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LABOR DIGESTS ON COUNTRIES IN AFRICA



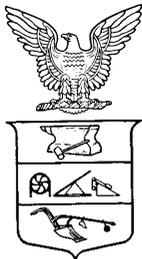
UNITED STATES DEPARTMENT OF LABOR
W. Willard Wirtz, Secretary

BUREAU OF LABOR STATISTICS
Arthur M. Ross, Commissioner

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LABOR DIGESTS ON COUNTRIES IN AFRICA



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PREFACE

The digests on labor conditions in 51 African countries which make up this bulletin were prepared in the spring of 1966 by the Office of Foreign Labor and Trade of the Bureau of Labor Statistics for inclusion in the Directory of Labor Organizations--Africa. The labor organizations section of each digest was contributed by the Division of International Trade Union Organizations of the Bureau of International Labor Affairs.

Source material used in preparing the digests included reports of U.S. Embassies and official publications of the individual countries.

The digests herein appear in the following order:

Algeria	Guinea	Senegal
Angola	Ivory Coast	Seychelles
Basutoland [Lesotho]	Kenya	Sierra Leone
Bechuanaland [Botswana]	Liberia	Somali Republic
Burundi	Libya	South Africa
Cameroon	Malagasy Republic	South West Africa
Central African Republic	Malawi	Southern Rhodesia
Chad	Mali	Spanish Sahara
Congo (Brazzaville)	Mauritania	Sudan
Congo (Kinshasa)	Mauritius	Swaziland
Dahomey	Morocco	Tanzania
Empire of Ethiopia	Mozambique	Togo
Equatorial Guinea	Niger	Tunisia
French Somaliland	Nigeria	Uganda
Gabon	Portuguese Guinea	United Arab Republic
Gambia	Réunion	Upper Volta
Ghana	Rwanda	Zambia



LABOR DIGEST

No. 93

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

This is one of a series of brief notes on labor conditions prepared in the Office of Foreign Labor and Trade of the Bureau of Labor Statistics, for inclusion in the *Directory of Labor Organizations--Africa*, jointly prepared and published in 1966 by the Bureau of International Labor Affairs and the Bureau of Labor Statistics.

LABOR CONDITIONS IN ALGERIA

Algeria, located in northwestern Africa along the Mediterranean Sea, has an area of about 920,000 square miles and, in 1966, had a population between 11 and 12 million.

Factors Affecting Labor

Political. Algeria achieved its independence from France in July 1962. Following a coup against the government of Ahmed Ben Bella in June 1965, a 26-member Council of the Revolution became the highest authority, holding both executive and legislative powers. The National Liberation Front (Front de Libération Nationale--FLN) is the only legally recognized political party. The principal executive organ is the Council of Ministers, whose members serve at the pleasure of the Council of the Revolution. Colonel Houari Boumedienne is president of both the Council of the Revolution and the Council of Ministers.

Economic. The Algerian economy is divided into two sectors. One, a highly developed modern sector of agriculture and industry, is still seriously dislocated as a result of the precipitous departure, immediately prior to Algerian independence, of the French resident population, which had been a substantial number. The other, a traditional sector, has its base largely in subsistence farming; about two-thirds of the population are in this sector. Despite the predominance of agriculture, it accounted in 1964 for only about 23 percent of the gross national product (GNP). Industry and public works contributed 13 percent; petroleum, 24 percent; administration, 22 percent; and services, 17 percent. The former French-owned farms in the modern agricultural sector are now managed largely by the farmers themselves ("worker managed"), under Government supervision.

Industry and commerce (except for Government-controlled trade in some mass-consumption items) are still privately operated to a large extent. The principal agricultural products are wine, grain, vegetables, and citrus fruits;

the most important industries are food processing, construction, and metalworking. The country has abundant mineral resources, ranking 10th in the world in 1964 in the production of petroleum, but it must import certain mass-consumption agricultural products. About 40 percent of the best arable land is devoted to the production of grapes for wine, which accounts for about 33 percent of the value of agricultural production and is the second largest export after petroleum. In 1963, the per capita GNP was estimated by experts to be US\$185.

Social. The population was 88.7 percent Moslem and 11.3 percent non-Moslem prior to independence, but the European population has declined to about 100,000 since 1962. Islam, the official religion, is practiced almost universally. Although the official language is Arabic, French is spoken widely, and many Government publications are available only in French. The illiteracy rate among people above 15 is estimated at 80 percent. In the 1965-66 school year, about 1,418,000 students were in elementary schools and 100,000 in secondary schools. About 60 percent of the children between 6 and 14 years of age were in school, which is double the rate that existed among Moslem children at the time of independence.

Manpower and Employment

Employment and Unemployment. In early 1966, there were an estimated 900,000 employed wage and salary earners, including the Armed Forces (80,000). Of these, some 350,000 worked in the agricultural sector, including the self-managed farms. In addition, approximately 300,000 Algerians held jobs in France. Estimates of the total labor force vary considerably (a current census was begun in early 1966), but the Government's estimate was approximately 2.2 million in 1963, which was also the population figure for all males between 15 and 55. Government estimates on unemployment range from 370,000 to 2 million--the latter figure including many persons employed part time. In 1963, there were an estimated 550,000 underemployed males in agriculture alone.

Productivity, Skills, and Training. Productivity suffers in both agriculture and industry because of low educational attainment, the shortage of skilled workers and technicians, poor health conditions, lack of managerial skills, and the breakdown in credit and marketing channels following the departure of Europeans. Industrial production in 1964 was estimated to be 50 percent below capacity, primarily because of the loss of skills and capital held by the Europeans. In agriculture, the highest level of productivity is on the large farms, which produce mainly grapes for wine.

The Government is expanding vocational training facilities and providing other industrial short-term courses, night classes, and apprenticeship programs. In 1963, there were about 7,000 students in vocational and technical schools, and enrollment is reported to have increased substantially since then. The French Government and various international agencies are helping to make up for a shortage of Algerian teachers and administrators in vocational training programs.

Labor Standards

Labor Legislation. Algerian labor legislation, most of which was inherited from France, is in the process of being redrafted. Work on a new labor

code has been slowed by the difficulty of having it cover so many different types of enterprises: State operated, private, mixed, and worker managed. In the meantime, the French Labor Code, modified in minor ways by decrees, still applies. It provides for compensation for accidents and diseases arising from work, social insurance benefits, family allowances, payment of a minimum wage, 1 day of rest per week, pay for all legal holidays, paid vacations based on length of service, maternity benefits, and protection of women and children under 18 years of age against arduous and night work. The Constitution recognizes the right of workers to organize into unions, to strike, and to participate in the management of enterprises. Separate social security programs provide benefits for agricultural, nonagricultural, and Government workers.

Administration and Practice. Labor legislation is administered and enforced by the Ministry of Labor and Social Affairs, assisted by its eight regional offices. The inspection office of the Ministry of Transport has similar functions for the transportation industry, as does the Ministry of Agriculture for the agricultural sector.

Wages, Hours, Prices, and Level of Living

In 1966, the minimum wage was US\$1.53 a day for agricultural workers and US\$0.23 to US\$0.28 an hour for nonagricultural workers. Minimum wages, theoretically tied to the cost-of-living index, have not gone up since April 1963. In the worker-managed sector, workers theoretically are not in the role of wage earners but receive advances on "profits." In practice, they have been paid salaries, supplemented by payments in kind in the form of housing, clothing, and produce, especially in the agricultural sector. A large part of their medical and most of their hospital costs are covered by social security and programs for indigent persons.

