

Improving the Perception of Internal Affairs Departments to Create Sustainable Organizational Change


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By:

Latasha Lott

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Signed, Instructor B. J. Reed, Ed.D., Professor Emeritus (Retired) May 2022

Digital Signature accepted  Caryn Stanley, Program Coordinator 6/27/2022

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Organizational Change**

Latasha A. Lott

School of Business Organizational Leadership Change, University of Wisconsin Platteville

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Abstract

Perception impacts the outlook employees have not only about their organization but the internal affairs departments within those organizations. Internal Affairs departments are utilized to ensure that staff adhere to the policies and procedures of a given business, organization or agency as well as being trained fact finders. The research in this paper will focus on leadership, organizational culture, readiness for change and the theoretical framework that can assist in changing the perception of Internal Affairs departments to create sustainable change within the departments where misconduct has occurred. The ADKAR Model, McKinsey 7s and Kotter 8 Step Models are discussed as ways to build relationships with internal affairs departments that are positive and fostering collaboration and transparency as it relates to the investigative processes.

Statement of the Problem

The Internal Affairs Departments within the corrections field are places where no employee wants to hear from due to alleged misconduct that has occurred while within the scope of employment. The reason for this is not only due to being the potential subject or witness to alleged misconduct but for more glaring reasons which are perception, fear, and the unknown. Perception, fear, and the unknown may be due to experience, wrongdoing on the part of the subject, potential retaliation to a witness and not knowing what the outcome of an internal affairs investigation will mean for a staff member's reputation, career, and financial future. This seminar research paper will be exploring the role perception has on Internal Affairs Departments during a given change process. Perception of the Internal Affairs Departments can have significant impacts on organizational culture that can jeopardize the organization being able to maintain and sustain the organizational change that will or has occurred. This research paper will additionally discuss lessons learned which will assist in understanding of the role perception has on internal affairs departments to help lead in making improvements on those perceptions. Nonaka (1994) states organizational structures need to facilitate the exchange of information through socialization to codify and transfer tacit knowledge.

When internal affairs departments have cases of alleged misconduct organizational culture can cause staff to withhold information or remain in fear based on that organizational culture. Schein (2010) defines organizational culture as "A pattern of shared basic assumptions learned by a group as it solved its problems through external adaptation and internal integration, which has worked well enough to be considered valid and, therefore, to be taught to new members as the correct way to perceive, think, and feel in relation to those problems" (p.18). With the combination of leadership, organizational culture, and a clear understanding of the role

scope plays in internal affairs departments perception can improve when organizational change is created through the consistency of the internal affairs departments.

Introduction

When the words Internal Affairs are spoken or heard the first thought for many would be to think of law enforcement, but internal affairs departments can be found within different businesses, organizations, and agencies. Internal affairs departments can also be referred to by different names such as internal review boards, department of professional standards or investigation divisions. Although the power dynamic within a given business, organization or agency may range from giving a verbal warning to being able to arrest other people the need for a check and balance system is imperative. Thurnauer (2018) states an internal affairs investigative process is meant to ensure that department policy and procedures are followed and that all department employees follow agency standards of professionalism. The International Association of Chiefs further states the minute we detect any violation of not only statutory rulings, but of internal policies we must investigate the incident and bring about swift and just corrections, if required. Thurnauer (2018) maintains complaints surrounding civilian staff conduct must be also investigated swiftly and fairly to ensure and maintain department, credibility, confidence, and adherence to policy.

As a result of the internal affairs investigative process can bring a significant amount of stress and fear for witnesses and subjects of these investigations. The perception of the internal affairs department within a business, organization or agency can also play a role in the level of cooperation from the subject and witnesses of an investigation. The main role of the internal affairs department is to find facts, assure that staff is abiding by the policies and procedures of the organization and to be cognizant of issues relating organizational culture and change.

Perception, Fear and the Unknown

The perception of internal affairs departments can play a significant role in whether staff will be receptive to participating in an internal affairs investigation. Perception also impacts how a staff member will engage in the investigative process specifically in how much information is disclosed and what information is disclosed. This is due to the significance of what is at stake for many employees such as their integrity, reputation, work history, engagement with colleagues and their financial future. More specifically, it is believed that perceptions of organizational justice (particularly interactional justice and procedural justice) help in initial formations of dyadic relationship (Pillai et al., 1999; Moorman et al., 1998). When considering interactional justice and procedural justice as it relates to perception, the political climate of an organization is an integral piece to further understanding the role of perception in the internal affairs department. Ferris and Kacmar (1992) termed the perceptions of organizational politics as a state of mind which is the subjective experience of an individual. So, the quality of dyadic relationship among subordinate and leader can affect the perceptions of employees regarding organizational politics (Aggarwal et al., 2018).

Aggarwal et al. (2018) states, therefore, it is important to know how and why the perceptions of employees vary in respect of organizational justice despite providing identical working environments, as these perceptions have both individual and organizational consequences. Employees who have lower quality relationships with their supervisor perceive that the in-group members receive more rewards, more chance of interaction with their supervisor, and job performance – not because of objectivity but because of political factors (Davis & Gardner, 2004). So, individuals who are part of the out-group are more likely to have a

higher level of perception about organizational politics, as compared to individuals who are part of the high-quality relationship (in group) (Aggarwal et al., 2018).

Organizational culture

Organizational culture is determined by the founders or leaders and the culture in the organization is developed by the group in learning to address external and internal adaptation problems (Odiakaose, 2018). When an internal affairs department is working within a police department or corporate setting, the organizational culture may be easy to determine because the department is not separate from the organization. When considering internal affairs departments within settings such as the correctional system it is crucial to understand that the organizational culture within a prison will be much different from that of community corrections, educational setting, and health services setting. Blank states that organizational culture influences the way members and groups interact with other organizations and has a profound effect on behavior.

