A paper for the 15th IIRA World Congress: The New World of Work, Organisations & Employment, Sydney, Australia, 24-28 August 2009.

Track 2

WORKERS' COMMITTEES AND EMPLOYEE VOICE IN KINGDOM OF SAUDI ARABIA

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ABSTRACT:

Workers in Saudi Arabia could defend their rights only through the Disputes Department of government labour offices, by filing a complaint along with supporting evidences. Neither the formation of unions, nor demonstrations or strikes is permitted and collective bargaining is forbidden. However, in 2002 the Government introduced a new legislation which allows employees to elect their representatives and set up workers' committees in workplaces. In fact, the legislation allows organizations with one hundred or more workers to establish such committees to function as a means of dialogue between employees and employers, in order to improve the working conditions and productivity.

This paper explores the new system of employee representation organisations in Saudi Arabia which have started forming to provide a channel for workers to voice their interests inside the workplace. It will examine to what extent workers think the existence of these committees are important at workplaces, after about five years of operations. The data will cover the organisations in the private sector which already formed workers' committees which are expected to follow. It will also focus on the viewpoints of employees about the employee participation practices in their organisations. The findings show that employee voice is practiced only in large companies in the private sector. Furthermore, the majority of employees support the formation of worker's committee in their workplaces, although, in general, there is a lack of employees' awareness of such committee regulations.

INTRODUCTION:

It is recognised that organisations are increasingly acknowledged the necessity of maximising employee voice (Butler, 2005) as a way of democratizing the workplace. Therefore, "voice is a word that has been more widely used in the practitioner and academic literature on Human Resource Management (HRM) and industrial relations in recent years" (Dundon et al., 2002:8).

Saudi Arabia, one of the world's largest oil exporters, is a country which has witnessed a rapid industrial development that required a large number of workforce including national and foreign workers. Thus, the government has introduced new legislation which allows to workers' committees to guard employees' interests at workplaces where 100 or more are employed.

The aim of workers' committees is to provide employees with opportunity to exert (indirect) influence over matters regarding the regulation of the employment relationship and wok condition.

According to the author knowledge there have been no studies of employee voice in Saudi Arabia. Thus, this paper seeks to contribute to this area by exploring the employees' views and experiences about worker participation practices in Saudi Arabia. It also attempts to evaluate employee perceptions of workers' committees.

LITERATURE REVIEW:

Employee Participation:

Employee participation (EP) has become a well known feature of the high performance workplace. This is because it has been found that it contributes positively towards improving job satisfaction and labour productivity (Danford et al., 2005: 613).

O'Donoghue et al. (2007: 15) define Employee Participation (EP) as "about the opportunity for employees to influence management decision making". It starts with communication which involves information passing from management to employees. In fact, Bryson et al. (2006) use the term "voice practice" in the way as similar to 'participation' since they consider it "to be any formal mechanism by which workers can communicate their voice to managements" (Bryson et al.,2006a, p.439). In general, some authors (O'Donoghue et al., 2007) belief that any opportunity given to employees to influence decision making, is a form of employee voice.

Participation takes many different forms under two main methods: direct and indirect. Direct method takes place when employee or group is allowed to involve in decision making process. This type is about employee involvement. In the other hand, indirect method happens when employees are represented by a third party, thereby it is more about participation.

In practice Dundon et al. (2002) find that all organisations used downward communications in one form or another. For example, some organizations use electronic media to make it easy for employeesto convey their own opinions to senior managers. Two-way communication is also a form of voice which is used at all organisations. Example of this is a frequent meeting with employees. The authors argue that the use of employee and attitude surveys had increased during the last years. This is often seen as an example of 'good' HRM.

The precondition for EP to be effective is the management commitment. This includes communicating regularly, practicing an open management style, responding positively to employee input, and by providing adequate resources to employee representatives (O'Donoghue et al., 2007).