The workweek in industry is officially 40 hours but can be extended for various reasons, including makeup time for hours lost by strikes. The maximum hours of overtime legally permitted are 20 a week, with time-and-a-quarter paid for 41 to 48 hours, and time-and-a-half for more than 48 hours. Overtime is now discouraged by labor organizations and the Government in order to spread employment among the unemployed. In the agricultural sector, maximum working hours permitted by law are 2,400 a year; many exceptions are allowed. There are 10 paid legal holidays.

The cost-of-living index increased 7.5 percent between 1961 and 1963, while wages and salaries in the industrial sector rose 10 percent. Many people in the larger cities are well dressed, well fed, and well housed, but millions of others, particularly those in the countryside, live at the subsistence level with inadequate housing and sanitary facilities.

Employer Organizations

The Algerian General Economic Confederation (Confédération Générale Économique Algérienne--CGEA) is the principal employer organization. There are also chambers of commerce in the principal cities, and most principal professions and trades have their own employer groups. The number of organizations which engage in formalized labor-management relations is small, however.

Labor Organizations

The General Union of Algerian Workers (Union Générale des Travailleurs Algériens--UGTA), the nation's only trade union center, claims a total membership of 320,000, or about 35 percent of all wage and salary earners. The UGTA, which was formed in 1956, has a close relationship to the nation's only legally recognized political party, the FLN, dating from the preindependence period.

The UGTA is affiliated with both the All-African Trade Union Federation and the International Confederation of Arab Trade Unions. In 1963, it disaffiliated from the International Confederation of Free Trade Unions, with which it had been affiliated since 1956.

The UGTA is organized into both geographic centers and industrial federations. In 1966, there were 18 regional centers and 12 national industrial federations. Most of the latter have been formed since 1964.

Labor-Management Relations

Only two national collective bargaining agreements have been negotiated since independence--one for the construction trades and the other for construction material manufacturers. Remnants of preindependence contracts apply in a few other industries. Some individual plants have concluded written contracts. However, labor practices are not generally formalized in union contracts at present, although the UGTA is pushing for this goal. The law requires that collective disputes be handled through regional conciliation boards composed of employer, employee, and Government representatives; in practice, the Labor Ministry takes over this role. Works councils, made up of elected employee representatives but chaired by a management representative, are obligatory in all enterprises, industrial and nonindustrial, of more than 50 employees. These councils are in the process of expanding their jurisdiction to encompass direction of plant-level vocational training, including the choice of candidates for training. Many private owners argue that this enlargement of function in effect assigns to labor the responsibility for actions affecting promotions.



LABOR DIGEST

No. 94

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN ANGOLA

Angola is a Portuguese territory located in southwest Africa. It has an area of 481,351 square miles and had a population of about 5.2 million in 1965.

Factors Affecting Labor

Political. Angola, an overseas province of Portugal, is controlled by the Portuguese Ministry of Overseas Provinces and administered by a Governor General who is appointed by the Portuguese Council of Ministers. It is represented in the Portuguese National Assembly. The Governor General is assisted by a Legislative Council, of which a majority of the members are elected on the basis of limited suffrage, and advised by an Economic and Social Council. The Portuguese National Union is the only legal political group. In 1961, the Indigenous Statute was repealed, removing restrictions on the freedom of movement, employment, and wages of the native Angolan and making him a citizen with equal rights under law.

Economic. Most of the population engage in subsistence agriculture. Coffee and cotton are grown on large European-owned plantations. The principal activities in the limited industrial sector are the processing of primary products (fish, vegetable oils, sugar, cotton, and meat), production of cement and paper, and refining of oil. Coffee, the leading export, accounted for 49 percent of the total in 1964; diamonds, about 12 percent; and fish, about 12 percent. Iron ore, manganese, sisal, corn, and petroleum were also important. The estimated average per capita annual income is US\$100 to US\$150.

Social. An estimated 95 percent of the population in 1965 were African; the remainder were European and other. Portugal has promoted immigration to Angola; in 1960, about 200,000 Europeans lived there. The principal African tribes are the Mbundu/Ovimbundu and the Kimbundu, which constitute about one-third and one-fourth of the total population, respectively. According to estimates, about

60 percent of the population in 1965 were animists and most of the remainder were Christians. Portuguese is the official language. An estimated 5 percent of the population were literate in 1965, in which year approximately 15 percent of the children of school age (ages 5-14) were enrolled in educational institutions.

Manpower and Employment

Employment and Unemployment. The total labor force in 1961 was estimated at about 2,056,400, of whom 1,670,000, or 81 percent, were engaged in subsistence agriculture. Europeans, who comprised about 15 percent of the total (excluding persons engaged in subsistence farming), constituted the managerial, supervisory, and most of the technical and skilled labor force; they accounted for 49 percent of the total in industry, business, trade, and the professions, 36 percent in the public sector (Government service and Government corporations), and 3 percent in each of the other categories. About 180,000 Africans in agriculture and mining were contract laborers under a law (since repealed) which required all African males over age 18 to work at least 6 months a year.

According to official estimates, the total number of wage and salary earners in 1965 was 408,369 (excluding household servants and seasonal farm laborers), of whom 367,351, or 90 percent, were in private enterprise and 41,018 in Government. The largest number (41 percent) were engaged in agriculture, cattle ranching, and fishing, followed by civil construction, services, and Government, which each employed 10 percent of the total; 8 percent were engaged in communications and transportation, 7 percent each in mining and manufacturing, 6 percent in commerce, and the remainder in other activities.

Unemployment is extensive in urban areas, and underemployment characterizes especially the subsistence sector of agriculture.

Productivity, Skills, and Training. Low levels of education, inadequate training facilities, the lack of skilled labor, and poor health and nutrition of workers contribute to low productivity in all sectors of the economy. In agriculture, traditional and wasteful production methods and the migratory life of Africans result in low productivity. The Government's efforts to expand and improve the level of production, such as by means of stabilization projects to encourage Africans to remain in one place, technical assistance, and the distribution of higher quality seeds, are hampered by shortages of funds and an inadequate number of technicians. The Government has taken steps to improve livestock raising, which also follows traditional patterns, and to modernize the fishing industry.

In 1965, of the wage and salary earners not employed by the Government, 241,351 (mainly in agriculture) were unskilled, 65,500 were listed as semi-skilled and 65,000 as skilled.

A decree of 1963 provided for the establishment of a number of vocational schools at the elementary and secondary levels. An artisan training school is planned for 1966. For the most part, training for white and mulatto workers is provided on the job and by the syndicates, some social service organizations, and the Stabilization of African Labor Program.

Labor Standards

Labor Legislation. The Portuguese Rural Labor Code for Overseas Provinces (1962) contains regulations covering recruitment, the employment of immigrants, labor contracts, professional and vocational training, working conditions, wages, hours of work, holidays, women workers and child labor, social security benefits, professional organizations (syndicates), and enforcement machinery. It provides certain irrevocable rights, such as the right to refuse to perform work not called for in a contract and the right to receive wages at specified intervals. A number of the regulations have been amplified in implementing decrees. The Minimum Wages and Salaries Law (1959), as amended, applies mainly to members of labor syndicates. Almost all Europeans, but relatively few Africans, were covered by its provisions.