Because organizational culture is determined by leadership, they are the ones who can set the stage for a true change in perception as it relates to how internal affairs departments are perceived by staff. Those in leadership are not the only ones who can assist in changing the perception of internal affairs departments. The internal affairs department must be able to step into a given department or division in a way that is not intimidating or harsh. The way that internal affairs departments engage with a given department or division sets the tone for what those staff members interpret from the conduct of the investigators. The engagement internal affairs departments have with staff can also work toward breaking down barriers that have been built over time. The key is for internal affairs leadership and staff to understand that negative perceptions take time to change, and that consistency, transparency, and firmness will make the difference.

Purpose of the Research

The purpose of the research is to develop one's understanding of the perception that staff within a given department or division have of Internal Affairs Departments to create sustainable organizational change. Haile et al. (2018) states the success or failure of departments affect other departments and the overall success of the organization. If the perception of an internal affairs department is improved, it can lead to improvements within an organization's culture and in maintaining sustainable change. Another aspect of the research that is purposeful is the understanding provided about internal affairs departments, and the similarities and differences between the correctional and criminal justice fields (as each portion of the work is unique). By creating foundational knowledge of internal affairs departments, leadership, organizational culture, as well as the role of a defined scope, this research will be a tool that can be utilized by an internal affairs department seeking to restructure their department or effectively maintain sustainable organizational change by improving perceptions of the department.

Significance and Implications of Research

The significance of this research is that it will discuss and highlight how developing one's understanding can assist in improving the perceptions of internal affairs departments. The research would further aid in the creation of change-ready organizations and organizational cultures. The change in perception also relies on the responsibility of leadership to recognize how negative perceptions can harm investigations and make transitional periods difficult if communication is displayed in a manner that is clear, concise, and empathic to the experiences of staff in each department or division. Implementing new practices often fails due to insufficient understanding of the organization's readiness for change and preparing the organization's staff members for the change process (Schein, 2004; Jones et al., 2005). Also, with the use of change agents, an appropriate understanding of organizational structures and cultures, clarity will be

provided about the internal affairs department. According to Millett (2011), proactive organizational leaders can lead change, manage its effects, and develop employees all while growing their organizations.

Another significant piece of the research is the correlation of understanding the organizational culture of the department or division that internal affairs departments are working with. This research will provide research on how to approach organizational culture through the application of the theoretical framework of the ADKAR Model, McKinsey 7s Model, and Kotter's 8 Step Change Models. Gordon (2017) states if you do not have communication, you do not have the commitment and trust you need to build a great team and create a future together.

Literature Review

Organizational culture and change in the organization

Organizational culture and readiness were explored as they relate to internal affairs departments. Focusing on staff attitudes and improved collaboration is crucial to improving the perception of these departments. Organizational changes affect everyone involved and can be positive, negative, or mixed, depending on how the change is approached and how employees' feelings are taken into account (Kotter & Cohen, 2002). Many organizational members, even those at the leadership level, may have limited experience, knowledge, or enthusiasm to recognize change the urgency of implementation (Castro, Putnik, & Shah, 2012). Because internal affairs departments must adapt to the culture of an organization, their engagement with staff and consistency can provide rationale for positive perceptions of the department. Changing staff attitudes about an internal affairs department and the investigative process take time. The time is not dependent on whether the internal affairs department is new or re-establishing itself, but on the culture of the other departments and experiences they have over time with internal

affairs. Brown and Leigh (1996) theorized that when employees perceive the organizational environment positively, they will be more involved in their jobs and will exert more effort, which leads to higher job performance. When staff are in a department that fosters a positive space and relationship with the internal affairs department perception begins to shift and staff can become less consumed with the potential consequences they come from the investigative process.

The way an internal affairs department collaborates with internal stakeholders is how sustainable change can occur even with staff resistance. Collaboration with other departments can be in the form of internal affairs staff participating in committees, work groups, special projects and with the community. These types of collaborations help reduce the fear of the internal affairs department because the staff is seen outside of the investigative process where there are not personal impacts to employment or finances. The interactions can help make the investigative process more comfortable due to having prior rapport with staff members dealing with the investigative process.

Organizational Readiness in Corrections

The readiness of an organization

For change to be effective the organization must be ready to implement the change. As change relates to internal affairs departments readiness may be difficult to achieve if organizational culture is not damaged. This readiness of an organization is "reflected in organizational members' beliefs, attitudes, and intentions regarding the extent to which changes are needed and the organization's capacity to successfully make those changes" (Armenakis, Harris, & Mossholder, 1993, p. 681). A shift in the organization's culture would need to occur.

Resistance to change efforts

Resistance to change, while sometimes limited to a few individuals, is likely to arise from an organizational culture that prefers the traditional way of doing things. Employees' resistance can be active, passive, or both depending on the change or how leadership approaches change (Hultman, 2003). Resistance as it relates to internal affairs departments occurs in multiple ways such as collaboration, communication, and overall engagement between the department and the specific area in the investigative process. When completing the investigative process information must be collected through collaboration. If professional alliances have been created, the collaboration process can be easier to navigate, but when those alliances are not formed rapport building is essential.

Communication is the number one reason for resistance to occur within an organization (Coltea & Leonard, 2013). Failure to communicate in a manner that is open, concise, and strategic will result in resistance from staff. Open communication creates an environment where those who are collaborating with the internal affairs department can obtain the information they need as part of the investigative process and have clarity on the steps that occur throughout that process. Without a concise way of communicating for the internal affairs department those in the investigative process can become confused and unsure of what to expect. By having a concise way that the department provides and receives information, it can foster less resistance because all investigators are giving the same message regardless of the department where misconduct has occurred. Strategic planning is also essential to combatting resistance. Strategic planning in internal affairs departments would be how specific cases are approached meaning the course of action that must be taken to complete an attendance or harassment case.

