



Quality employment and quality public services

Quality of employment in prisons

Framework quality employment – literature overview and survey



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KU Leuven, HIVA RESEARCH INSTITUTE FOR WORK AND SOCIETY
Parkstraat 47 box 5300, 3000 LEUVEN, Belgium
hiva@kuleuven.be <http://hiva.kuleuven.be>

**PART 1 FRAMEWORK QUALITY
EMPLOYMENT – LITERATURE OVERVIEW -**

1 | Job and employment quality in prisons: threats, low road policies and anchors for a way forward

1.1 Employment quality of prison staff: overview

1. A short reminder of theory
2. Employment quality of prison staff and recent trends
3. The role of policy and national variations in this
4. Anchors for employment quality: a framework

1.2 What is employment quality ?

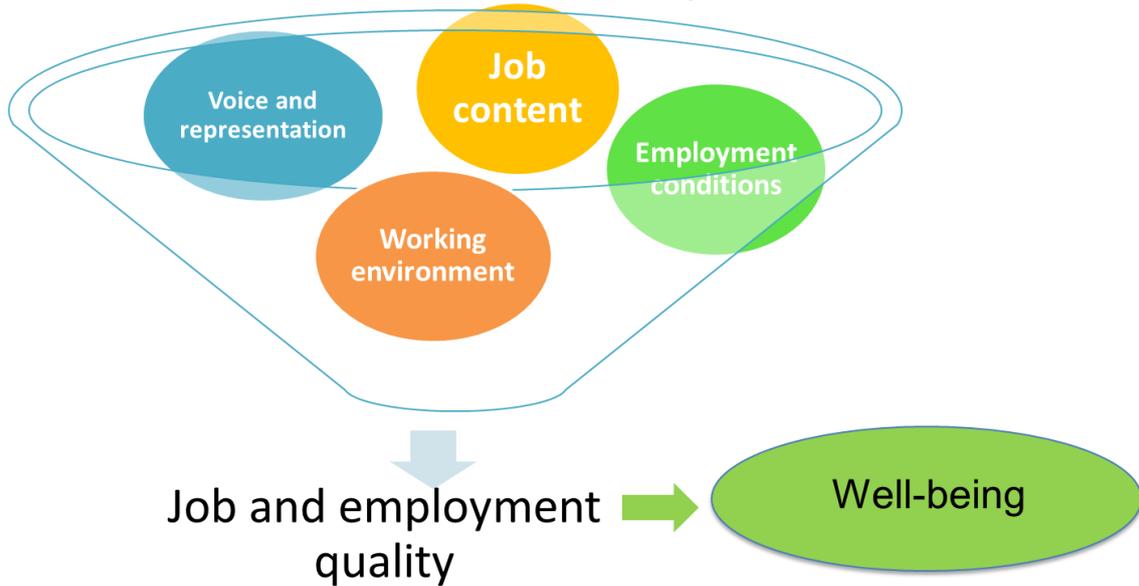
Terminology:

- Job quality: refers to the *attributes of the job* itself (independent of worker characteristics)
- Employment quality: relating to broader concepts linked to the features of the *employment relationship*
- Work quality: refers to the ways and conditions under which the activity of work can affect the *well-being* of workers
- we use the general term employment quality

1.3 A short reminder ...

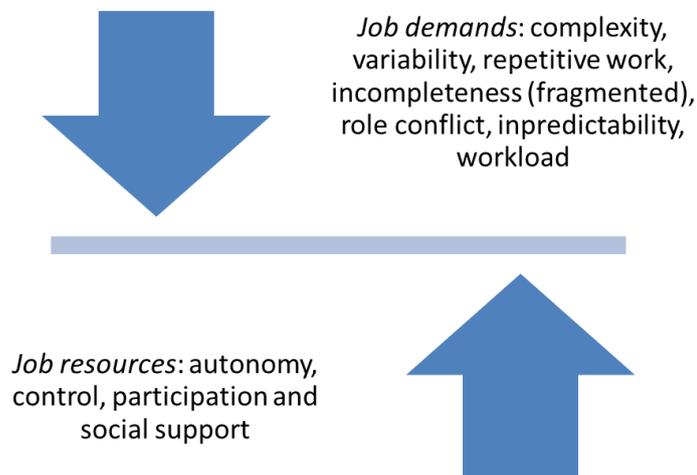
- Decent wages and working conditions
- Learning and career opportunities
- Working time arrangements and autonomy
- Security,
- Health and safety,
- Say, participation and representation
- Contact with other persons
- Support from colleagues and superiors
- Feedback and information
- Autonomy (over speed, method, sequence, ...)
- Balanced mix of complex and easy tasks
- No repetitive tasks
- Limited work intensity

1.4 Job quality, employment quality and well-being



1.5 Why is job content important?

- Psychological strain is not so much the result of workload, but the result of the joined effect of workload plus the level of decision-making power a worker has to cope with workload and the social support (s)he experiences.
- Control, autonomy and support reduce the risks of stress caused by high job demands.