Administration and Practice. The Portuguese Government established the Labor, Social Security, and Welfare Institute in 1963 to implement labor legislation and social welfare programs. It replaced the Office of Native Affairs. The Institute formulates standards relating to labor and promotes revision of labor legislation. The broadening of the laws to make them applicable to the entire population has taxed the capacity of the small Institute, and enforcement is uneven.

Wages, Hours, Prices, and Level of Living

The average monthly wage for unskilled labor in 1965 was US\$15 to US\$20, of which about half was generally paid in subsistence benefits. Semiskilled and skilled workers, concentrated in the urban areas of Luanda, Lobito, Benguela, and Nova Lisboa, received an average monthly wage of US\$60 to US\$120, depending on the kind and level of skill. In the fishing industry, wages are determined by a Government-sponsored form of collective bargaining between employer guilds and labor syndicates.

The 1962 labor code provides for introduction of an 8-hour day, 48-hour workweek. In practice, hours worked per week vary from 44 to 48.

The level of living for most of the European population is equivalent to that of metropolitan Portugal. Large segments of the African population live in the traditional manner, outside the money economy; Africans who are wage and salary earners generally have a higher standard of living. The cost-of-living index (1938=100) rose from 310 in 1957 to 350 in 1959 and 385 in 1964.

Employer Organizations

Business firms are represented by several quasi-official agencies within the principal segments of the economy. The Commercial Association has branches in most urban centers which represent member firms engaged in wholesale and retail trade; manufacturers and industrial concerns are represented by the Industrial Association; the Institute of Fishing Industries of Angola regulates the fishing industry and represents its members in local fishing centers through fish guilds; the Agricultural Association represents agricultural interests, especially those of large enterprises. The functions of these agencies, which are similar to those of protective agencies and chambers of commerce, include

assisting their members with regard to legislation and serving as additional bodies of control in implementing regulations.

Labor Organizations

No trade union organizations exist in Portugal or its overseas territory of Angola. Labor is organized in syndicates which function essentially as beneficent societies. The syndicates are defined in the Rural Labor Code as an integral part of the corporative organization of the nation. However, the syndicates in Angola are autonomous from those in Portugal and, unlike in Portugal, membership is not compulsory. There are presently four syndicates in Angola with a total membership of about 55,000, or approximately 13 percent of the wage and salary earners.

Two national trade union centers have been established outside Angola for Angolan workers: The General League of Angolan Workers in Exile (Ligue Générale des Travailleurs de l'Angola--LGTA) and the Committee for Union of Action and Angolan Trade Union Coordination (Comité d'Unité d'Action et de Co-ordination Syndicale de l'Angola--CUACSA). Both have their headquarters in Kinshasa (formerly Leopoldville), Republic of the Congo. The LGTA, which has an estimated 1,500 members, has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO) since 1961. It is also a member of the African Trade Union Confederation (ATUC). The CUACSA, a competing organization with an estimated 200 members, was formed in 1964 by amalgamation of the National Union of Angolan Workers in Exile (Union Nationale des Travailleurs Angolais--UNTA) and the Confederation of Free Angolan Unions (Confédération des Syndicats Libres Angolais--CSLA).

Labor-Management Relations

Collective bargaining was begun in 1963, with labor and employer representatives meeting under the chairmanship of the Labor Institute. Since strikes and lockouts are illegal, the procedure resembles arbitration. Agreements exist in the fishing, petroleum, and insurance sectors. Grievances and disputes are settled by labor courts. Municipal labor tribunals were set up in 1962 to adjudicate minor grievances. A 1965 decree provided for regular labor courts in three districts in order to expedite the handling of the growing number of disputes stemming from the abolition of the Indigenous Statute in 1961 and the Portuguese Rural Labor Code for Overseas Provinces in 1962; their abolition caused thousands of native litigants to come before the courts.



LABOR DIGEST

No. 95

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

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LABOR CONDITIONS IN BASUTOLAND

Basutoland, a colony, is a British-protected enclave within the Republic of South Africa. It has an area of 11,716 square miles and, in 1964, had a population estimated at 900,000.

Basutoland was expected to become independent on October 4, 1966. The 1964 Constitution provides for a 60-member National Assembly, elected on the basis of universal suffrage, and a Senate, consisting of 22 principal chiefs and 100 others nominated by the Paramount Chief. The Prime Minister is appointed from the Assembly by the Paramount Chief. The three major political parties are the majority Basutoland National Party, the Basutoland Congress Party, and the Marematlou Freedom Party.

The economy is based primarily on agriculture and livestock. Most farming is done at the subsistence level on small, individual holdings. The main crops are corn, wheat, and sorghum. Wool and mohair are the main exports. The estimated annual average per capita earnings are US\$50 for the domestic population and US\$109 for workers living abroad.

The latest census (1956) revealed that 99.5 percent of the population of 641,674 were Africans, and the remainder were of European, Asian, and other extractions. The nation is known as Lesotho, and the people are the Basuto or the Mosotho. The official languages are Sesotho and English; the latter is spoken by the educated. Of the total population in 1956, 71 percent were Christian and 29 percent were of other faiths. About 60 percent of persons 15 years of age and over are reported to be literate to some degree. Primary education is free but not compulsory. In 1960, 136,111 students, or about 50 percent of the school-age population, were enrolled in 1,110 schools; most were in primary schools.

The majority of the domestic population is engaged in growing crops and raising livestock. Manufacturing is in its incipient stages. The public sector,

particularly the Government, is the largest employer. Some 43 percent of the adult male population are employed in South Africa, mainly in mining.

Among other factors, the small size of holdings and traditional farming methods, which have reduced the fertility of the soil and have caused serious erosion, are responsible for low productivity. Further, the workers' skills are limited. There are 23 secondary schools, several vocational training institutions for craftsmen, 2 technical schools, a small commercial school, and 7 training schools for postprimary teachers. In addition, international organizations are sponsoring a number of rural training programs. Advanced studies are available at the University of Basutoland, the Bechuanaland Protectorate, and Swaziland.

The principal labor laws are the Master and Servants Act (1856), the Wages Proclamation (1936), the Employment of Women and Children Proclamation (1937), the African Labour Proclamation (1942), the Trade Unions and Trade Disputes Proclamation (1942, revised in the Trade Unions and Trade Disputes Act, 1964), and the Workmen's Compensation Proclamation (1948). A National Advisory Committee on Labour, composed of employee and employer representatives, advises on labor legislation. There is no social security legislation. A Department of Labour was established in 1963 under the Department of Home and External Affairs.

The minimum daily wage for unskilled laborers employed by the Government was US\$0.50 in 1962 and 1963. Prices for basic commodities were stable in the period 1961-63.

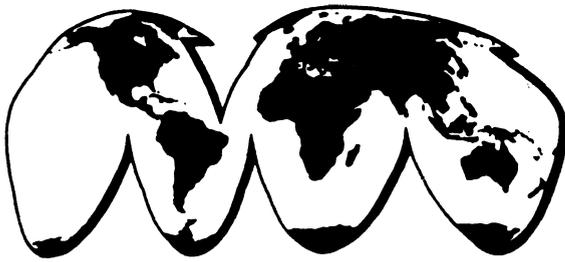
Employees in Government departments work a 5-day week.