Resistance as a form of conflict is the greatest obstacle to management for change, on which 79 percent of leaders agreed, while 60 percent of leaders also believed that the effects of

resistance are negative (Muo, 2014). Although changes such as the implementation of an internal affairs department in a business, organization or agency can be met with resistance due to the nature of the role management fulfils. Resistance as conflict occurs when internal affairs departments must investigate misconduct at the highest level meaning senior management, directors, and medical staff. When a specific department has been operating in a way that creates a toxic work environment, conflict and resistance can be exemplified, especially if management in part enables and creates a toxic workplace culture. Not all employee resistance is negative, it can produce a better understanding of processes and offer opinions and solutions in areas the leaders are not aware of (Muo, 2014)

Bovey and Hede (2001) defined two aspects that influence resistance to change by employees: openly expressive and actively resist. According to Bovey and Hede, when employees' resistance to change is open and freely spoken, leaders can react, make changes to current process, and overcome the resistance. Bovey and Hede further stated if the resistance is concealed from leadership, it can stall, halt or undermine the change. The ultimate aim is for employees and leadership to overcome employee resistance to change due to human nature, behavior, habits, norms and organizational culture (Lewin, 1947; Muo, 2014; Spangenberg & Theron, 2013).

How change can be implemented

Implementing new practices often fails due to insufficient understanding of the organization's readiness for change and preparing the organization's staff members for the change process (Schein, 2004; Jones et al. 2005). Lerch et al. (2011) stated a few of the organizational factors associated with readiness for change are climate, commitment to the organization, and resource availability. Regardless if an internal affairs department is newer or going through a restructuring period, implementing the process of how investigations will work

and who makes disciplinary decisions can be met with resistance by staff within a given department or division. Internal affairs departments have the barrier of past reputations to contend with as well as mistrust of the system as it relates to how employees are treated. Ways that can address these issues are through networking with other departments to meet internal affairs before an investigation occurs, provide clarity to internal affairs staff about how a given department or division operates, and the organization's culture. Continuous on-site training is a tool that includes intensive coaching combined with coaching staff after the training (Lerch et al., 2011). Continuous on-site training could be offered and supported by administration to ensure that staff have the time to learn the desired new skills in the place where they work (Lerch et al., 2009).

Change can be implemented by focusing on training efforts on an annual and as-needed basis. By conducting training on an annual basis, staff can stay up to date on how the internal affairs department operates and changes that have taken place which impact staff who are a part of the investigative process. It will also assist with assuring that new staff are trained on the internal affairs department and its role with the organization. Conducting training on an as-needed basis means that if a department or division is struggling, they can receive additional training. Lerch et al. (2011) stated by using the tools within their actual work environment and receiving real-time feedback, staff members become more confident in integrating the tools into their job duties. Once staff are more confident, they can also perform their jobs in a way that is well informed on policy and understand how that policy applies to their daily interactions.

Wisconsin Department of Corrections Internal Affairs Office

Wisconsin Department of Corrections Internal Affairs Office Director Christine Preston was interviewed as part of this research. Director Preston's experience ranges from working as a

law enforcement officer, Director of the Prison Rape Elimination Act (PREA), and Director of the Office of Victim Services and Programs for the Wisconsin Department of Corrections.

Director Preston has completed investigations in her law enforcement career and while working with the Wisconsin Department of Corrections provided in-depth knowledge of the barriers that can be faced by an internal affairs department. According to Director Preston, based on her own experience and training, it is important for the Internal Affairs Office to be seen as an objective office that seeks out only the facts.

When discussing challenges for the internal affairs office, Director Preston noted that, as a new office in 2019, the internal affairs office faced a specific challenge to establish itself and create guidelines for how cases were referred. According to Director Preston, one perception that can be an issue is internal staff feeling like as cases rise to the level of internal affairs involvement when they are automatically in violation of work rules and participants will be disciplined. Because the internal affairs office works with a variety of divisions, consistency in how staff interact with all institutions and schools within the department of corrections is essential. There are also no differences in how the internal affairs office interacts with the adult and juvenile institutions providing consistent support to all divisions within the department of corrections, which assists in improving and maintaining perceptions of the internal affairs office. Thus far the internal affairs office has not dealt with a case where perception impacted collaboration or cooperation. Director Preston feels that relationship building, communication, and being open to questions about the internal affairs office has helped with perception concerns.

According to Director Preston, the internal affairs office does not typically receive resistance from staff. If resistance does occur, it could be attributed to the investigative process itself and not internal affairs office. Director Preston believes that upfront communication,

direction from leadership, and incorporation of the internal affairs office into organization-wide policy has assisted in combating any resistance. When discussing negative perceptions, the internal affairs office continues to maintain positive interactions and communications with those they encounter. Also of importance were being proactive and assisting departments and agencies with investigative concerns.

When working with other departments, communication can be in the form of phone calls, in person, and virtual outlets. The frequency of communication can vary based on the types of cases involved and needs of the specific departments. Employees at all levels can express themselves, but can be directed to other departments such as human resources and employee relations because internal affairs may not always be the best resource for them. Communication such as “grapevine” communication may lead to internal affairs learning about other problems or concerns that may require follow up. Director Preston further noted that this type of communication may lead to misinformation. Due to internal affairs seeking to obtain facts, attempts to gather information should not rely solely on grapevine information. According to Director Preston, the extent information is distorted through the grapevine depends on factors such as the size of the group the information is shared with, what the information is and how long the information had been talked about. When conflicts arise due to poor communication, there are universal tools available that can be utilized, such as employee assistance, the intake process, and mediation. According to Director Preston, the internal affairs office has received positive feedback regarding how the office is able to coordinate with employees and other agencies and offices. The internal affairs office facilitates positive communication by keeping open communication with the agency regarding the investigative process. The office also explains the process to all involved in the investigation while maintaining confidentiality.

Perception of the internal affairs office is a significant piece of fostering collaboration with other agencies and departments. According to Director Preston, the ideal perception of the internal affairs office among other departments would be a resource who is able to assist them in investigations and relieve them of that workload. Also, to conduct detailed and objective investigations for their staff. Director Preston does believe this is achievable because it is something that the office currently achieving. Therefore, maintaining this objective will change the culture and how internal affairs is viewed. Another aspect that Director Preston noted was that training is provided for supervisors who conduct investigations not rising to the level of internal affairs involvement and interacting with staff outside of investigations in other meetings and committees can assist with changing negative perceptions. When discussing strategies for internal affairs offices in general Director Preston's belief is that any internal investigative offices could benefit from up-front communication, the ability to ask questions about processes, transparency, objectivity, and the maintenance of professionalism.