Definition of Employee Voice:

There is no doubt that the idea of employee voice has been accepted by organisations and has its impact on their employee relations policies over the world. Bryson et al. (2007) state the purpose of voice regimes as to create two-way communication between managers and employees. Therefore, voice can be defined as 'the present of two-way forms of (representative or direct) communication between workers and management" (Bryson et al., 2007:12). But, Dundon et al. (2002) in their study, which was conducted in the UK, state five ways to define employee voice based on managers' opinions who were interviewed. Firstly, voice could be defined as communication or exchange of views about issues for employees and managers. Secondly, it could be defined as upward problem-solving where employees have opportunity to provide feedback on specific topics. Thirdly, as a collective representation where the views of the workforce is communicated to managers by representatives. Fourthly, as engagement as that employees have ability to express their views to managers in an open environment. Finally, as an opportunity for employees to have their views taken into account and may affect the management decisions. Therefore, Dundon et al. (2004) argue that defining voice including the expression of complaints or grievances and the participation in the decision-making processes by employees to improve the work organisation and efficiency.

From the above, we can recognise three parties involved in voice provision: workers, unions and employers (Willman et al., 2006). The main issue isto give employee feeling they are making choice and participating in defining the standards and improving them (Dundon et al., 2002). But the problem is the balance of the power among these parties. For example, Butler (2005) finds that most of employees thought that "the balance of power between management and employees istoo heavily in favour of management".

Indeed, the worker's committee is an alternative employee representative body that enables employees to voice their ideas, opinions and concerns about topics matters that affect them in the workplace. Indeed the aim of this body is to improve the lives of employees through promotion of representation. Accordingly the services of the workers' committee should be available to all employees and its website, accessible to all employees, contains information about employee rights, services and contact details (Markey, 2007).

The Channels of Employee Voice:

It is significant to choose the appropriate way to treat employees through the provision of opportunities for voice (Dundon et al. (2004).

Three different channels of voice have been determined by researchers: union voice, non-union representative voice and direct (non-union) voice (Bryson et al., 2006a and Dundon et al., 2004).

The first voice practice takes place through trade union membership. This mechanism is controlled and organised by the systems of employee representation by trade union and supported by legal regulations. But with declining membership levels during the last two decades of the 20th century, it has become less prominent voice in the UK and other countries (Bryson, 2004; Danford et al., 2005; Bryson et al. (2007; and Bryson et al., 2006a). In particular, Bryson et al. (2006b) find that the firms in USA are often try to avoid unionization.

The second strand, indirect participation methods take place through the existence of some forms of joint consultation such as works councils and joint consultative committees in large organisations. These works councils enjoy relatively extensive rights to consultation and codetermination in some countries like Germany, the Netherlands and Austria (Markey, 2007). Danford et al. (2005) think that such forms of employees' voice provide opportunities for employee representatives to articulate their constituents' grievances to senior managers in less adversarial environment that provided by collective bargaining processes. They have described practices which happen in British workplaces, that non-union representatives are elected and formed a committee.

Direct voice is a form of a two-way communication practices between management and employees without the mediation of representation (Bryson et al., 2006a:442) which are called 'employee involvement' or 'direct participation'. This includes any meeting between senior management and workforce, team briefings with opportunities for two-way communication, problem solving group, formal surveys of employees' views or opinions and suggestion schemes.

There has been a debate about which of the above voice methods are more effective. While some authors like Dundon et al. (2004) emphasis that the first channel (trade union membership) is seen as the best one due to its independency of the employer, other studies indicate that direct employee involvement is more effective than indirect voice through union voice, although they argue that if union and direct voice are

complementary, the result will be much better. Moreover, non-union representative voice will be more effective when the representatives are elected rather than appointed (Bryson, 2004; Danford et al., 2005). In general, non-union employee voice may be established by employers to reduce outsider involvement like unions or other form in organisational decision-making (Markey, 2007).

Within investigation of the reasons for declining the union in some countries, it seems that some indicators have been found that directive voice is superior to traditional collective bargaining. Therefore, "direct voice is currently the most popular form of voice with management in Britain" (Bryson et al., 2006a:443). This is, according to Bryson et al., because managers are more responsive to direct voice. In fact, some evidences have been found that there is a positive association between direct voice practices and productivity. However, this practice can be sabotaged by managers who do not believe in listening to and communicating with employees.