The principal employer organization is the Union of Employers of Basutoland.

There is no information available on present trade union membership in Basutoland. The Basutoland Congress of Trade Unions, formed in 1961, is no longer in existence, and it is not known if any national trade union centers presently exist. Only five trade unions have registered under the Trade Unions and Trade Disputes Act, 1964, which went into effect in April 1965.

There is no wage-fixing machinery; however, Wages Proclamation No. 37 of 1936 provides for the establishment of a Board of Enquiry to examine wages and conditions of employment. Trade unions and employers have made efforts to engage in joint consultation and bargaining. District labor committees review changes in wages of Government daily paid workers and employees and hear individual grievances. A number of works committees have been established. Major industrial disputes are few.

On October 4, 1966, the United Kingdom Colony of Basutoland received its independence and changed its name to the Kingdom of Lesotho.



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LABOR CONDITIONS IN BECHUANALAND

Bechuanaland, located north of the Republic of South Africa, has an estimated area of about 275,000 square miles and had a population of about 550,000 in 1964.

Factors Affecting Labor

Political. Bechuanaland, a protectorate of the United Kingdom, is scheduled to become independent on September 30, 1966, and will be known thereafter as Botswana. Under the new Constitution of 1965, the British Commissioner is the chief administrative officer with the status of Governor. He presides over and is advised by the Cabinet, composed of the Prime Minister, the Deputy Prime Minister, and five other Ministers from the Legislative Assembly. The Commissioner is assisted by an advisory, nonpolitical Public Service Commission in performing his duties connected with the public service. There is also a House of Chiefs, composed of the chiefs of the eight principal tribes and four other members elected by and from among the subchiefs of four districts. The principal political party is the Bechuanaland Democratic Party; others are the Bechuanaland People's Party (BPP) and the Botswana Independence Party (BIP).

Economic. The economy is based primarily on livestock raising, in which about 98 percent of the population are engaged. Only 5 percent of the arable land is cultivated. Sorghum is the major crop. The country's small industrial sector consists of the production of asbestos, manganese, gold, and silver. The gross national product per capita is estimated to be under US\$100 per year.

Social. Ninety-nine percent of the total population are African; the remainder are European, Asian, and Colored (people of mixed race). The Bechuana, a Bantu people, comprise eight main tribal groupings, each of which lives in and, to a great extent, administers its own tribal territory. Major tribes are the Bamangwato, Bakwena, Bangwaketse, Batawana, Bakgatla, Bamalete, Barolong, and Batlokwa. About 85 percent of the population are animists and 15 percent are Christians. English is the official language; Sechuana is the main native language.

Literacy is minimal; however, the education program is being rapidly expanded. At the end of 1964, there were 241 primary schools and 8 secondary schools.

Manpower and Employment

Employment and Unemployment. An estimated 240,000 persons are engaged in agriculture, generally at the subsistence level; the majority are self-employed farmers. The number of wage and salary earners outside agriculture in 1964 was 13,850, of whom 6,000 were employed in central and local government service, 2,500 in construction, 2,000 in commerce, 1,000 in manufacturing, 1,000 in transport, storage, and communications, 850 in mining and quarrying, and 500 in utilities. An estimated 35,000 persons from Bechuanaland were employed in the Republic of South Africa, including 24,418 in mining, on contracts of up to 9 months; 8,000 in industry, commerce, and domestic service; and about 2,000 in seasonal agricultural work.

Productivity, Skills, and Training. Training facilities include St. Joseph's College, the Dutch Reformed Church Homecrafts Centre, the Bechuanaland Training Centre, the Commerce and Adult Education School, agricultural and veterinary schools, and two teacher-training institutes.

Labor Standards

Labor Legislation. Legislation includes the Employment Law (1963), as amended, which covers labor contracts, wages, employment of women and children, recruitment of labor for work inside and outside the territory, health, and forced labor; the Trade Unions and Trade Disputes Proclamation (1949) and the Trade Unions Registration Rules (1964); the Workmen's Compensation Proclamation; the Wages Boards Proclamation; the Mining Health Proclamation; the Works and Machinery Proclamation; and the Shop Hours Proclamation.

Administration and Practice. Legislation is enforced by the Labour Branch (established in 1963), headed by the Commissioner of Labour. The Branch makes proposals for labor policy to ensure the enforcement and administration of labor legislation, is responsible for compiling labor statistics, and conciliates major labor disputes. It has 25 part-time district officers.

Wages, Hours, Prices, and Level of Living

The minimum hourly wage for Government manual workers in 1964 was US\$0.08 for unskilled workers, US\$0.14 for semiskilled workers, and US\$0.25 for skilled workers. Prevailing minimum monthly wage rates in private establishments were US\$4.20 in commerce, US\$8.40 in services, US\$14.00 in manufacturing, and US\$25.20 in transportation.

Employer Organizations

No information is available on employer organizations.

Labor Organizations

No information is available on total trade union membership in Bechuanaland. Although no national trade union centers are known to exist, recent efforts

have been made to establish the Bechuanaland Federation of Labour. There are six registered trade unions in the territory.

Labor-Management Relations

At the present time, there is no legislation which deals with industrial disputes. The Wages Boards Proclamation and the Trade Unions and Trade Disputes Proclamation provide for setting up Wages Councils and Industrial Councils. In practice, disputes have been dealt with by negotiation between the parties, with conciliation by the Commissioner of Labour.



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LABOR CONDITIONS IN THE KINGDOM OF BURUNDI

Burundi, located in east-central Africa, has an area of 10,747 square miles and, in mid-1965, had an estimated population of 2.8 million.

Burundi was part of the former Belgian United Nations Trusteeship Territory of Ruanda-Urundi until it achieved independence on July 1, 1962, and became a constitutional monarchy patterned on the Belgian system. The Mwami, or King, is the head of state and appoints the Prime Minister, who selects his Cabinet, which must be approved by the National Assembly. The Constitution provides for an elected bicameral Legislature, an assembly consisting of 33 members, and a Senate of 16. Elections are held every 6 years. The only political party at present is the National Party of Unity and Progress (UPRONA).

Approximately 95 percent of the population live in rural areas. A large majority are engaged in subsistence agriculture and are outside the money economy. The principal export product is coffee, followed by cotton and hides. Industry is limited and small scale. In 1964, the gross national product per capita was about US\$40, one of the lowest in the world.

The Hutu, or Bahutu, comprise the largest ethnic group, accounting for about 86 percent of the indigenous population; the Tutsi, or Batutsi, comprise 13 percent, and the Twa, 1 percent. In 1960, there were 7,000 Europeans and Asians in the country. The official languages are French and Kirundi, the principal native language. Approximately 50 percent of the population are Christians; the remainder are animists or practice Islam. Although children aged 7-16 are entitled to free education, the percentage of children of primary school age enrolled in primary schools is small, and only about 1 percent go on to secondary or technical schools. The official University of Bujumbura provides higher education.

The labor force is predominantly unskilled. Unemployment has not been measured. Underemployment is probably extensive in the large subsistence sector.

No data are available to indicate the size of the labor force in Burundi. In Ruanda-Urundi, the approximate distribution of the 97,000 wage and salary earners in 1960 was 23,000 in agriculture, 19,000 in service trades, 12,000 in transport, 11,000 in construction, 10,000 in mining, 10,000 in retail trade, 6,000 in manufacturing, and the remainder in other activities.