Theoretical Framework

ADKAR Model

The acronym ADKAR stands for Awareness, Desire, Knowledge, Ability and Reinforcement. Boca (2013) stated the five elements for ADKAR are awareness of the need for change, desire to make the change happen, knowledge about how to change, ability to implement new skills and behaviors, and reinforcement to retain the change once it has been made. Boca (2013) further stated that change can be more effectively managed with specific tactics and can be developed for each of the states of change. As people understand why change is necessary, there is a desire to make this change work also for the organization (Boca, 2013). Whether an internal affairs department is beginning or in the process of restructuring it is imperative that

specific measures are used by leadership to encourage and empower staff throughout the change process. Therefore, training staff on an annual and as needed basis creates platform where the questions of who, what, when and why can be answered.

According to Boca (2013) change can be separated into how things are done today, how things will be done in the future, and how to move from the current state to a future state. When considering perception and internal affairs departments, all these aspects can look different depending on the department internal affairs is working with. For example, the organizational culture in a human resource department will be different than that of the food service, health services or marketing departments. ADKAR is a model that leadership can use when implementing change. Boca (2013) states when the ADKAR elements are achieved, change occur at an individual organization level, the model provides a simple action-oriented framework for taking control of change. Boca (2013) further stated the model is most often used by managers to diagnose organization as economical system resistance to change, help manager and employees transition through the change process, and create an action plan for profession development during change periods.

According to Boca (2013), the ADKAR model directs change management activities and it's focused on outcomes, not tasks to be performed. When applied to leadership within an internal affairs department, leadership needs the awareness of what is needed to improve the perception of the department, such as engagement with staff before the investigation process occurs, which will provide opportunities for staff to know who the investigator is and their role within the investigative process. By providing opportunities for staff to engage with the internal affairs department, rapport and trust can be built. Leadership must also have a vision that drives a desire for change and support of it. The knowledge portion of the ADKAR suggests that internal

affairs departments should focus on training staff annually or as needed to ensure that departments that are struggling or have multiple misconduct cases can receive the information they need to change or maintain their organizational culture. Increase in knowledge will provide clarity on policies and procedures. Once the knowledge is obtained, staff have the ability to work on improving their organizational culture and engagement with the internal affairs department if they must be part of the investigatory process.

The last aspect is reinforcement and that happens by internal affairs departments having a set standard on how they engage with staff not changing even when conducting the investigative process. By maintaining the same rapport, trust, and integrity the perception of the internal affairs department will be improved. Hiatt (2006) referred to each of the five actions as building blocks for successful individual change and, therefore, successful organizational change; in other words, each step must be completed before moving on to the next. Hiatt (2006) emphasized that it is not possible to achieve success in one area unless the previous action has been addressed. According to Boca (2013), when people are faced with a new approach, or a new way of doing things and even when they know how to change, it takes time for them to fully accept change. Boca (2013) further stated the primary advantage of ADKAR lies in its simplicity and whether managers follow this model.

McKinsey 7s Model

Understanding the structure of the different departments and divisions within an organization is essential to the working relationship of with the internal affairs department. Singh (2013) states an organizational setup is a conjoint effort of leaders and followers who work for the accomplishment of certain predefined objectives. Singh (2013) further states that the success of an organization depends largely on the processes and flows of internal communication. One of

the ways to understand structure is knowing how the department communicates, where does most of the communication originate, and how that communication is related to staff on each level of the organization.

According to Singh (2013), McKinsey's 7S framework is a model for analyzing organizations and their effectiveness. Singh (2013) stated the framework looks at the seven key elements that make a successful organization: strategy, structures, systems, shared values, style, staff, and skills. Singh (2013) further stated it can be aligned with any organizational issue that needs to be corrected. For internal affairs departments, this framework can be used in the initial phase of working with a given department or division. The strategy that the internal affairs department has in improving perceptions of the department must begin with a clear vision and mission. A significant part of the strategy is networking through training opportunities, taking tours of different locations and planning staff events and determining a strategic plan for strengthening the department, such as recruitment and retention of investigators. Also necessary is creating additional supervisory positions to assist with tracking data on frequency, type, and outcomes of investigations in specific departments and the types of investigations being completed. The structure of each department will be different and subject matter experts within those departments will have to be utilized for foundational understanding. Subject matter experts would be needed in the event internal affairs is working with areas of expertise they do not have such as health services, pharmacy, or skilled positions that the average person would not have mastered.