Furthermore, Willman et al. (2006) find that other methods of communication used by workplaces including newsletters and suggestions regardless these companies have formal voice or not. They also state that under the EU Directive on Information and Consultation, many workplaces are required to establish two-way communication. Consequently, two-way communications are found to be common at many workplaces. It can be organised in a form of daily, monthly or quarterly meetings (Dundon et al., 2004). Employee attitude survey may also be conducted to give employees the opportunities to express their concerns on areas of dissatisfaction.

In their study, Wood and Fenton-O'Creevy (2005) conclude that organisations may use direct voice for information-sharing; union channel for negotiation and decision making; and representative committee for consultation. They state that "when combinations of channels are used in an enterprise, they are mainly complementary, so that multiple channels tend to be used for each issue, rather than as substitutes for each other"(p.46). However, they find that the trade union channel is used for fewer issues than other channels.

The Perceived Benefits of Employee Voice:

Dundon et al. (2004) argue that whatever expression or communication channel used, the main purpose of voice is to give employees an opportunity to contribute in improvement of policies and practices. Admittedly, "it is possible to run a successful business with minimal employee participation of any kind, but this is often not the best option" (Torrington et al., 2005: 459). This is because that voice can be considered as an articulation of individual dissatisfaction. It allows employee to raise and discuss a specific problem or issue with management. Its aim is to find expression in a grievance procedure or "speak up" programme (Dundon et al., 2002).

Several positive outcomes of voice implementation, in fact, have been reported including improvement in employee behaviour, customer relations, organisational strategies, and internal work systems. Actually, some authors belief in existence of positive relationships between voice and performance. This includes reducing absenteeism level, improving productivity and quality and improving staff retention rates (Dundon et al., 2004).

Dundon et al. (2002), Torrington et al. (2005) and Willman et al. (2006) identify the benefits of employee voice as followings:

1- Better work environment: employee voice creates a constructive and open industrial relations climate, which leads to improvement of motivation, commitment and team work among employees.

- 2- Employee contributions: employee attitudes and behaviour will improve and they will be able to contribute positively in decision making process.
- 3- Improved management systems: improving people management systems and processes would increase employees' willingness to challenge issues and coping with change.
- 4- Improved organisational performance: this including low levels of absenteeism, productivity improvements and better employee retention rates.
- 5- Reduced supervisor moral hazard through increasing flow from employees to top executives.

However, Willman et al. (2006) determine some costs that associated with voice provision:

- 1- Direct costs of providing time off and training.
- 2- Indirect costs of slower decision making.
- 3- The possibility of raising the bargaining of employees.

In general, rational employers are ought to introduce a voice mechanism if the expected benefits are greater than the costs of its provision (Willman et al., 2006).

Furthermore, some authors (Dundon et al., 2004 and Bryson et al., 2007) are convinced that implementation of employee voice is an actual investment in HRM which leads to achievement of competitive advantages and creation of more open and constructive employment relations climate.

Finally, Bryson et al. (2006a) find that there is a strong and positive relationship between worker perceptions of managerial responsiveness to their voice and managerial perceptions of productivity. So, they recommend that policy interventions should focus on improving attitudes of managers and employees towards one another.

INDUSTRIAL RELATIONS IN SAUDI ARABIA:

The labour market in Saudi Arabia is dominated by foreign workers, mostly with low skills, come mainly from the neighbouring and South & East Asian countries and sometimes they work as illegal immigrants. With regard to the gender composition of workforce, the low level of female employment is a significant feature in Saudi Aabia.

In general, ten millions people work in the Gulf States and some sources said they are 14 millions, most of them are unskilled workers. Their total transfer reached 25 thousands millions dollars each year.

The new Saudi Labour law that was adopted in September 2005 came into force in April 2006, while the old one was introduced in 1969. According to this law the working hours vary between 40 and 48 hours' week which depends on the particular company's policy.