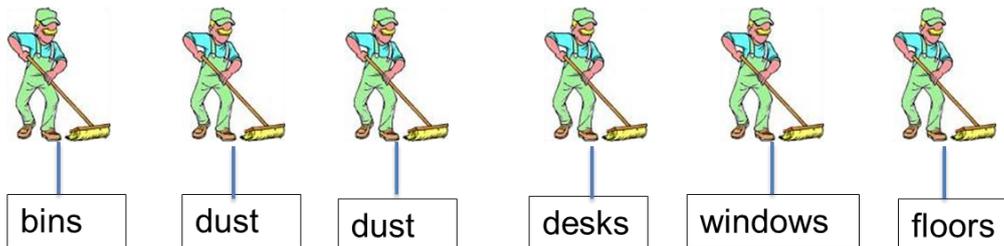


Direct participation, or job control, at three levels:

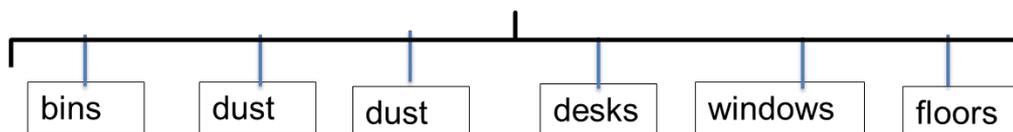
- job autonomy (individual task level);
- support: possibility to ask supervisor or colleagues for assistance and feedback;
- organisational level decision latitude: consultation in regular meetings on unit/organisation level about work organisation, processes, quality issues, targets, etc.

1.6 The role of work organisation

Fragmentation: fragmented work, repetitive, no variation AND little control, autonomy and participation



self-organised teamwork: variable tasks, good balance, support, autonomy and control



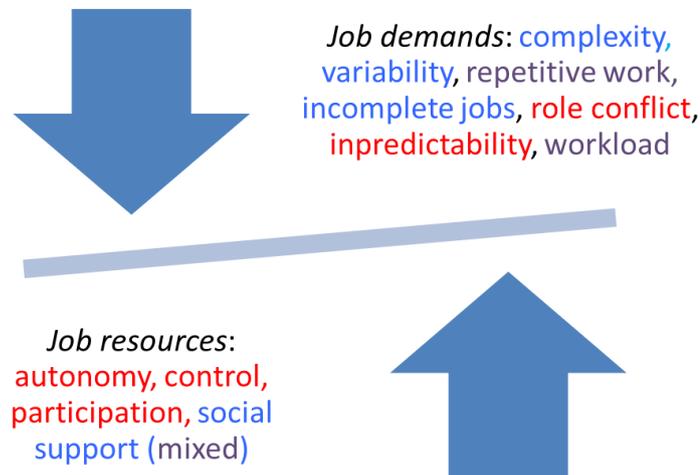
1.7 Outcomes

- Direct outcomes: social, physical and psychological consequences:
Stress, job satisfaction, work engagement, burnout, learning possibilities, work life balance.
- Indirect outcomes: personal and work outcomes:
work experience, turnover-intention, innovative behaviour, need for recovery.

1.8 Employment quality of prison staff

1.8.1 Overview

What is typical for the employment quality of prison staff?