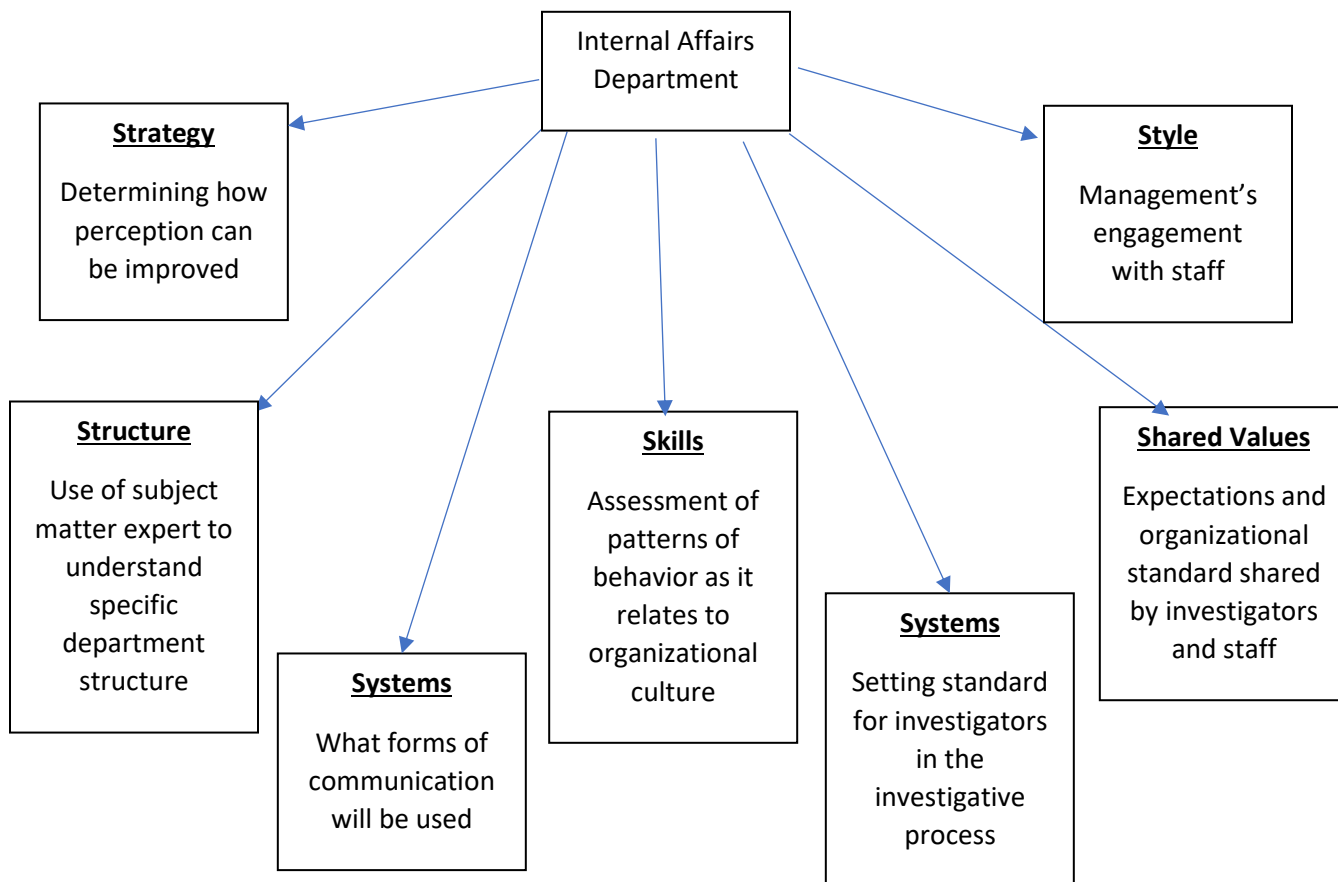
Systems for internal affairs departments are part of the foundation for the department itself. The systems used such as communication, both written and oral, assist with the perception other departments have of the internal affairs department. By having a standard of written

communication used by all investigators, those who are part of the investigative process know what to expect. This also creates uniformity within the department in how to approach each investigation from beginning to end. Regarding verbal communication the most significant piece that relates to internal affairs departments is tone. When communicating with other departments, outside agencies and other entities professionalism and clarity is crucial to obtaining information that is needed to complete the investigative process. Skills coincide with systems because effective communication provided information and can create a clear picture of the events that led to the misconduct that occurred. Another aspect of skill is being able to follow patterns within specific departments or divisions that are results of positive or negative organizational culture.

Shared values are what is needed for the internal affairs department to work effectively when completing the investigative process in other departments. The organizations with weak values and goals often find their employees following personal goals that may be different or even in conflict with those of the organization or their fellow colleagues (Martin & Terblanche, 2003). Sharing the same values as it relates to internal affairs departments helps investigators understand what the expectation is for how they conduct the investigative process and how staff should be treated throughout that process regardless of the personal feelings of the investigator.

Style focuses on management's engagement with staff. For internal affairs departments this is in the form of how communication is relayed from senior management to the internal affairs department by the director, as well as how management communicates with investigators, the software and resources available to staff, and the accessible external contacts. Because there are many layers to the role of internal affairs departments, an established style can reduce confusion on the expectations of management and investigative processes.

Figure 1

ADKAR Model as it relates to Internal Affairs Perception

When considering staffing how the internal affairs department is shaped is based on management's vision for the department. Management must consider the qualities that would be necessary to be a supervisor and investigator in the department. How management engages with staff in providing guidance, positive affirmations, and critiques of work will assist in retaining staff. The most significant role of staffing within an internal affairs department is the director of that department. Training for staff is also important because it allows engagement with other internal affairs departments to share feedback on strengths, weaknesses, and areas for improvement. Training can also provide additional feedback on how each internal affairs

department is viewed within their respective organizations if they have gone through restructuring processes and if perception of the department has changed over time and what prompted the change.

Kotter's 8 Step Change Model

The impact of changing the perception of internal affairs departments is not just one dimensional, it requires all aspects of an organization to work in collaboration. Kotter & Cohen (2002) investigated the various issues and impediments that people encountered in the course of initiating organizational changes, and came to the logical conclusion that a change in initiative can only be successful when individuals are able to change their cognitions and behavior by sincerely talking to their hearts. From a broader perspective, change refers to a system of continuous transformation that take place in one or more organizational domain such as organizational technology, structure and human resources (Sofat Kiran, & Kaushik, 2015). Because the term “internal affairs” can create fear and stress for employees it is crucial that management understand that leadership and vision can assist in changing the perception of the internal affairs department. The strategies leaders need consist of several key elements, starting with creating a vision (David, Avery, Witt, & Mckay, 2015). The primary job of any member of organizational leadership is to get results as quickly and efficiently as possible, based on that vision (Copeland, 2013).

Kotter’s eight-step process is one of the most recognized approaches to organizational transformation (Kotter, 1996; Mento et al., 2002).

Step 1: Establishing a sense of urgency

The establishment of urgency is what begins the change process and determines how important the change is. The change process in this situation is that of how the internal affairs department is perceived by other departments and reshaping that perception. Collaboration and cooperation among staff play a vital role in what the establishment of urgency looks like. According to Kotter (1995, p. 60), the first step is essential because getting an organizational change program started requires the aggressive cooperation of many individuals, and Kotter mentioned that 50 percent of the companies he observed failed in the first step. This first step is where leadership can set the tone of the change process and its level of importance. Kotter (1998, p. 33) states producing change is about 80 percent leadership and 20 percent management.