Industrial relations in Saudi Arabia have unique features there are no trade unions; collective bargaining is prohibited and employers set wages, which vary according to the labour market and a worker's nationality. Furthermore, it is absolutely illegal to provoke a strike for any reason. However, the new regulation, which urges companies with more than 100 Saudi workers to establish an employees' committee, may be considered aspromotion of setting up of trade unions through collective activities Indeed, these features are shared by most of the Gulf States.

Industrial and labour matters are controlled by the Ministry of Civil Services in the case of the public sector, and the Ministry of Labour, in the case of the private sector. When disputes over the rights and duties of employees and employers occur, they can

enforce their rights in a labour court. There are committees specialising in discussing, studying and solving industrial disputes. Employees can appeal to the supreme committee, that is free of charge, if the dispute value exceeds SAR10,000.

Labour Commissions and the Settlement of Disputes:

The agency of labour affairs accomplishes its activities through labour offices located in different cities in the Kingdom, which provide services for the private sector and its workers regarding issuing work licences, transferring workers from one enterprise to another and settling disputes between workers and employers. If it fails to solve the problem, the office will assist the individual in bringing higher grievance to the labour courts. In the labour law they are called "Commissions". They are of two types:

- 1- The primary Commission
- 2- The Supreme Commission

This judicial system consists of many primary committees in different cities. These independent committees are appointed by the Council of Ministers and administered by the Ministry of Labour. Employees and employers can also appeal to the Supreme Commission in Riyadh (Alzabadi, 1999). New primary committees have been established during the last two years in addition to two supreme commissions in Jeddah and Eastern Region.

The steps of the grievance processes include the followings:

- a) Filing a complaint along with supporting evidences in the disputes department in the Labour Offices which are located in different cities throughout the Kingdom
- b) This department conducts preliminary investigations and attempt to solve the problem between the parties, that may invlove compensation.
- c) If the case can not be resolved at this level, it is referred for judgment to a primary commission.
- d) This should be dealt with by the primary commission within a matter of days.
- e) If either party wishes to appeal the decision, then a submission must be made to the Supreme Commission within thirty days.
- f) The Supreme Commission will make a decision within thirty days of the first hearing.
- g) The decision of the Supreme Commission is final, binding and enforceable on both parties.

If thirty days lapse after the Primary Commission made its decision and none of the parties appeal, then that decision is considered standing and enforceable.

Difficult cases or appeals could be transferred to the court, where Islamic law is implemented and which is highly respected by people (Alzalabani, 2004).

The Workers' Committees:

In 2002, the government approved the establishment of employees' committee in any company that hasmore than 100 Saudi workers. Saudi Aramco and Saudi Telecom were the first companies implemented such policies, which happened in the beginning of 2004. The purpose of this committee, which may be considered a foundation of collective bargaining, is to find a means of dialogue between the employee and employers in order to improve the level of work performance and eliminate technical and material obstacles impeding that (Alzalabani, 2004)...

One of the other objectives of forming such committees is to have the Kingdom's first national labour committee to represent workers' bodies at international organisations including those of ILO. This, actually, has happened many timesthat the committees usually receive invitations from the ministry of labour to attend the international meetings or conferences.

Regulations of Formation of Workers' Committees:

- 1- Only one workers' committee can be formed in each workplace where more than 100 workers are employed.
- 2- The committee should contain between 3 to 9 members, who often are elected from the workers.
- 3- The duration of the committee is three years.
- 4- The committee formation must be approved by the minister of labour.
- 5- Members of the committee should be among Saudi workers in company, with age of 25 years and at least two years of work experience.
- 6- The main tasks of the committees are limited to providing recommendations to the management on the following issues:
 - a. Improvement of working conditions.
 - b. Increasing and improving the quality of the productivity through increasing the production efficiency which leads to industrial relations stability.
 - c. Improvement of health and safety standards.
 - d. Development of management and technical training programmes and improvement the social and cultural levels of the organisation.
- 7- The committee should conduct its meetings in the company and should be provided with their required resources such as facilities time and information.
- 8- In the first meeting it should elect the chairman among its members and decide its work procedures and decision making processes.
- 9- The minister of labour and management have the right to send a representative to attend meetings of the committees.
- 10- Minutes of the meetings are to be submitted to management within three days, who then passes them to the minister within 15 days attached to a document that includes the management viewpoint and justification of any action in this regard.
- 11- The committee recommendations should be submitted to the consultancy council which has been established by the minister of labour to study these recommendations. This council includes members from the ministry of labour, the Manpower Council, Internal Ministry, three businessmen chosen by the chamber of commerce, and three workers selected among the members of work committees.
- 12- The minister of labour may dissolve a workers' committee should it violate regulations or threaten public security.

