





**PORTUGAL 2007**  
 Presidência do Conselho da União Europeia


**Resource Centre**  
European Institute of Public Administration


# **3rd** European CAF Users Event

## The role of leadership in the implementation of total quality management in a prison

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3rd European CAF Users Event, Lisbon 11-12 October 2007

## The prison of Ghent




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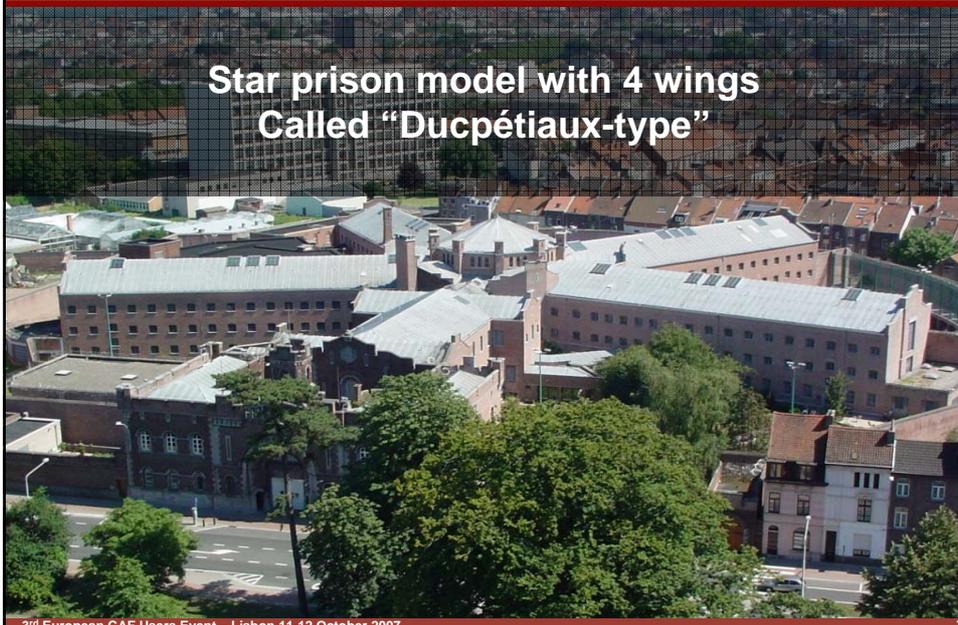

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## The prison of Ghent

Star prison model with 4 wings  
Called "Ducpétiaux-type"



## The prison of Ghent – open internal infrastructure

400 prisoners

remand (60%) – convicted (20%)  
internees (20%)

Extensive accommodation for visits

Labour - courses – sport - recreation  
activities for prisoners



## Prison of Ghent - Staff



## The case - Objectives

- **Phase I (1998 – 2003): new organizational structure**
  - From pyramidal to team based structure
  - Introducing teamwork
  - Install more flexible work roster for prison officers
  - Consulting framework & participative management
  
- **Phase II (2005 – 2008): implementation of methods of New Public Management**
  - Strategic Plan (2006-2008)
  - CAF-self-assessment (2007)
  - Staff survey (2007)
  - Balanced scorecard (2006)
  - Intranet & internet (2006)
  - Development circles (PDCA-cycle): 2005 - 2008

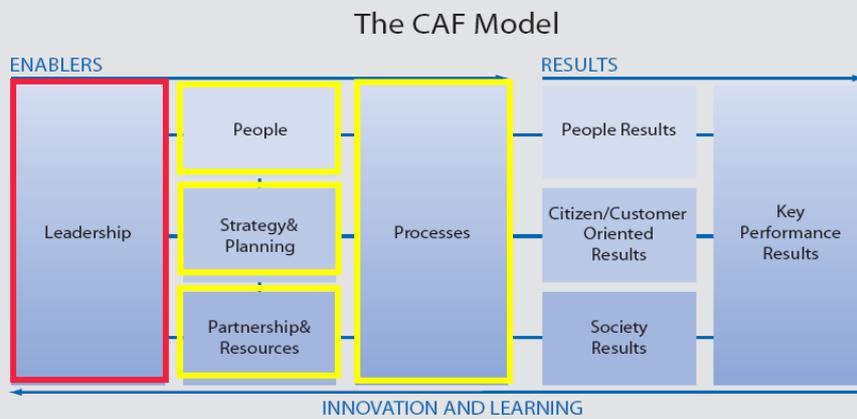
## Assessment tools

- 1998 – internal audit by consultant provided SWOT-analysis
- 2004 – 2005 evaluations new organizational structure
- 2006 – SWOT analysis prior to strategic plan
- 2005 – 2006 surveys by master students
- 2007 CAF self-assessment
- 2006 Start with “development circles” (PDCA cycle)
- Cooperation with other external partners