Step 2: Form a powerful coalition

According to Kee and Newcomer (2008, p. 15), while organizational change is a common phrase in business, the reality is that change is not “organizational” unless it is first individual change, and then team change, suggesting that change is a multi-step process. Kotter (1995, p.62), also stressed that major renewal programs often start with just one or two people and in most cases of successful transformation efforts, the leadership coalition further grows. Due to internal affairs departments working with different departments, a powerful coalition begins with individuals in those departments creating a collaborative versus resistive space during the investigative process. When an internal affairs department is being implemented or restructured, change leadership can be those one or two people who begin the coalition that provides a foundation for changing how internal affairs are viewed through the collaborative process.

Step 3: Create a vision for change

Aldemir (2010) stated a vision says something that helps clarify the direction in which an organization needs to move, and it refers to a picture of the future with some explicit or implicit commentary why people should strive to create that vision. Kee and Newcomer (2008, p.55) discussed the leader's role in transformation and mentioned that effective leadership requires vision-oriented approach, rather than goal directed. Regardless of if an internal affairs department is being implemented or restructured, it must have a clear vision of how the department wants to be perceived. With that clear vision, leadership can set a standard of what staff need to do to make sure that vision is always displayed and that those completing the investigative process maintain that it. Kotter (1998, p.30) stated effective visions are focused enough to guide decision making, yet flexible enough to accommodate individual initiative and changing circumstances.

Step 4: Communicate the vision

Kotter (1995, p. 63) stated transformation is not possible except when a massive number of people are willing to help in the organization, but employees will not make sacrifices, even if they are unhappy with the status quo, unless they believe that useful change is possible. Aldemir (2010) stated real power of vision is unleashed only when most people have a common understanding of its goals and direction. Without proper communication of the vision that leadership has for the internal affairs department and perceptions about it, staff will be able to work toward meeting the standard and conveying it to other departments. Modes of communication are equally as important when making sure that the vision of the internal affairs department is clear to other departments and collaborators.

Step 5: Empower others

According to Kotter (1996, p.102), the purpose of step five is mainly to empower a broad base of people to take action by removing as many barriers to implementation of the change vision as possible. Gill (2003, p. 208) stated empowerment is providing employees with the knowledge, skills and opportunity, autonomy, self-confidence, and resources to administer themselves and be accountable for the change process. Empowerment can be displayed to both the internal affairs department and the departments that are involved in the investigative process. When internal affairs staff have the skills and opportunity to shift the perception of the department it fosters openness. The same can be said for the departments who become part of the investigative process. If those departments have the knowledge and resources from the internal affairs department about their role and how that translates to the change process, shifting perception can be made easier. Kotter (1996, p.102) stated there are four main barriers that block empowerment: (a) information and personnel systems, (b) a lack of needed skills, (c) bosses discouraging employees to take action, and (d) formal structures making it difficult for employees to act. Aldemir (2010) stated to remove barriers, change managers should align structures that block action, train employees to provide them with right skills and attitudes for the project, align information and personnel systems according to vision, and confront supervisors who undermine the change effort.

Step 6: Creating Short term wins

The perception employees have of a department, such as an internal affairs department, takes time to create and even more time to change. When the perception of an internal affairs department is negative, it takes every employee including those in leadership to actively work toward changing those perceptions in every interaction. Ways to change negative perceptions is

through each contact with an employee building trust and a future professional alliance where all are satisfied. According to Kotter (1996, p. 121), the short-term wins increase the pressure on employees and their commitment to the change effort. Kotter (1995, p. 65) further stated, without short term wins, there is a risk for people to give up or become change resistant.

Step 7: Consolidate improvements

Internal focus cannot stay on short-term milestones and should be expanded on as progress is made in the change process. When a department has gone through the investigative process and organizational culture changes, a shift needs to occur. Improving upon each win as it occurs through the change process is what internal affairs departments should be doing. Also, the department should take inventory of the changes over time in how staff engage with internal affairs and how often misconduct occurs in a specific department or facility. Kotter (1998, p. 32) introduced a number of actions in order to consolidate improvements such as increasing credibility to change systems; structures and policies that do not fit the vision; hiring, promoting and developing employees who can implement the vision; and, giving a boost to the process with new projects, themes and change agents.

Step 8: Culture and making change stick

According to Aldemir (2010), culture refers to shared values and norms of behavior among employees. Depending on how engrained the culture of a department is it may be difficult to shift to a change quickly. Aldemir (2010) states the change turns into a culture when new form becomes the way of doing business, and when it seeps into the bloodstream of the organization. Internal affairs departments can institute changes in perception over time through their

engagement with departments in the investigative process to create consistency and a change that sticks over time.

Figure 2

Kotter's Eight Steps as they relate to Internal Affairs Perception

<p>Step 1: Create Urgency</p> <ul style="list-style-type: none"> - How significant is the change to the organization? - What is the current perception of the internal affairs department? - Collaboration and cooperation among staff - Leadership's impact
<p>Step 2: Form a powerful coalition</p> <ul style="list-style-type: none"> - Organizational change, individual change and team change - Leadership coalition - Leadership and collaboration
<p>Step 3: Create a vision for change</p> <ul style="list-style-type: none"> - What is a vision? - What does it mean for the organization's change? - Leadership's role - Leadership and standard - Effective vision
<p>Step 4: Communicate the vision</p> <ul style="list-style-type: none"> - Employee buy-in - Understanding of goals - Communication and perception - How communication is completed
<p>Step 5: Empower others</p> <ul style="list-style-type: none"> - Empowerment, employees and the change process - Shift in perception - Barriers to change & removal
<p>Step 6: Create short term wins</p> <ul style="list-style-type: none"> - Perception & internal affairs departments - Negative perceptions - The significance of short-term wins
<p>Step 7: Consolidate improvements</p> <ul style="list-style-type: none"> - Improving on short-term wins - Organizational change and the investigative process - Actions to consolidate improvements
<p>Step 8: Culture and making change stick</p> <ul style="list-style-type: none"> - What is culture? - New approach to business - Consistency and change

Initial human reaction may be resisting changes employees do not understand (Kotter & Schlesinger, 2008). People resist change when they do not comprehend its significance and fear the change will affect them in an undesirable way (Kotter & Schlesinger, 2008). This is evident when internal affairs departments must investigate staff for misconduct. This is where training that is completed on an annual and as-needed basis can assist in creating a change in perception of the internal affairs department. One way that internal affairs leadership can assist in changing the perception of the department is to equip investigators with specific knowledge of multiple departments and how they operate. By investigators having this knowledge, they can change the dynamics of their engagement with employees. Organizational leaders can provide change education to employees in many different forms, such as one-on-one discussions, presentations to groups, or memos and reports that are all vital for communication of the organization's vision (Kotter & Schlesinger, 2008).