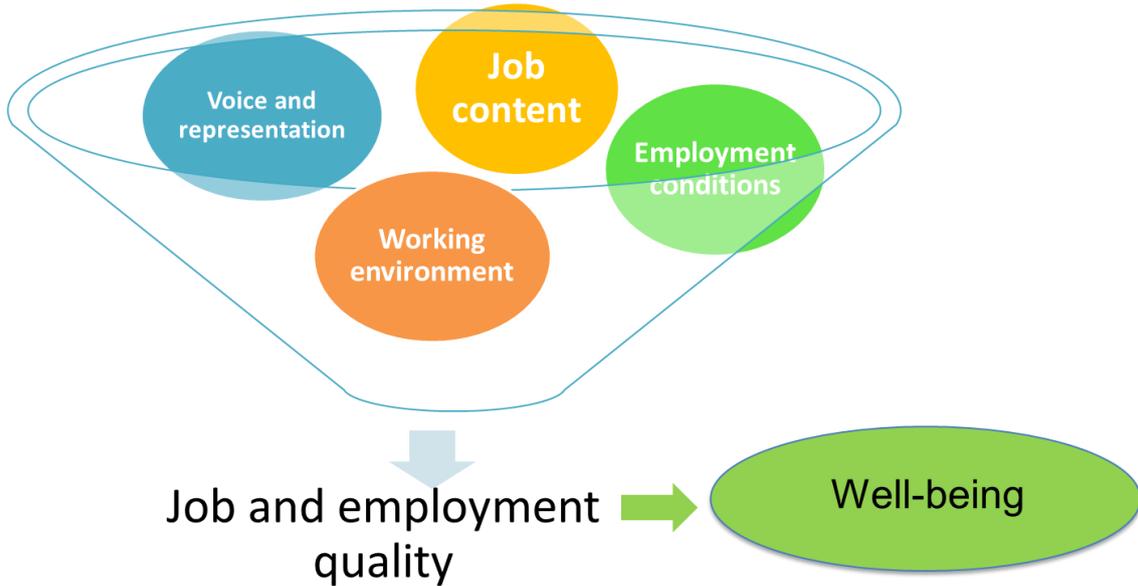
Job demands

- role conflict: difficulties building up positive role identities: guard vs. helper;
- Inpredictability: Working with inmates often results in failure (e.g. recidivism);
- 'jail craft' (a nostalgic, multi-layered, narrative or discourse, and set of tacit practices which are drawn on by officers to manage the affective and practical challenges of working with the demands of the changed prison environment (Peacock *et al.*, 2017);
- variability, completeness.

Job resources

- autonomy and control:
 - strict reglementation by work rules;
 - hierarchical organisation;
 - available information;
 - frequent communication breakdown and disturbances in daily communication.
- Social support :
 - contact, peers, colleagues, supervisors;
 - isolated workstations.
- Participation:
 - lack of participation in decision-making.

1.8.2 Threats



1.8.2.1 Threats to job content

Threats to job demands

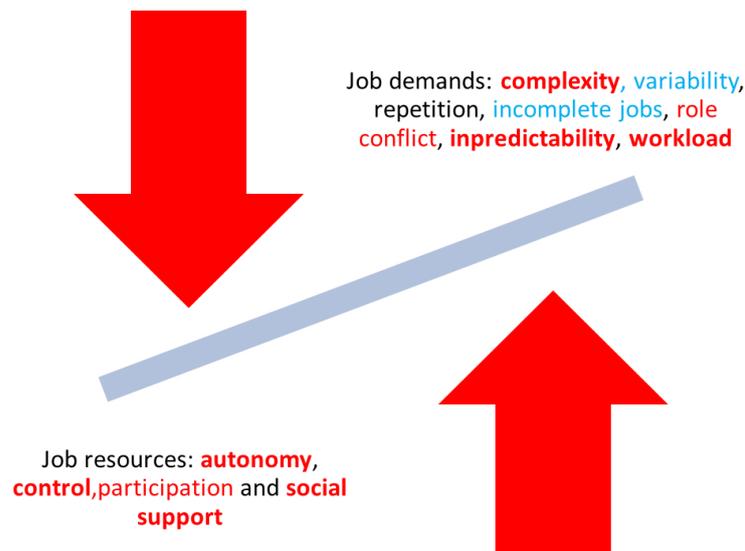
- Increasing workload: staff shortages and prison overcrowding.
- Complicated and diverse inmates (culture, language, aging, combined problems, sharp raise in pre-trial detainees).
- More unpredictable outcomes of work.

Threats to autonomy

- Inadequate training of prison staff to face this increased complexity and unpredictability of work, work intensity and duties.
- Less time and resources for adequate activities and support: increased role conflict.

Threats to social support

- Leadership from a distance.
- Blasé professionals.



1.8.2.2 Threats to working environment and employment conditions

Threats to working environment: occupational health and safety

- Complicated and diverse inmates.
- Less training, overcrowding and violence.
- Work infrastructure: prisons in bad repair, overcrowding creates safety issues.
- Aging workforce.

Threats to employment conditions

- Inadequate training of prison staff (and supervisors).
- Working times: due to understaffing and overcrowding (overtime), need for flexibility.
- Job insecurity: temporary contracts, redundancies due to austerity, privatisation and outsourcing.
- Pay levels: generally under pressure.
- Administrative practices.

Threats to participation and labour relations

- Privatisation and liberalisation.
- Leadership from a distance: expansion of methods of monitoring: target setting, audits, professionalisation.
- Goal: Staff behaviour and thinking becomes aligned with centralised objectives.
- Result: competition between prison staff.
- Blasé professionals: managers instead of committed civil servants.

Changes in management style result in a shift in the occupational culture of prisons. Social support of peers and management often decreases, effectively making job demands more difficult to manage.

1.9 Employment quality of prison staff

1.9.1 Outcomes

- Direct outcomes: social, physical and psychological:

- work related stress skyrocketed;
- risk of burn-out is substantial;
- increase in the drugs and alcohol abuse;
- low job satisfaction.
- Indirect personal and work outcomes:
 - absenteeism increased slightly;
 - staff turnover is high.

1.9.2 Overview

- A short reminder of theory.
- Employment quality of prison staff and recent trends.
- The role of policy and national variations.
- Anchors for employment quality: a framework.

1.10 The role of policy

1.10.1 Production regime:

How is work organised in view of economic added value (e.g. cost-cutting/productivity versus quality)?