## Sources of inspiration

- Prototype of team model in prison Ghent (entrance and visits team) 1997
- Benchmarking with prison of Saint-Gillis (Brussels) 1998
- Prisons in the Netherlands which apply INK-process (2005)
- Other organizations which use the CAF-tool (2005)
- Visit OSLO prison (2007): balanced scorecard
- Prison administration of the Netherlands (BASAM staff survey - 2007)
- Public management studies & co-operation with students

## Role of leadership

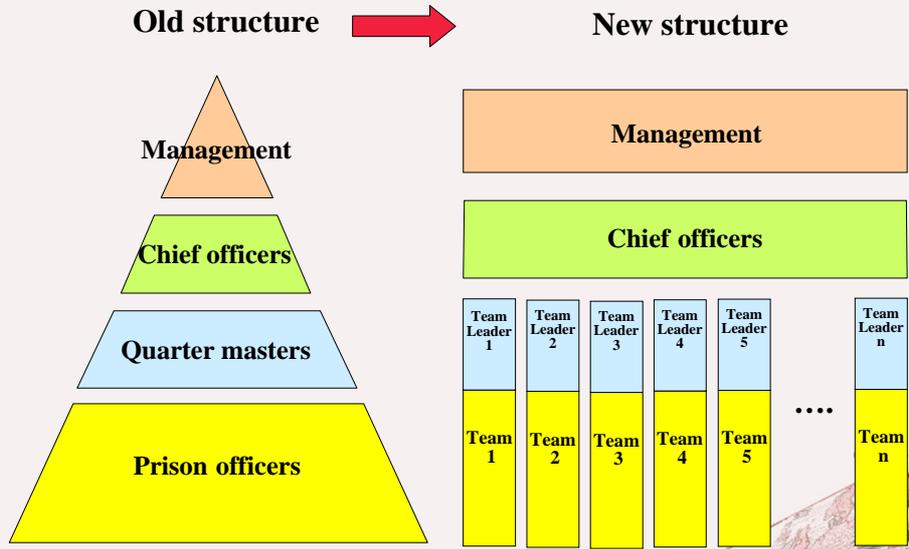


## Choice for participative management

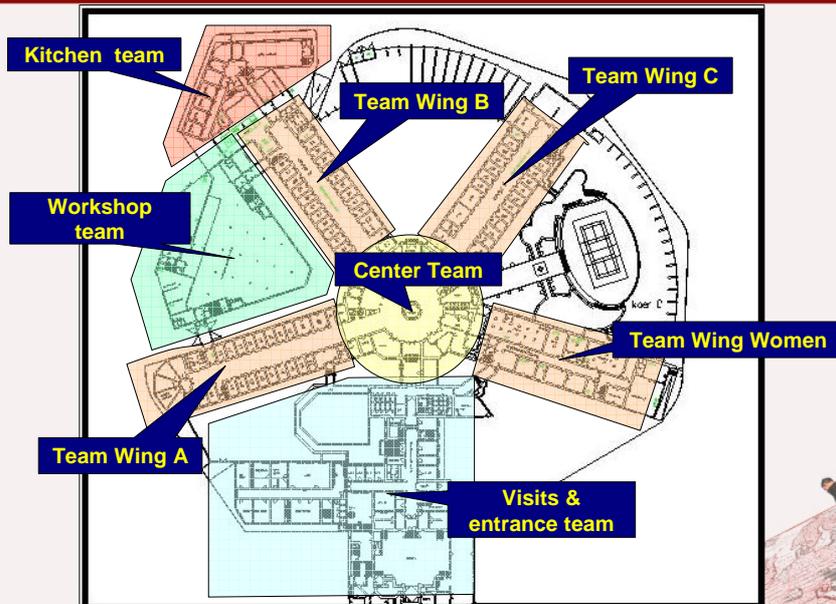
### ▪ Objectives

- Increases motivation of staff
- Increases problem-solving capability
  - ➔ creative solutions
- Makes use of the competences of co-workers
- Facilitator during change process
- Democratic management style
- Involves continuous commitment of management
- Better labour relations and better communication

## Phase 1: Towards a new organizational structure



## Team distribution



## The actors



## Phase I – The process

- 1997 Team prototype (visits and entrance unit)
  - Participative management
  
- 1998 Internal audit → 5-years action plan:
  - New organizational structure: teamwork
  - New way of drawing up work rosters
  - New consultation structure

