at the very least there is a bad fact. Thus, there are numerous protests by police officers in the Republic of Serbia. One of these is a dozen police officers from the Regional Directorate in Prokuplje.[7]

All these data and assumptions lead to the conclusion that the changes that were made at the end of 2018 are in a rather problematic way. Namely, changes are a good idea, but the plan, or change management strategy, is extremely

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6 Serbian Police Union requests review of solutions by new systematization for nepotism and corruption, 2018. (http://www.policijskisindikatsrbije.org.rs/izdvajamo/1354-policijski-sindikat-srbije-trazi-preispitivanje-resenja-po-novoj-sistematizaciji-zbog-nepotizma-i-korupcije).
7 The police officers of Prokuplje protesting for being transferred to other cities, https://www.juznevesti.com/Drushtvo/U-petak-protest-prokupackih-policajaca-zbog-premestanja-u-druge-gradove.sr.html.

bad. Likewise, many police managers, especially at the coordinating (middle) and operational (lower) level, were not adequately prepared for change, i.e. they did not meet their employees and did not try to prevent possible dissatisfaction. The problem was also due to the fact that there was basically no broad internal debate about the changes, as they were primarily related to the status issues of employees, but also to the systematization of jobs. The opportunity has been missed to properly prepare employees for change, which is the result, in some cases of incorrect, and in some cases unprofessional conduct of police managers.

CONCLUSION

The quality of the changes that took place during 2018 within the Ministry is very questionable. When Kotter's change management model takes over as a benchmark for derived changes, much of it becomes clearer in terms of validity. Since it is very important that, in terms of the concept of Total Quality Management, the process of carrying out the changes is made well from the enclosed one, it is evident that the very way of managing the changes was made inadequate.

The evolution of consciousness and the necessity and urgency of changes were mostly present, but the question is whether the reasons are well understood and recognized. At the stage of creating a team and a coalition for change, the top-management of the Ministry was to create a larger team and expand the front for change. In defining the vision and strategy of change, it is clear that they were not properly designed and that the biggest problem was communicating with employees about changes. This has created a high degree of uncertainty and fear among employees.

If we look at communication about a vision in order to gain others for change, it is clear that communication was poor or in some cases missed. The biggest problem was made by middle and lower level managers. The engagement of broad-based employees was largely absent. Although the excuse can also be found in the size and number of employees in the Ministry, however, some managers have had to invest more in providing staff support. Creating short-term success and consolidation of the achieved and initiating further changes exists, but the question arises as to what extent. A large part of the two phases of Kotter's model shows the politicization of change management. The achievements that have been achieved are indisputable, but not all of them are mentioned, and there are no clear connections about the initiation of further changes, which are in connection with the existing ones. Finally, the institutionalization of change exists, but it does not have full support among employees, and they often find them unfair and inadequate. With a certain degree of caution, it must be argued that, however, some employees have unrealistic expectations and demands.

In support of the unsuccessfully managed change management, it can be stated that there are numerous complaints and protests by police officers, which must be taken into account. Especially must be taken into account the reaction of the

police unions, which are very negative. All of the above leads to the conclusion that the changes are welcome and that it is good that they have come to them. The problematic part relates to their mode of performance, i.e. change management. Compared with Kotter's model, it is clear that change management was inadequate and with a lot of flaws.

To summarize: the changes are well thought out but very poorly implemented. The main problem is the lack of genuine political support and the overriding of political necessity over the genuine need for change in the police organization of the Republic of Serbia.

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