1.10.2 Production employment interface:

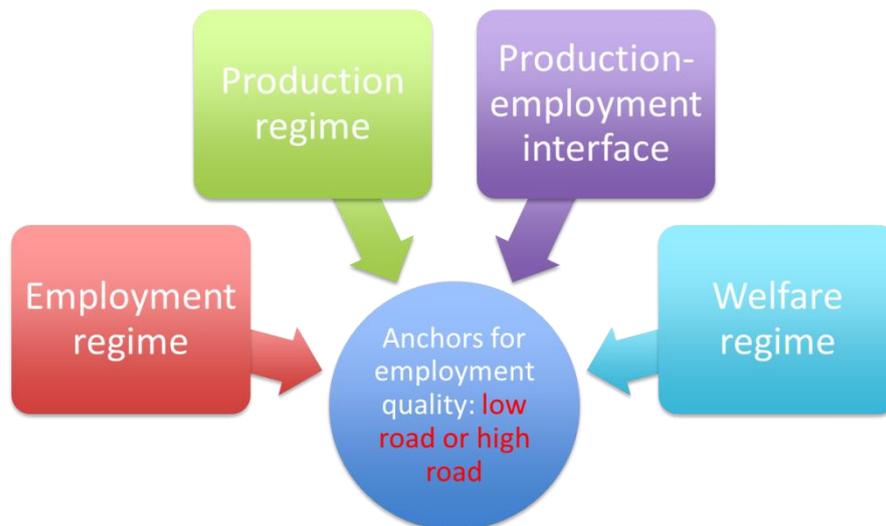
Education & training system

1.10.3 Employment regime

- Collective influence of worker representation at different levels
- Inclusiveness and coverage of collective bargaining

1.10.4 Welfare regime

- Social protection, unemployment benefits, minimum wages, pensions
- Social services, role of public services



1.10.5 Low road

- Imprisonment as *criminal justice* policy focusing on deprivation of liberty
- Requires *low-skilled, flexible prison staff* without any autonomy. Prison work as assembly line work;
- Generalised *privatisation* based on price, leading to downward pressure on labour costs and *fragmented collective bargaining*
- *Race to the bottom* regarding working environment and working conditions. Low quality of prison services
- State does *not impose any minimum standards*, prison services privatised

1.10.6 High road

- Imprisonment as *welfare policy* focusing on reintegration of inmates
- Requires *trained and highly skilled prison staff* with sufficient autonomy and social support, possibly working in autonomous teams
- *Modern prison infrastructure* and organisation focusing on rehabilitative function. High level of prison services
- Strong collective bargaining leading to high standards for occupational health and safety, high levels of job security, normal working times and attention for job content
- *Minimum standards* imposed by the state, prison services part of national (social) services

1.11 Employment quality of prison staff

1.11.1 The low road strategy

Policies that caused or influenced the identified threats to the employment quality

- Austerity measures
- Law-and-order discourse
- Privatisation
- Neoliberal managerialism

Austerity measures: cost cutting and restructuring in most European countries

- Spending per inmate decreased (median: from 53,4 euro in 2007 to 41,6 euro in 2012)

- Prisoner/staff ratio increased (from 2,1 in 2008 to 2,1 in 2013)
- Number of prison staff mostly dropped (from 308.647 in 2008 to 293.356 in 2013)

Law and order policies:

- Shift in goals of imprisonment: from welfare based social policy to criminal justice policy
- Result: number of inmates increased significantly although varying between countries.

Privatisation and outsourcing of prison activities:

- Mostly competition on price, resulting in cuts in staff costs
- Risk of decreasing quality of service and employment quality
- Risk of fragmented collective bargaining

Neoliberal managerialism

- Accumulation of surveillance, growing managerialism and a strive for control that is virtually complete.
- Influencing the occupational culture of prisons

1.11.2 Summary

- Policies put pressure on all four dimensions of employment quality - job content, work environment, employment conditions and participation.
- This constellation is leading to a low road strategy implying the deterioration of employment quality in prisons, as can be derived from various social, psychological and physical outcomes such as an increase in stress, burnout and drugs& alcohol abuse of prison staff and some work-related outcomes such as an increase in absenteeism.

1.11.3 Overview

- A short reminder of theory
- Employment quality of prison staff and recent trends
- The role of policy and national variations
- Anchors for employment quality: a framework

1.12 Anchors of employment quality

1.12.1 Framework

Goal:

- Developing a framework that enables case studies in different European countries.

Focus:

- detection of differences in employment quality of prison staff between the countries;
- these differences explain the interplay between political choices and mechanisms;
- recommendations.

1.12.2 Quality

1.12.2.1 Product regime

- Imprisonment as punishment or welfare policy? This determines the role of prison staff: guard vs. helper and, consequently, the importance of jail craft. Relates to law and order discourse and the overcrowding and understaffing.
- How are prisons organised? Does it contain elements of team-based organised work organisation?
- Which leadership and management methods are applied?
- Outsourcing or privatisation of prison activities?
 - Are quality standards added to the public procurement?
 - Local or international providers?