According to Aldemir (2010), Kotter's eight-step model has many advantages right along with few deficiencies in implementation. Aldemir (2010) stated the focus is on the acceptance and preparedness for the change, which makes it an easier transition. Providing staff with the information needed to work with the internal affairs department, and transparency about the investigative process, will assist in maintaining the perception of the department. It also creates a standard that other departments can expect from the internal affairs department.

Limitations of Research

One significant limitation of Kotter's theory was demonstrated when the Wisconsin Department of Corrections Internal Affairs was used as a framework of what an internal affairs department should look like. Due to the internal affairs department being within corrections the way the department operates, and departmental needs will be different than in corporate setting.

Also because the Wisconsin Department of Corrections is not a private, business or organization. Another limitation of the research was the use of Kotter's eight step model, because it may not always be appropriate for governmental agencies. Aldemir (2010) further stated this model seems to be more applicable for business rather than public organizations. According to Aldemir (2010), the examples in his studies mostly introduce private sector implications, and very basic elements of government such as politics, hierarchy, and bureaucracy were not taken into consideration. When applying Kotter's eight-step change model, governmental agencies should strategically consider organizational culture and organizational structure of the departments that the internal affairs department will work with.

Governmental agencies should also take into consideration the role of resistance among employees. According to Aldemir (2010), some of the processes are hard to implement in the public sector, such as creating urgency by creating crisis, or at least by passing over some mistakes, because of the political effect on the job. This can lead to internal affairs departments being unable to implement a change in perception or restructure how the department is perceived. Aldemir (2010) suggested this fragile structure complicates the process and reduces the potential for success. In addition, once the process has started, it is difficult to change the direction, since the steps are closely tied to each other. If the change generates the perception that the internal affairs departments needs to change course, it may be difficult to make changes when there is no employee buy-in or if management is not encouraging engagement of other departments working with internal affairs.

Summary and Recommendations

Internal affairs departments within any business, association or governmental agency needs strong leadership and organizational culture if the department is going to change the

perception employees have of the department. Leadership is essential because they set the tone for everything that happens. When leadership sets a platform where internal affairs is welcome it will resonate not only in a particular department but also across a variety of departments. Once leadership establishes the organizational culture, the internal affairs department must create a clear and consistent way of engaging with staff involved in the investigative process. The most significant way to improve perception is through engagement with staff throughout the investigative process.

The focus for internal affairs departments is to complete administrative investigations that involve staff misconduct within a given organization, business, or agency. How the department is perceived is vital in fostering an environment of collaboration and cooperation. Improving the perception of internal affairs departments to create sustainable organizational change must begin with leadership. Recommendations that would improve perception would be the following:

1. Determine the organizational culture of the department that is involved in the investigative process.
2. Determine what has contributed to staff's current perception of the internal affairs department.
3. Review staff's relationship with leadership
4. Empower staff through training and support
5. Determine how communication is conducted based on the need of the department involved in the investigative process.
6. Utilize Kotter's eight-step model

7. Provide openness and transparency about the investigative process throughout the process.
8. Maintain professionalism with every department internal affairs works with.
9. Maintain objectivity as a precedent in each investigation that occurs.

Conclusion

Improved perception of internal affairs departments not only helps the internal affairs department but the business, association or governmental agency. When leadership takes an active role in setting an organization's culture and encouraging engagement with the internal affairs department relationships among departments can be either established or re-established. Improved perception is something that will take time to change if the perception of an internal affairs department is negative. If the perception of internal affairs is positive the strategies that are working still need to be maintained. Because the goal of internal affairs departments outside of the criminal justice system is to complete administrative investigations on staff misconduct, all forms of communication must be consistent and based on the needs of the department the internal affairs department is working with. For organizational change to be sustained, the key elements of transparency, objectivity and professionalism must flow throughout the investigative process. Other elements that will contribute to sustaining organizational change is internal affairs engaging with staff outside of investigations. This means looking beyond the scope of the investigative process such as collaborating on new initiatives or committees the business, association or governmental agency has and working. By doing this internal affairs staff can build relationships with staff from other departments and help ease some of the fear that comes when internal affairs are involved in the investigative process. Being able to view internal affairs

staff as approachable and objective can reenforce and sustain the change in perception of an internal affairs department.