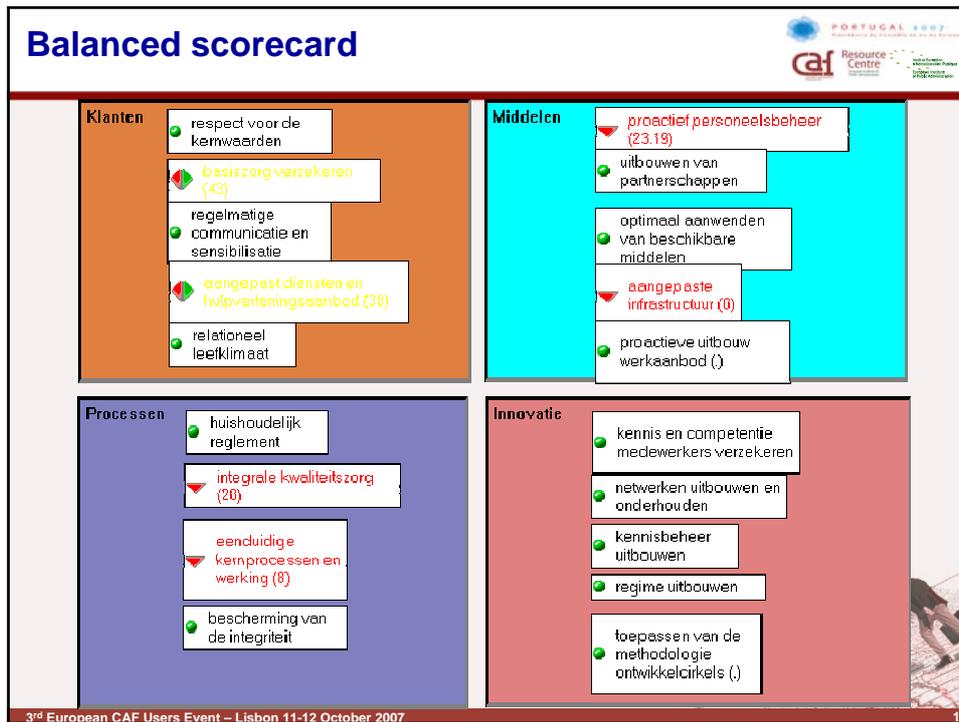
## Phase I – Implementing teamwork

Adopted principles of teamwork:

- Each team has its **work roster**
- **Consultation** with team leaders
- **Participation** by team members (team days)
- Importance of **leadership**:
  - ➔ performant teams have strong team leaders
- **Exchange** of co-workers between teams possible
- **Flexibility** - “Right man on the right place”

## Phase II – Adopting strategic and quality management

- 2006 Recruiting policy co-worker
- 2006 Strategic plan (2006 – 2008)
- 2005 Development circles (2005 – 2007)
- 2006 Balanced scorecard
- 2006 Intranet
- 2007 Staff survey
- 2007 CAF self-assessment



- ## Role of CAF
- CAF self-assessment in 2007 (1rst time)
  - Assessment group: 12 staff-members
  - Management executed parallel CAF-process
  - Improvement plan used
    - ➔ input for the new strategic plan 2007-2008
  - Opportunity to apply participative management
    - ➔ reflecting together on the strengths and weaknesses of the prison
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## Prison governors

- Prison governors are both managers and leaders
- They manage the prison organization in its different aspects:
  - Correctional institution (security)
  - Centre for rehabilitation and restorative justice
  - Work shop (prison labour)
  - Infrastructure and conveniences (hotel function)
  - Psychiatric institute
  - Education centre

## Leadership (1)

- Coaches of executive functions: office managers, chief officers, quarter masters
- Serve as a “good example” - stimulate improvement
- Promoters of the organizational culture
  - Propagate mission, vision and values
  - Frequent formal and informal contacts with all co-workers
  - Stimulate participation
  - Empower people: strengthen the problem solving capabilities of staff

## Leadership (2) - Example

- Example
  - Team rotation: 10% each quarter
  - Consulting with management – chief officers – team leaders
  - Different communication by management and middle management
  - Result: confusion with staff
- New attempt: applying development circles and direct involvement by management and middle management



## Measures of success - Results

1. Positive effect on organizational climate and appropriateness for change
2. Evolution towards a common organizational language (e.g. CAF-process, training sessions, consulting)
3. More commitment of staff and management
4. Better communication (less aggressive)
5. Rise of problem solving capacities of team leaders and integral management
6. More individualised treatment of prisoners (e.g. the care team for prison with mental health problem)



## Measures of success – Teamwork effects

- More flexible work roster (personal comfort)
- Control over leave arrears
- Responsibility for team leaders
- Efficient evaluation procedures for co-workers
- Multidisciplinary (cooperation with psychosocial staff)
- Competent team leaders serve as a bench mark
- Team spirit (ups and downs)

## Measures

- 1998 Internal audit (starting point)
- 2004 – 2005 Internal evaluations of the change project
- 2006 Balanced scorecard (set of indicators)
- 2007 Staff survey (BASAM)
- 2007 CAF-self-assessment

## Obstacles

- Quality of team depends on competence of team leaders
- Duality teams and shifts
- Change in role definition of team leaders and chief officers
- Discontinuity of local training initiatives (budget)
- Different visions
- Staff rotation
- Overcrowding

## Lessons learned

- Change project supplies energy for and mobilises the entire organization
- It's a never ending story: continuous need for innovation
- Success of the incremental method
- Impossible without continuous commitment of management

## Innovation content

- Teamwork based organization structure
- Participative management as basic principle
- Integral quality management is started
- Use of modern public management tools
- Adaptability by other prisons and social profit organizations

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Welkom op de website van de "Nieuwe Wandeling"

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