Moreover, migrant workers are not allowed to serve on committees, although committees are allowed to represent their views.

Six years after these regulations were issued, only few workers' committees have been created, 12 out of 13553 business organisations have formed such committees (Marwi, 2005). Among these companies are the following: Saudi Aramco. Saudi Telecom Co., Sabic, Sam ref, the Chamber of commerce in Raydh, Water distillations Co., and Abdulteef Jameel companies.

Although the ministry of labour urges the formation of such committees, it is still committed to not force companies to do so, which means that initiative should be rest with management (Al-Raiydh, 2008).

The problem sfacing the committees include the following:

- 1- Low level of participations in elections by employees.
- 2- Being an employee of the company, member of committee has a limited power to force workers' rights.
- 3- High cost associated with committees which should be afforded by the companies.

METHODOLOGY:

The purpose of this study is to explore employee voice practices and participation methods in Saudi Arabia. To achieve this aim a questionnaire survey was designed in addition to using a secondary data released by the industrial and petrochemical enterprises in the private sector in the Kingdom.

This self-completion questionnaire, has been distributed to a random sample of 500 employees in 19 different workplaces within the private sector. The response rate is 60 percent. The survey contains two groups of questions. The first group aims to explore employees' perceptions with the worker's voice and participation environment in their workplaces and the communication methods used by the sector surveyed. The second group aims to assess the degree of employees' awareness of the worker's committee regulations and their perceptions with importance and role of this new system.

To achieve the first objective about worker's participation practices in industry surveyed, employeeshave been asked three questions: First, if they think that the management seeks employees' opinions on work matters. Second, if they think that the management in their organisation accepts and deals with employees' suggestions positively. Third, if they think that employees in their workplaces have enough opportunity to affect decision making.

Furthermore, to explore the perceived importance of worker's committee the author focuses on four questions. First, do you think the existence of worker's committee is important in your workplace? Second, do you think the committee will represent workers effectively and raise their concerns? Third, will you cooperate with the committee and seek its help in case of your need? Fourth, do you think the management in your workplace will deal with worker's committee positively?

Employees were asked to rate the above factors, on a five-point scale ranging from 1 = 'Strongly agree' to 5 = 'Strongly disagree'. The factors showed acceptable levels of internal reliability, with coefficients alpha of 0.70 and 0.80 for perceived employee participation and perceived importance of worker's committee respectively.

The mean age of respondents was 34 years, with age ranging between 21 and 53. The mean organisational tenure was 9 years and the mean of previous service of 2 years. The educational qualifications vary from high school to Bachelors Degree.

RESULTS:

As mentioned above to explore employee participation practices, there were three questions of particular interest for this purpose. Employees were asked to rate whether management seeks the views of employees or not, dealing with employees' suggestions positively, and providing employees with an opportunity to influence decisions.

Their responses indicated that 40% responded positively, however 40% thought opposite. However, there was a big difference among the companies in that the

majority of respondents in large companies had more positive attitudes towards these issues. They believed that the management usually seek their opinions about work matters, deals with suggestions positively and provide them with opportunity to affect the decision making process. For example, 55 percent of respondents in Marafiq and Saudi Aramco believed that the management ask them about their opinions. 60 percent and 65 percent of respondents in Marafiq and Yanpet respectively thought that the management deals with their suggestion seriously. However, according to employees' perceptions, there is less opportunity to affect decision making by workers in this sector. Moreover, the situation was worse in small organisations.