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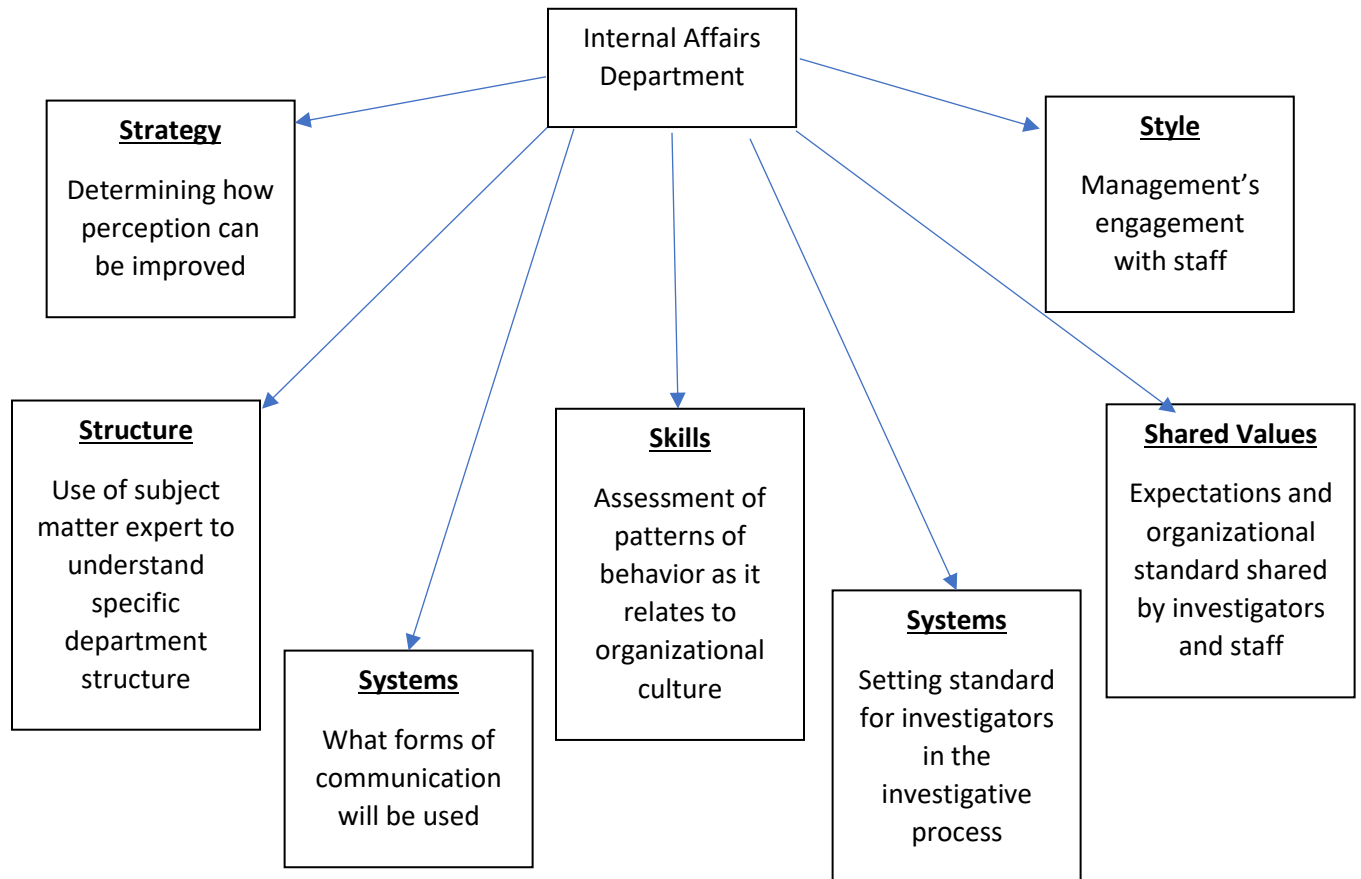
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Appendix A

Figure 1

ADKAR Model as it relates to Internal Affairs Perception



Appendix B

Figure 2

Kotter's Eight Steps as they relate to Internal Affairs Perception

<p>Step 1: Create Urgency</p> <ul style="list-style-type: none"> - How significant is the change to the organization? - What is the current perception of the internal affairs department? - Collaboration and cooperation among staff - Leadership's impact
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<p>Step 5: Empower others</p> <ul style="list-style-type: none"> - Empowerment, employees and the change process - Shift in perception - Barriers to change & removal
<p>Step 6: Create short term wins</p> <ul style="list-style-type: none"> - Perception & internal affairs departments - Negative perceptions - The significance of short-term wins
<p>Step 7: Consolidate improvements</p> <ul style="list-style-type: none"> - Improving on short-term wins - Organizational change and the investigative process - Actions to consolidate improvements
<p>Step 8: Culture and making change stick</p> <ul style="list-style-type: none"> - What is culture? - New approach to business - Consistency and change

Appendix C

Interview Questions

These questions are about the perception of the Internal Affairs Office within the Wisconsin Department of Corrections and its impact on how other departments work with them from a leadership viewpoint.

1. What is your name and current position?
2. What is your professional background experience?
3. How long have you been with the WI Department of Corrections?
4. What is your experience working with investigations and internal affairs?
5. How has your experience and background shaped your view of what you would like to see from the IAO department within the WI DOC?
6. In your experience how is IAO with corrections different than a police department or other organizations?
7. What were the biggest challenges previously faced by the IAO/ PREA departments?
8. How is that different now that the IAO department has been re-established?
9. What are the biggest issues you feel play a role in the perception of IAO when it comes to collaborating with internal and external partners for the investigative process?
10. How does organizational culture impact the perception specifically in DAI, DCC, BHS and Administration?
11. Is the perception of IAO different for DJC?
12. How does that perception impact collaboration with DJC?

Case Example/ Impact of perception on IAO

13. Has the IAO department dealt with a case where the perception of IAO impacted collaboration & cooperation?
 - Was organizational culture a factor?
 - Were there other factors?
 - What were those other factors?
 - how was rapport and trust built?
 - What was the outcome?
 - Was a better professional alliance obtained?
 - Were there lessons learned?

Resistance

14. What type of resistance does IAO receive from staff?
15. What forms of resistances happens? (Examples: unresponsiveness to inquiries, lack of information)
16. What actions are taken to combat resistance?

Negative Perceptions

17. What has been done to change negative perceptions of IAO?
18. What do you believe will help improve negative perceptions of IAO over time?
19. How do will IAO make the improvements to negative perceptions of IAO “stick”?

Communication

20. What are the channels of communication between IAO and other departments in the investigative process?
21. Do employees of all levels get the opportunity to express themselves?
22. Does the grapevine communication help in the flow of information or harm it?
23. To what extent is information distorted through the grapevine?
24. Does it contribute to further conflicts or retaliatory behavior?
25. How does the management resolve conflicts arise out of poor communication?
26. Are employees motivated and satisfied with use of communication channels by IAO?
27. Do the people at higher levels use compassion in communication?
28. Do the people at the higher levels use compassion in communication
29. Does how IAO functions facilitate positive communication flow with those in the investigative process?

Future Perception

30. What would be the ideal perception of IAO among other departments?
31. Is this ideal achievable?
32. What benefit would a change in perception give to IAO department and DOC overall?
33. Do you believe this ideal would work in other IAO departments? Or would it be specific to WI DOC rather than general for any IAO department?