1.12.2.2 Production employment interface

- What are the educational requirements to work in prisons?
- How is on the job training organised?

1.12.2.3 Employment regime

- What are the central themes of industrial relations-discussions?
- How is worker representation organised and what is the role of collective bargaining?
- Inclusiveness and coverage of collective bargaining: are there methods for extension of collective agreements?
 - Does collective bargaining receive public policy support?
 - How is wage setting organised (collective bargaining, unilateral state-decision or mixed)?
 - How are working times determined?
 - What regulations exist on occupational health and safety, how are they negotiated and implemented?
 - Which measures guarantee job security of prison staff?
 - In case of violence, how are prison staff insured?
 - Do prison staff have the right to strike? What other options do they have?

1.12.2.4 Welfare regime

Social protection:

- Are there any minimum standards such as a minimum health and safety procedures, imposed by the state?

Social services:

- Are prison services, such as health, education or care, part of national programs or privatised?

- PART 2 QUESTIONNAIRE QUALITY

EMPLOYMENT -

2 | Questionnaire: quality of employment of prison officers

If you have any queries on administrative issues (deadlines, submission, etc.), please contact Yennef Vereycken (yennef.vereycken@kuleuven.be) in the first instance. If you have any queries on the content of the information requested, please contact Yennef Vereycken (yennef.vereycken@kuleuven.be), who is coordinating the study and Monique Ramioul (monique.ramioul@kuleuven.be) who is the responsible project manager.

Important notes:

- Regarding length: ca. 10-15 pages text (in English).
- Deadline: end of January 2017.
- Major differences are likely to exist between national prison facilities. The goal of this questionnaire is to get an overview of the quality of employment of the average prison officer. Therefore, please envisage a regular prison facility and prison officer when answering the questions. However, if exceptions are a valuable addition to the aim of this research, please do not hesitate to mention them.

2.1 Introduction

Prisons are bounded institutions, that is bounded by time, space and place where the present and the past intertwine. Traditionally, prison research typically focuses on the prisoner, often investigating the relationship between prison conditions and the well-being of prisoners. This study focuses on the prison officer and his or her experience working in prisons, the tasks they perform, the environment they work in, the conditions they work under and their means to participate, further referred to as the quality of employment of prison officers. Wages, working hours, means of representation, role of collective bargaining, occupational health and safety but also work organisation, autonomy and degree of participation are examples of key determinants of quality of employment. Similarly as the well-being of prisoners, the quality of employment of prisoners' staff is the outcome of the interaction of different factors characterising this special workplace and the context in which it is embedded. First, prisons are part of national public services and thus subject to ever changing public policy defining the goals, means and organisation of the national prison system. Consequently, most prison officers are public servants, represented by public service trade unions in social dialogue bodies which are part of the national industrial relation regime. National welfare institutions and provisions too determine the context of a prison system. Through welfare institutions shaping the inflow of prisoners such as psychiatric or addiction facilities as well as provisions for prison officers such as unemployment benefits, the national welfare regime indirectly influences the daily work of prison officers. Finally, prison officers are trained within national educational systems, preparing them considerably or only minimally for the conditions of work in prisons. Sector specific characteristics together with national institutional features all shape the quality of employment of prison officers. The questionnaire therefore starts with a general outline of the national context of prisons and prison officers. Subsequent questions deal with the well-being of prison officers as an outcome of the quality of employment. The last and major part of

this questionnaire focusses on the quality of employment. In this way, the link between the broader national context on the one hand and the specific work of prison officers on the other hand should become clear.

Introductory questions:

- Provide a short description of the prison facilities in your country regarding types of prisons, size and the geographical distribution.
- In a typical prison facility (pre-detention and permanent detention), what are the most common tasks to be performed by prison officers and which occupations perform them? Please fill in the table.

Table 2.1 Most common tasks to be performed by prison officers and which occupations perform them

| Tasks | Pre-detention (X= yes) | Permanent detention (X= yes) | Occupation performing the task (regular, specialised, external staff, specify if possible) |
|--|---------------------------|------------------------------------|--|
| Surveillance | | | |
| Nursing and medical care | | | |
| Education of inmates | | | |
| Integration of inmates | | | |
| Recreation of inmates | | | |
| Personal assistance of inmates | | | |
| Preparation and distribution of food | | | |
| Daily household related activities (e.g. cleaning, distribution of objects and consumables, ...) | | | |
| Other (explain briefly) | | | |

- Please provide information on possible gender segregation in prison officer occupations.