A decree issued in December 1965, modifying a 1964 decree establishing a National Labour Council, provides that the chairman of the Council be the Minister of Social Affairs or his representative.

A decree of the Minister of Social Affairs, effective January 1, 1963, established minimum daily wage rates for unskilled workers. The wage rates for 8 hours of work per day are composed of (a) wages, (b) a food ration or its countervalue, and (c) lodging or its countervalue; these vary by locale and according to the classification of the work as heavy, ordinary, or light. Under the decree, workers in Bujumbura engaged in heavy work receive 52 percent more pay per day than workers in the interior; those engaged in ordinary work, 54 percent more; and those engaged in light work, 60 percent more. The daily rate established in Bujumbura for heavy work was US\$0.30; for ordinary work, US\$0.27; and for light work, US\$0.25. The countervalue of food rations was US\$0.30, US\$0.25, and US\$0.17, respectively, and of lodging for all types of work, US\$0.10. For work outside Bujumbura, the daily rates of pay, including all items, were US\$0.46 for heavy work, US\$0.40 for ordinary work, and US\$0.32 for light work.

The cost-of-living index in Bujumbura (April 1963=100) was 132 in April 1965 and 142 in February 1966.

Available data indicate that there is a Chamber of Commerce and a small association of manufacturers, most of whose members are also members of the Chamber of Commerce.

No information is available on the present trade union membership in Burundi. Of the four existing trade union organizations, only two are known to be active at present: The Union of Free Workers of Burundi (Synidcat Libre des Travailleurs du Burundi--SLTB) and the Union of Administrative Agents of Burundi (Syndicat des Agents de l'Administration du Burundi--SAAB). The SAAB, which was formed in 1964, is composed of all civil servants.

Two centers which are presently inactive are the Christian Union of Burundi (Syndicat Chrétien du Burundi--SCB), which claimed 1,000 members in 1963, and the Federation of Workers of Burundi (Fédération des Travailleurs du Burundi--FTB), which claimed 3,000 members in 1963. The SCB, an affiliate of the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC), has been inactive since an attempted coup d'etat in October 1965. The FTB, an affiliate of the All-African Trade Union Federation (AATUF), was banned from activity by the Minister of Justice in 1965 following the assassination of the Prime Minister.



LABOR DIGEST

No. 98

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN THE FEDERAL REPUBLIC OF CAMEROON

Cameroon, situated on the Gulf of Guinea along the west coast of Africa, has an area of 183,381 square miles (166,800 in East Cameroon and 16,581 in West Cameroon) and had an estimated population of over 5 million in 1965.

Factors Affecting Labor

Political. Cameroon, which became independent in 1960, is a federal republic consisting of East Cameroon, formerly administered by the French, and West Cameroon, formerly administered by the British. The Constitution of 1961 provides for a President and a Vice President (one from each of the States), who are elected by universal adult suffrage for 5-year terms, and a Cabinet. While the two States have considerable autonomy in local matters, the President appoints the Prime Minister of each State, as well as the Federal Ministers and Parliamentary Secretaries (whom he may also dismiss). The National Assembly, composed of 40 representatives from East Cameroon and 10 from West Cameroon, exercises legislative power. Representatives are elected for 5-year terms by universal adult suffrage. The major political party in East Cameroon has been the Union Camerounaise (UC), the party of President Ahmadou Ahidjo; the Kamerun National Democratic Party (KNDP) of West Cameroon was the party of Vice President John Foncha. However, on June 13, 1966, the UC and the KNDP, along with two other West Cameroon-based parties, agreed to merge into a single party known as the Union Nationale Camerounaise (UNC).

Economic. Cameroon's economy is predominantly agricultural. Coffee and cocoa, the principal exports, are produced by thousands of Cameroonians farming small family holdings. In 1964, coffee accounted for about 27 percent of foreign exchange earnings; cocoa, 24 percent; cotton, 7 percent; fruits, mainly bananas, for 6 percent; palm products and rubber, 7 percent; and forest products, only 8 percent. Animal husbandry, a major economic activity, provides little for export. The principal food crops in the south are yams, manioc, plantains, and palm oil and, in the north, millet, sorghum, manioc, and peanuts. The industrial

sector is small but has been expanding steadily. Most industrial enterprises are based on the transformation of locally produced raw materials, but a few assemble imported parts into finished products. The per capita gross national product in 1964-65 was approximately US\$101.

Social. About 99.6 percent of the population are Africans, who belong to about 80 different tribes; most of the remainder are Europeans. The Fang, Beti, Bassas, and Doualas are the principal ethnic groups in the south, the Bamileke and Bamoun in the west, the Fulani, Hausa, and Kirdi (pagan) peoples in the north, and small groups of Pygmies in the southeast. The two official languages are French and English; there are about 24 major African language groups. Approximately 53 percent of the population are pagan, 18 percent practice Islam, and 29 percent are Christian. Literacy was estimated at 40 percent in the south and 10 percent in the north in 1965. Almost 97 percent of all students in 1963 were in elementary schools. Less than half of the school-age population were in school in 1965.

Manpower and Employment

Employment and Unemployment. The estimated number of wage and salary earners at the end of 1964 was 86,470, or about 2 percent of the total population. Of the 62,032 persons employed in the private sector, 31 percent were in agriculture, 11 percent in forestry, 3 percent in fishing, 21 percent in industry and commerce, 14 percent in transportation and communications, 10 percent in building and construction, and 10 percent in domestic service. A majority of the population are outside the money economy and live at a subsistence level. Although no statistics are available on the extent of unemployment, it reportedly is high, especially among migrants from rural to urban areas and among primary and secondary school graduates. Underemployment is widespread, especially in the traditional, subsistence sector of the economy.

Productivity, Skills, and Training. A large majority of the country's manpower are untrained and relatively unproductive. Malnutrition, the lack of adequate health facilities, debilitating diseases, and an inadequate educational system are factors which contribute to low productivity. There is an acute shortage of professional, administrative, and technical personnel and all categories of skilled and semiskilled workers. Expatriates fill the essential positions in these fields.

In 1962, about 5,800 persons were receiving vocational-technical training and about 2,800, teacher training. The Government Trade Center at Ombe in West Cameroon graduates apprentice craftsmen in a number of trades. The College of Arts, Science, and Technology at Kumba provides middle-level agricultural and other technical training. In 1964-65, a center for English language instruction was opened; a new inter-African center for training labor administrators was inaugurated at the School of Administration in Yaoundé; a private church organization from the Netherlands has agreed to construct and equip a technical school at Diang; and project and technical assistance from various sources was concerned with crop pest control, agricultural diversification, schools, public health, commercial and agricultural training, and the provision of scholarships and other training abroad. Cameroon has a university at Yaoundé. In 1965, over 100 Peace Corps volunteers, many of whom were working as teachers and in community development, were in the country.

Labor Standards

Labor Legislation. The Labor Codes applied to Cameroon before independence and, still in force, provide for maximum hours of work, paid overtime, and paid vacations. The codes also establish minimum wages for all occupations in the six salary zones (geographic regions into which the country is divided) and regulate the employment of women and young persons. Other labor regulations deal with indemnities for occupational diseases and accidents at work, and various plans provide for family allowances and prenatal and maternity benefits for wage and salary earners.