To explore the ways these companies use to communicate with employees, respondents were asked if the following methods were used in their workplaces: direct meetings with employees, survey of opinions, internet, open door policy or periodical issues. The result indicated that the most used methods were conducting a direct meeting with workers, survey and internet, especially in some of large companies such as Yansab, Aramco, Arabian Cement Co., Yanpet and Marafiq. It is worth mentioning that the last two methods (open door policy and periodicals) were not used at all in any cases although when employees were asked to indicate the best methods they thought the companies should use for this purpose, 54% of the respondents were in favour of Direct Meetings whereas 51% were in favour of Open Door policy.

The second section of this study aimed to explore the perceived importance of workers' committee and the expected reaction of management to this system. Indeed, the first question investigated the extent of employees' awareness of the policy and regulation of this committee. The results showed that the majority (58%) of respondents have lack of information about this issue. Some of them commented that they had never heard about worker's committees in Saudi Arabia. Only employees in Marafiq (55%) admitted that they were fully informed about the labour committees.

The next four questions focused on measuring the following factors (1) importance of the existence of the worker's committee, (2) the degree of the committee effectiveness in representing workers, (3) the extent of employee trust of such committee, and (4) the nature of the relationship between management and worker's committee.

The results indicated that the majority of employees in this industry believed that the existence of labour committee is very important (83%) in their workplaces; these committee would represent employees very well (71%); and employees would cooperate and use them whenever they need that (83%).

However, it was found that there was little faith expressed in management's readiness to listen to the workers' committee and react with it positively as only 37 percent said 'yes' to answer this question.

DISCUSSION AND CONCLUSIONS:

As stated by Butler (2005), Dundon et al. (2004) and Bryson et al. (2007) that organisations have increasingly recognised the importance of maximising employee voice and employee participation because this can be considered as an actual investment in HRM. Accordingly, this study aimed to explore the participation practices and the new perspectives of employee voice in Saudi Arabia.

The results indicate that only employees in some large companies have good opportunity to participate in decision making regarding their work issues since management is perceived to be good at seeking employees' views and react positively to their suggestions. This indicates that management in large companies in Saudi

Arabia tend to have the required commitment to make EP effective as described above by O'Donoghue et al., (2007).

The study also tackled the question of what employees want in term of workplace voice, taking into consideration that the legal framework plays an important role in KSA, since the labour law determines what can be done and is prohibited.

The results indicate that the most currently used communication methods in these organisations are direct meetings with employees, employee survey and internet. Actually, combinations of these communication channels could be used as a complementary. This agreed with the suggestion discussed above by Wood and Fenton-O'Creevy (2005).

It isimportant to mention that employees in this sector preferred using open door policy and direct meetings as the best ways that could be used to improve the employee participation in their workplaces. In fact, both of these two channels are considered direct voice approaches. This result is consistent with the study findings by Bryson et al., (2006).

To improve EP in all organisations, new regulations have been introduced by the ministry of labour which authorised the establishment of 'workers' committees' in private enterprise with one hundred or more employees. This committee should contain between 3 to 9 members, who often are selected from the workers The purpose of these committees is to give workers a sense of participation through creating a communication channel between management and employees in such companies. This would help employees to raise their complains and to exercise their rights. However, the findings indicated that there was a pattern of a lack of employee awareness of their existence and about the rules or regulations that controlling their work.

On the other hand, the majority of respondents agreed about the benefits and importance of such committee in their companies. They believed that it would help them to make their voice heard. Consequently they would rely on this committee and would be loyal to their workers' committee. However, the employees' assessment of whether they think that their committees would be taken seriously by management indicated that only 37 percent of the respondents thought so. Thus, the majority felt that these committees would face some difficulties in dealing with concerned management. In conclusion, employee participation in the private sector is limited and depended on direct voice practices. Although, only few employees have been aware of employee committee formation, they believed in its effectiveness and they thought that they need such voice mechanism in their workplaces.

There is no doubt that implementation of workers' committees will improve organisation position in competitive labour market of Saudi Arabia. But, it seemed that these committees need more support from the government

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