2.2 Section 1: Anchors of employment quality: high road vs. low road

As discussed in the introduction, the quality of employment is a contextualised concept. Therefore, the next series of questions consider the national and sectoral environment of the prison system prison officers work in. Four so-called anchors of employment quality can be identified, each contributing to the daily work of prison officers. The combination of choices, strategies and historical grown constellation within each anchor eventually determines an upward or downward trend in the quality of employment of prison officers. The goal of this section is to identify elements of high road or low road strategies which in turn will lead to higher or lower quality of employment. In the box here under, we illustrate both options as the extremes of a continuum.

2.2.1 A low road strategy

Imprisonment is first and foremost be seen as a criminal justice policy focusing on the deprivation of liberty and detention as punishment. If the focus lies on detention, work will be carried out by low-skilled, flexible prison staff which do not need any autonomy or decision-making power. Subsequently, prison officers perform narrow, small tasks which leads to a fragmented division of labour. Prison management is hierarchical and rather authoritarian and decision-making centralised. Little added value in addition to the pure detention is produced (such as training of inmates). Therefore, privatisation of prison services, such as catering or cleaning, based on price competition is envisaged. This leads to a competition based on labour costs with a downward pressure on working environment and employment conditions of prison officers. Privatisation or outsourcing also means a fragmentation of collective bargaining and a structural weakening of trade unions. This might lead to higher incidence of labour conflicts such as strikes. In turn, the pressure of the demand for more flexible and cheap labour weakens employment protection. Finally, the state lowers standards regarding minimum wages or job protection. Hence a vicious circle of the low road race to the bottom, with gradually worsening quality of employment of prison officers is set in motion.

2.2.2 A high road strategy

Imprisonment is based on a vision of rehabilitation of inmates, which implies resources for more activities than just guarding prisoners, such as training and initiatives to facilitate jobs and housing after the sentence. Imprisonment in this high road strategy includes a management strategy that focusses on added value of prisons in the form of imprisonment as part of a broader welfare policy aiming at the reintegration of inmates. Such a strategy requires highly skilled and trained prison staff with sufficient job autonomy and social support from colleagues and superiors. In such a context, collective bargaining can play a crucial role in ever developing higher standards for overall well-being of prisoner officers including care for occupational health and safety, job security and working time arrangements. This also implies strong trade unions and high levels of worker protection. As prison officers are better trained and prison services of high quality, recidivism will decrease. As the skills and competences of prison staff increase, it becomes difficult to outsource or privatise (parts of) prison services. This way, government enjoys a high return on investment, which it could invest in even stronger welfare policies, leading to even smaller prison populations which in turn, benefits prison officers and their working conditions.

QUESTION 1: National policy makers and local managers play a key role by determining the objectives and intentions of the national prison system. Different policy visions and objectives lead to high road or low road strategies. Our first question relates to structures and regulations that do not directly address the employment relationship but relate to how the market of prison services is shaped, how work is organised and how added value is produced.

In this regard, please provide information regarding trends in the following topics:

- The traditional tension between the punitive and rehabilitative function of the national prison system.
- Recent policies influencing the ratio prisoner-staff.
- The quality of prison services and the indicators used to assess the quality of prison services.
- The funding of prisons and the possible outsourcing of prison services.
- Organisation of prisons and the leadership styles of importance to the general climate in the institution (supportive or rather inspectional).

QUESTION 2: Prison officers are working in a closed and 'totalitarian system' with a high degree of self-reflection. Working in such an environment, requires specialised skills and competences, and also specific 'jail' attitudes in order to be able to deal with prisoners. As illustrated by the examples in box 1, the general skill level of prison officers indirectly reflects the quality of employment. If required skills are high this might also indicate high quality prison services but it also protects work from being outsourced which in turn improves job security. The next questions focus on the (national) skill formation system and the different ways prison staff are prepared and (re)trained to handle the daily challenges of working in prisons.

Please provide information on the following topics regarding training and recruitment of prison staff:

- National training systems, skill requirements and recruitment patterns (for instance, minimum requirements)
- On the job training of new recruits
- Training and education after recruitment in view of career or promotion
- How do training and education of prison staff reflect the importance of soft skills on the one hand and detention/surveillance skills on the other hand?

QUESTION 3: The national employment regime relates to the regulations and practices that directly address the contractual employment relations. The coordinated strength of organised labour is key to the quality of employment of prison officers. Collective worker strength at the national, sectoral and workplace levels provide an important defence against employer prerogative and can potentially improve the general level of quality of employment. Besides the general role of trade unions and collective bargaining specifically in the prison sector, we are also interested in the degree of inclusiveness of the industrial relations system – defined as formal mechanisms to extend the wage, benefit and working conditions negotiated by workers in industries and occupations with strong bargaining power to workers in occupations and industries with less bargaining power. Finally, some questions regarding labour market regulation, employment protection and labour law are formulated.