Administration and Practice. The Federal Ministry of Labor and Social Legislation is responsible for the administration and enforcement of labor legislation. In 1962, one employment exchange was in operation.

Wages, Hours, Prices, and Level of Living

Wages and prices have been as much as 30 to 40 percent higher in East Cameroon than in West Cameroon. In 1964, there was an average increase of 10 percent in minimum wages in public works, construction, and industry. Hourly wages of unskilled labor in 1965 ranged from US\$0.07 to US\$0.13. No other wage data are available. A fringe benefit commonly provided to workers is medical care. The statutory workweek is 40 hours in industry, business, and the professions and 48 hours (or 200 hours per month) in farming and forestry, with provisions for overtime. Weekly hours worked, including overtime, in the early part of 1965, were about 48 in industry and 40 to 45 in business.

Steadily increasing prices led to the establishment in 1964 of a Federal Office of Price Control. However, despite controls, some consumer prices continued to rise. The retail price index for European families at Douala was 110.4 in June 1965 (February 1963=100) and 124.1 at Yaoundé (March 1961=100). As previously stated, a majority of the population live at the subsistence level.

Employer Organizations

The first Cameroonian Federal Chamber of Commerce, Industry, and Mines was established in 1963. Other organizations are the regional Chambers of Commerce and Industry; the Chamber of Commerce and Agriculture, Pasturage, and Forests; the Union des Syndicats Professionnels du Cameroun, which coordinates the activities of the approximately 20 associations of merchants and producers; the Association Professionnelle des Banques; and the Confédération des Petites et Moyennes Entreprises.

Labor Organizations

The total claimed trade union membership in Cameroon in 1965 was more than 88,500. This claim is believed to be inflated since the number of wage and salary earners in 1964 was estimated at about 86,500. The two national centers representing workers in East Cameroon claimed about 68,500 of the total trade union membership. By far the larger of the two is the Federation of Trade Unions of the Cameroon (Fédération des Syndicats du Cameroun--FSC), which had an estimated membership of 60,000.

The FSC was formed in 1963 by merger of the Confederation of Free Unions of Cameroon (Union des Syndicats Libres du Cameroun--USLC), the General Union of Workers of Cameroon (Union Générale des Travailleurs du Cameroun--UGTC), the Cameroonian General Confederation of Workers (Confédération Générale Camerounaise du Travail--CGCT), the Confederation of Autonomous Cameroonians Unions (Union des Syndicats Autonomes du Cameroun--USAC), and some independent unions. The USLC was an affiliate of the International Confederation of Free Trade Unions (ICFTU) and the UGTC was affiliated with the Communist World Federation of Trade Unions (WFTU). The FSC enjoys the support of the UC, the dominant political party.

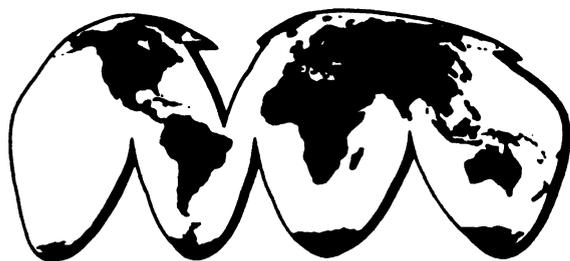
The other national center in East Cameroon is the Union of Trade Unions of Believing Workers of the Cameroon (Union des Syndicats Croyants du Cameroun--USCC), which claimed about 8,500 members in 1965. The USCC, which was formed in 1962 by the merger of two confessional unions, is affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC). It is also affiliated with the African Trade Union Confederation (ATUC).

The single national center representing workers in West Cameroon is the West Cameroon Trade Union Congress (WCTUC), which claimed 20,000 members in 1965. The WCTUC, which was formed in 1962, assumed the affiliation with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO), which two of its affiliates had maintained previously. By far the largest WCTUC affiliate is the Cameroon Development Corporation Workers' Union, which claims 10,000 members.

Five International Trade Secretariats (ITS) have affiliates in Cameroon: The International Federation of Commercial, Clerical, and Technical Employees; International Federation of Plantation, Agricultural and Allied Workers; Postal, Telegraph, and Telephone International; Public Services International; and International Federation of Free Teachers' Unions.

Labor-Management Relations

The Government establishes minimum wage scales for all occupations in six salary zones and labor legislation regulates hours of work and other conditions of employment. Although employer organizations are well organized and there is a large supply of unemployed, unskilled labor, organized workers engage successfully in collective bargaining. Shop stewards, who by law are elected annually for 1-year terms in all private and public establishments, process workers' grievances with employers. Labor tribunals are responsible for resolving conflicts between management and labor, and there is the right of appeal to higher courts. Workers have the right to strike. No information is available, however, on the number of labor disputes.



LABOR DIGEST

No. 99

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1966

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LABOR CONDITIONS IN THE CENTRAL AFRICAN REPUBLIC

The Central African Republic is located in the center of Africa. It has an area of approximately 238,000 square miles and a population of 2,088,000, according to the 1965 census.

Factors Affecting Labor

Political. The country achieved independence on August 13, 1960; a new government, headed by Colonel Jean Bedel Bokassa, assumed power on January 1, 1966. It retained the existing constitution which provides for a single-chamber National Assembly, to which the members are elected for 5-year terms by universal suffrage (over age 21).

Economic. The economy is primarily agricultural. The main cash crops are cotton, coffee, and peanuts and the principal food crops are small grains, peanuts, and cassava. The leading exports are diamonds, cotton, and coffee. Manufacturing includes a small number of plants engaged primarily in processing agricultural products, such as cotton, coffee, and tobacco; others manufacture beverages, textiles, and footwear. Per capita income was estimated to be US\$90 in 1963.

Social. The principal ethnic groups are the Banda, 318,000; Mandjia, 85,000; and Baya, 294,000. French is the official language and is taught in the schools; Sangho, a vernacular language, is spoken in all parts of the country. Sixty-nine percent of the population are animist, 27 percent are Christian, 3 percent profess Islam, and 1 percent are adherents of local religions. The literacy rate has been estimated by the Government at 18 percent. In 1965-66, 129,000 pupils attended primary schools and 4,500 students were in secondary schools. In 1961, the latest year for which data are available, about 42 percent of the children of school age attended school.

Manpower and Employment

Employment and Unemployment. In 1965, the labor force was estimated at approximately 500,000, or roughly 25 percent of the population. According to these estimates, 90 percent of the labor force, or about 450,000 persons, were engaged in agriculture. There were 285,000 small-scale (about 1 acre) cotton farmers in 1964. The number of wage and salary earners in 1965 was officially estimated to be 49,000, of whom 35 to 40 percent were in the capital area; 38,750 were in the private sector, and 10,300 in the public sector, including 5,000 "decisionnaires" (noncareer employees of the lower ranks who are not in the civil service system).

Although there is unemployment among those seeking work in the public sector, there has been an actual shortage of available manual and unskilled workers in urban areas. Underemployment, however, is widespread in rural areas.

Productivity, Skills, and Training. Most of the population work on small plots of land, producing for local consumption and using traditional methods; as a result, the level of productivity is low. There is a significant shortage of modern skills. A vocational training center has been established in Bangui.