Please provide information on the following topics regarding the national employment regime:

- Role of trade unions and collective bargaining
- Labour market regulation (employment contracts, rules concerning working hours & occupational health and safety)
- Employment protection (redundancy rules)
- Labour law- right to strike, minimal service requirements

QUESTION 4: The prison system and the general level of welfare provisions are closely linked. Affluent societies with high levels of social welfare generally have smaller prison populations and better prison conditions. In turn, such prison regimes could focus more on rehabilitation which lowers recidivism and thus legitimates itself. Subsequently, the quality of employment can be directly influenced by minimum standards imposed by the state. Finally, measures ensuring an inclusive labour market, (early) retirement provisions or unemployment benefits also influence the quality of employment of prison officers.

Please provide information on the following topics regarding the national welfare regime:

- What welfare provisions may potentially influence the inflow in and outflow of the prison system (for example provisions for mental illness)?
- Minimum standards (for example wage standards) regarding employment conditions or working environment applicable to prison officers.
- Relevant social welfare provisions for prison officers

2.3 Section 2: Outcome: well-being of prison officers

QUESTION 5: The relationship between working conditions in a prison and the effects on health and well-being of prison staff has not systematically been subject of discussion in criminology, and is also poorly investigated comprehensively. Neglected research on the health situation of European prison staff has caused problems to be ignored, contributing to a low road strategy ascribed above. For example, some studies show the following paradox: high discontentment is not caused primarily by stress due to working with inmates but by the organisational conditions and relationships between authorities and prison staff. Again, we emphasise that the mental and physical health of prison officers is not the result of isolated problems but of the interaction of different factors relating to the workplace, that taken together make up for the quality of employment. This study wants to illustrate the link between the quality of employment as a multidimensional concept and certain outcomes such as well-being of prison officers. The questions focus on direct and indirect outcomes in terms of well-being and allow to sketch the overall health of the national prison officers' corps.

Please provide relevant information and data if possible concerning the following topics:

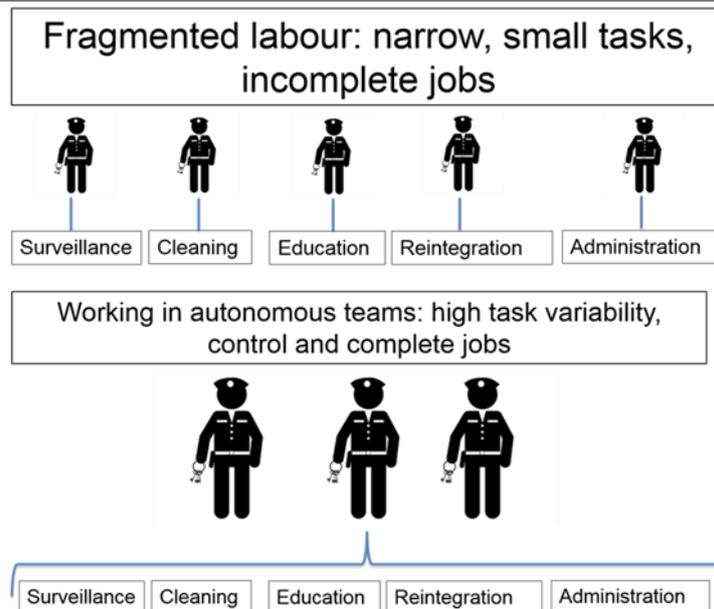
- Work related stress of prison officers
- Burn-out among prison officers
- Drug & alcohol abuse of prison officers
- Job satisfaction of prison officers
- Absenteeism and sick leave
- Staff turnover
- Strikes and other social conflicts
- Smuggling of prohibited goods by prison officers
- Prison officers with a second job
- Other work related outcomes

2.4 Section 3: Employment quality of prison officers

Based on a literature review, we observe that the quality of employment of prison officers is momentarily at risk in different European countries. Policy mostly seem to initiate low road strategy decisions. Public spending in most European countries fell back in recent years due to austerity measures. As a consequence the prison sector experienced an overall decrease in funding. At the same time, prison population is growing as a result of tougher crime control policies. Altogether, this leads to a situation where the means of work decrease while the work intensity increases, putting serious pressure on the quality of employment of prison officers. The general ageing of the European workforce (and prison population) forms a third challenge that aggravates even further

the problems of prison underfunding and overcrowding. The general context of your national prison system was the topic of Section 1. Section 2 focused on the specific outcomes in terms of well-being and job attitudes. Quality of employment is the missing link between those two and subject of Section 3. To measure employment quality, a distinction is made between four dimensions: job content, working environment, employment conditions and voice & representation. As the quality of employment may be less part of your field of expertise, the questionnaire will be more specific.