Labor Standards

Labor Legislation. The 1961 Labor Code covers general labor conditions. Other legislation establishes minimum wages and fixes the wages and working conditions of domestic workers. A pension program covers all salaried workers; fund contributions are made from compulsory payroll deductions based on a percentage of salary received, up to a maximum of US\$200 per month. A social security program provides for family allowances, prenatal allowances, and lump-sum birth grants for each of the first three births in a family.

Administration and Practice. The Ministry of Labor is the main agency in the labor field. It supervises the Central African Social Security Office, which administers family allowances, maternity benefits, and work injury benefits. Enforcement is carried out through a small staff of inspectors.

Wages, Hours, Prices, and Level of Living

A 40-hour workweek has been established for most nonagricultural workers and a 48-hour workweek for agricultural and related occupations. A 260-hour-per-month work program has been established for domestic servants, and there are exceptions to the preceding general rule for certain categories of unskilled workers. There are 12 legal holidays.

The consumer price index for Africans was 110.7 in December 1962 (1960=100) and 116.4 at the end of 1963. Increases in minimum wage rates have been promulgated from time to time.

Employer Organizations

There are two employer organizations in the Central African Republic, the Groupement Interprofessionnel pour l'Étude et le Développement de l'Économie

Centrafricaine (GIRCA) and the Union Nationale Interprofessionnelle Centrafricaine (UNICA). The former, located in Bangui, is composed of the more prominent planters, tradesmen, transporters, and businessmen, and has about 60 members. The latter (also located in Bangui) is composed of businessmen operating on a smaller scale and appears to be less well established than the GIRCA. Both organizations were, however, represented at the International Labor Organization conference in Geneva in 1966. There are also Chambers of Commerce, Agriculture, and Industries and Handicraft actively functioning in the Central African Republic.

Labor Organizations

The General Union of Central African Workers (Union Générale des Travailleurs Centrafricaine--UGTC), the nation's only trade union center, claims a membership of about 39,000, or 80 percent of the nation's estimated full-time wage and salary earners. The UGTC was formed in 1964 as a result of a merger of the African Confederation of Free Trade Unions-Workers Force-Central African Republic (Confédération Africaine des Syndicats Libres-Force Ouvrière-République Centrafricaine--CASL-FO-RC), African Confederation of Believing Workers-Central African Republic (Confédération Africaine des Travailleurs Croyants-République Centrafricaine--CATC-RC), African General Confederation of Labor-Central African Republic (Confédération Générale Africaine du Travail--CGAT-RC), Confederation of Workers of the Central African Republic (Confédération des Travailleurs de la République Centrafricaine--CTC), and the FECETEC. The CASL-FO-RC was a former affiliate of the International Confederation of Free Trade Unions (ICFTU); the CATC was affiliated with the International Federation of Christian Trade Unions (IFCTU); and the CGAT was an affiliate of the Communist World Federation of Trade Unions (WFTU). The UGTC is organized into two coordinating federations, one for unions of public servants and one for unions in the private sector. However, these local affiliates have only limited contact with the national center. The UGTC is affiliated with the All-African Trade Union Federation (AATUF).

Labor-Management Relations

Bipartite tribunals settle individual grievances, and advisory labor commissions deal with collective disputes. The number of man-days lost as a result of work stoppages was 39,205 in 1957, 7,336 in 1960, and 1,100 in 1961.



LABOR DIGEST

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LABOR CONDITIONS IN THE REPUBLIC OF CHAD

Chad, a landlocked country in north-central Africa, has an area of 496,000 square miles and had a population of about 3.3 million in 1964.

Factors Affecting Labor

Political. Chad became a republic in August 1960. Under the Constitution of 1962, executive power is vested in the President who appoints the Council of Ministers. Legislative power is vested in the unicameral National Assembly, which is elected for a 5-year term. The Parti Progressiste Tchadien (PPT) is the only authorized political party. François Tombalbaye has been President since 1960.

Economic. The economy is based on agriculture; cotton and livestock raising are the chief pursuits. Cotton accounted in 1964 for 79 percent of exports; livestock, about 20 percent. Other crops of significance are grain (millet, sorghum, and rice) and peanuts. Food processing is the main manufacturing industry. The gross national product per capita in 1964 was estimated to be US\$50.

Social. The ethnic composition of the population is mainly Arabic stock, largely nomadic or seminomadic, in the north and Bantu in the south. Among the latter, the Sara is the largest and most important tribe. Islam is the religion of approximately half the population; among the remainder are a few Christians, but most are animists. The official language is French, but a form of Arabic is spoken widely. The various tribal groups speak a variety of languages, such as Sara and Massa. Twenty percent of the school-age children attended school in 1963. The country literacy rate was estimated at 5 percent in that same year.

Manpower and Employment

Employment and Unemployment. Over half of the population lead a nomadic or seminomadic existence. In 1962, out of the total labor force of 1.4 million

persons (45 percent of the population), 91 percent were in agriculture, 4 percent were self-employed, and about 65,000 (5 percent) were wage and salary earners. Of the latter group, 31.9 percent were in government and commerce, 23.9 percent in transportation, 9.6 percent in construction, 2.7 percent in industry, and the remainder in other sectors.

An estimated 30 percent of the total number of wage and salary earners were reported to be unemployed in 1962. Unemployment has been attributed to the withdrawal of French troops, migration of the agricultural population to urban centers, seasonal unemployment due to climatic conditions, and other factors. Underemployment is extensive in the agricultural sector.

Productivity, Skills, and Training. Primitive techniques and the lack of skilled manpower have kept the level of productivity low in all sectors, particularly in the small industrial sector. A small number of technical schools are in operation, including a vocational school at Fort Lamy. Recently, some enterprises have provided on-the-job training for students during vacation periods. The Ministry of Labor, Youth, and Sports also operates a vocational training center, which offers a 9-month training program for skilled workers.

Labor Standards

Labor Legislation. On December 28, 1965, the National Assembly enacted a Labor Code for the first time. The new code is a revision of the 1952 French Labor Code for Overseas Territories, which previously formed the basis for Chadian labor law. Provisions cover fringe benefits, hours of work, rest periods, minimum wages, holidays, conditions of work, health and sanitation, work injury benefits, and other topics.

Administration and Practice. The Minister of Labor, Youth, and Sports supervises and administers labor legislation through labor inspectors and the labor courts.

Wages, Hours, Prices, and Level of Living

The minimum hourly wage in 1964 for nonagricultural workers, governmental or private, in principal towns and the north was US\$0.09. In other parts of Chad, nonagricultural workers received US\$0.082 and agricultural workers, US\$0.075. These wages reflect a 46- to 68-percent increase in the minimum wage decreed in 1964--the first increase since 1959. The Labor Code provides for a 40-hour workweek.

In Fort Lamy, the capital of the Republic, the retail price index for average European or wealthy Chadian families was 142.3 in 1964 (1958=100), a 5-percent increase over 1963. However, most of the population lives at the subsistence level; in 1964, the average annual per capita income was estimated at US\$55.

Employer Organizations

Employers' organizations include the Chamber of Commerce for Agriculture and Industry and the Intertrade Union of the Chad (Unit Chad).