QUESTION 6: Job content of prison officers refers to the nature and level of the tasks associated with the job of prison officers, and the ways in which these tasks are organised. The job content codetermines the learning opportunities and stress risks of a job. To be more precise, studying the job content of prison officers means paying attention to the job demands, job controls and social support prison officers experience. Job demands refer to the psychological stressors involved in fulfilling a workload and deal with topics such as the complexity, completeness, predictability and amount of repetitive tasks of a job. The job controls involve the decision-making power or autonomy (discretion?)Of individual prison officers. Theory indicates that psychological strain is not so much the result of the workload itself, but the result of the balance between workload and the level of decision-making power a worker has to handle the demands that result from this workload. A demanding job as such is not necessarily stressful, as long as the worker has enough decision-making power to cope with challenges related to the job. Finally, the social support prison officers' experience, both from colleagues and supervisors can successfully mediate between job demands and job controls.



Please provide relevant information concerning the following topics:

- Job demands:
 - Please describe the completeness of tasks of prison officers, that is, does the task package of prison officers consists of a logic, rounded off and coherent set of tasks?
 - Please describe the complexity of tasks of prison officers, that is, does the task package of prison officers consists of challenging tasks?
 - Please describe the variability of tasks of prison officers, that is, can daily tasks be described as typically routine or are unsuspected events part of daily tasks?
 - Please describe the predictability of tasks of prison officers, that is, do prison officers know in advance which tasks they have to do, and what time is needed to do them?
 - Please describe the repetitive nature of tasks of prison officers, that is, do prison officers have to conduct repetitive, short-cycled actions?

- Do prison officers experience role conflicts, for example between their role as guard vs their role as helper?
- Job controls:
 - What autonomy do prison officers have to plan their own work?
 - What discretionary power prison officers have in relation to the formal rules? In which direction evolves this informal room of power: increasing, decreasing, or status quo?
 - In what way prison officers get informed of their daily tasks, receive feedback or get information on the general functioning of the prison?
- Social support:
 - What formal and informal systems exist for social support of prison officers (for example tutorship)?
 - What social support do prison officers experience from their supervisors (both governors, middle management and first line)?

QUESTION 7: Prison officers work in prisons, which constitute a specific physical environment with consequences for the quality of employment in terms of health and safety. The working environment determines the physical workload, the exposure to harmful situations and possible ergonomic risks. In the context of prisons, safety and exposure to violence are essential topics of the quality of employment. The questions mainly deal with health and safety issues of prison officers.

Please provide information concerning the following topics:

- Please describe the evolution, if any, in diversity of inmates in recent years (e.g. addictions, cultural differences, language problems, mental health issues, ageing of inmates, pre-trial detainees). Does such an evolution influence the health and safety of prison officers?
- What is the state of prison infrastructure?
- Health and safety is a key issue in prisons. If data are available, please provide with regard to incidents and accidents.
- Which systems got implemented to increase health and safety in prisons? Is there an occupational health and safety committee or OHS representative?

QUESTION 8: Prison officers are public servants contractually bound to the national government. Arrangements on wages, working times and training & career opportunities are all typically regulated in employment contracts and collective agreements. Employment conditions refer to the contractual rules and agreements. As stated above, it incorporates not only the wage setting, but also arrangements on working times, employment forms and training- and career opportunities. Recent trends such as understaffing or overcrowding of prisons, put pressure on existing agreements and could potentially lead to a deterioration of the employment conditions and thus quality of employment.

Please provide information concerning the following topics:

- What are the recent trends in wage setting of prison officers? Are wages up to national standards? Do conflicts exist?
- What are the recent trends in working time arrangements with regard to shift-work, overtime and irregular working hours?
- What is the current situation regarding the use of temporary contracts? Which other employment contracts are used?
- Please describe the (use of) current training & education programs.
- What career opportunities do prison officers have?
- Please describe any existing gender or age-friendly arrangements.

QUESTION 9: Voice and representation refers to the social climate of the organisation and includes the possibilities to participation and voice of employees, topics that can be discussed and the way in which this participation is organised. The dimension voice & representation is closely linked to the three other dimensions because it often deals with topics of job content, working environment, OSH or employment conditions. Extended participation of employees is an important precondition for the quality of employment as it is often the driver for improvements in the three other dimensions. Voice & participation can be organised in a direct way (employee-employer), or an indirect way (trade union/work council- employer). As prisons are known for their rather centralised and hierarchical organisation, voice & representation could be rather limited. The questions here under assess the existing institutions for worker participation.

Please provide information concerning the following topics.

- Regarding representative participation, please describe the existing consultative bodies within prisons, their functioning and their composition.
- What is the impact of trade unions in prisons? Would you describe the industrial relations as collaborative or conflictual?
- What forms of direct participation exist, for example work councils?
- Do consultative bodies with prisoners exist? Do they have any impact on the work of prison officers?
- What consultation procedures exist and how often and on which subjects prison officers are consulted.

2.5 Section 4: Varia

- Please give details of the views of the social partners on quality of employment in the prison system.
- Has there been any political or media discussion on quality of employment-issues in the prison system in the recent three years? Please give details.
- Do you have any further comments of relevance to the theme of this study?
- Please provide an overview of the sources you used answering this questionnaire.