Labor Organizations

Total trade union membership in Chad is estimated at 6,750, or approximately 10 percent of the 65,000 wage and salary earners. An estimated 5,500 members belong to the National Union of Chadian Workers (Union Nationale des Travailleurs du Tchad--UNTT), which was formed in March 1964 as a result of a merger of the African Confederation of Free Trade Unions-Workers' Force--Chad (CASL-FO), the African General Confederation of Labor (CGAT), and the Union of Chadian Workers (UTT). The CASL-FO was a former affiliate of the International Confederation of Free Trade Unions, while the CGAT was affiliated to the Communist World Federation of Trade Unions. The UNTT, which was formed with the encouragement of the Government, has a close relationship with the single political party, the PPT.

The only other national trade union center in Chad is the Chadian Confederation of Labor (Confédération Tchadienne de Travail--CTT), formerly known as the African Confederation of Believing Workers (CATC). The CTT disaffiliated from the International Federation of Christian Trade Unions (CISC) in 1965. It remains affiliated with the African Trade Union Confederation.

Labor-Management Relations

A collective dispute is first handled by a labor inspector of the Ministry of Labor, Youth, and Sports. If settlement is not reached, the case is referred for conciliation to a labor advisory board. The board may itself act or appoint a special tripartite conciliation board. If conciliation fails, "nonconciliation" procedures are carried on by a neutral expert. Finally, the case may be referred to an arbitration board.

Strikes and lockouts are prohibited until conciliation and recommendation proceedings have been exhausted. Strikes against the Government are forbidden. Information on the number of strikes which have occurred is unavailable.



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No. 101

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LABOR CONDITIONS IN THE REPUBLIC OF CONGO (BRAZZAVILLE)

The Republic of Congo (Brazzaville) is located in west-central Africa. It has an area of 133,500 square miles and had a population estimated at 900,000 in 1964.

Factors Affecting Labor

Political. The country became independent of France in November 1960. Under the Constitution of 1963, the Government consists of the President, who is elected for a 5-year term, a Prime Minister and a Cabinet appointed by the President, and a 55-member National Assembly, elected for a 5-year term. The President (currently Alphonse Massamba-Debat) has extensive powers, both in his governmental capacity and as secretary general of the single political party, the National Revolutionary Movement (MNR), and as head of its Political Bureau.

Economic. In 1963, agriculture, livestock, forestry, and fishing accounted for 23 percent of the gross national product (GNP); manufacturing, electricity, mining, and construction, 17 percent; transportation, commerce, and other services, 34 percent; and Government services, 26 percent. The GNP per capita in 1963 was estimated at US\$150. A majority of the population are engaged in subsistence farming and produce such foodstuffs as bananas, manioc, corn, peanuts, rice, taros, and tropical fruits, almost all of which are for local consumption. Primarily European enterprises grow tropical products, such as peanuts, tobacco, sugarcane, palm nuts, bananas, cocoa beans, and coffee. The most important economic activity is lumbering, and the leading industry is wood processing. Tropical wood, mainly limba (of which the Congo is the world's largest producer) and okoumé, is the most important Congolese export, accounting in 1964 for 44 percent of the total. Next in importance are diamonds (not mined in the Congo but coming from neighboring countries), which accounted for over 42 percent of total exports in 1964. Tropical agricultural products, such as palm kernels, palm oil, and coffee, contributed 7 percent of the total. The industrial sector is not highly developed. Among the more important industrial enterprises are a sugar refinery, a cigarette factory, 2 fish processing plants, a veneer plant,

about 15 sawmills, and 4 or 5 palm oil plants. Europeans living in the Congo own some of the smaller firms, but French companies headquartered in France generally control most of the larger enterprises. The most promising new economic activity in the Congo's future is the development of large and rich potash deposits near the port of Point Noire. Production is scheduled to commence in 1968. The Congo's 5-Year Development Plan (1964-69) emphasizes industrial development.

Social. The population is composed of about 15 ethnic groups, comprising over 70 tribes. The Bacongo, the largest of the groups, accounted for almost 50 percent of the population in 1965; the Batéké, the next in importance, comprise about 20 percent of the total, and the M'Bochi, about 15 percent. The remaining 15 percent are Europeans, of whom a majority are French. About 49 percent of the population are Christians, 50 percent are animists, and the remainder profess Islam. French is the official language and is taught in schools, but numerous African languages, mostly of the Bantu group, are spoken. The rate of literacy is estimated at about 25 percent.

Manpower and Employment

Employment and Unemployment. The estimated labor force in 1965 was about 40 percent of the population. About 60 percent were engaged in agriculture; 14 percent were self-employed, engaged in commerce and handicrafts; 18 percent were wage and salary earners; and 8 percent were unemployed. The total number of wage and salary earners in 1963 in both the public and private sectors, estimated at 67,500, included about 2,000 European salaried workers; about 5,500 of the remaining 65,500 Congolese, were employed as domestic servants and 15,500 by the Government and other public entities. The only information available on the distribution of wage and salary earners by industry is for 1960 when, out of a total of 48,700, 20 percent were engaged in agriculture, forestry, fishing, and hunting, 20 percent in public and private services, 16 percent in commerce and finance, 12 percent in manufacturing and electricity, 10 percent in transportation, 9 percent in construction, 7 percent in domestic service, and the remaining 6 percent in other activities.

As a consequence of the migration of unskilled workers to the cities, unemployment is a serious problem in urban areas. Underemployment is substantial, particularly in rural areas. In 1965, the Government created a new movement called the "Action for Rural Renovation" and at the same time dissolved the paramilitary Service Civique. The new program is designed to move the unemployed youth out of the cities into useful work in the country. The Ministry of Agriculture, the Secretary for Youth and Sports, and the Secretary of State for National Defense are responsible for administering various aspects of the program.

Productivity, Skills, and Training. Productivity is low, particularly in the nonwage sector. The expanding economy requires skills which are not currently available, due to the workers' lack of education and training. In 1963, the Congo had 32 vocational and secondary technical schools, 3 teacher-training institutes, and the University of Brazzaville, which had 181 students.

Labor Standards

Labor Legislation. The Labor Code of 1964 forbids compulsory labor and contains provisions relating to freedom of association, labor organizations, the

settlement of industrial disputes, contracts of apprenticeship, individual employment contracts, collective agreements, wages, paid leave, the health and safety of workers, and the employment of women and children. The Civil Service Code (1962), among other things, regulates the recruitment, conditions of employment, and rates of pay of civil servants; it also deals with discipline and recognizes the right of civil servants to organize into trade unions. The Old Age and Survivors' Insurance Law (1963) applies to all workers subject to the Labor Code and provides for retirement benefits, which begin at age 55. Persons who have worked at least 15 years in covered employment are guaranteed a minimum amount; larger pensions are paid, depending on length of service in covered employment and the amount contributed to the pension fund. Employers contribute 60 percent and workers 40 percent to the fund.

The Directorate of Labor and Social Welfare administers labor legislation. The tripartite National Labor Advisory Board under the authority of the Minister of Labor and Social Welfare evaluates and makes recommendations with regard to problems and programs concerning labor, manpower, and social welfare. Family allowances, workmen's compensation, and the Old Age and Survivors' Insurance Law are administered by the National Social Welfare Fund, under the jurisdiction of the Ministry of Labor.

Wages, Hours, Prices, and Level of Living

Representative hourly wages for adult wage and salary earners in October 1962 in Brazzaville were US\$0.20 for bakers, US\$0.33 for cabinetmakers, US\$0.45 for garage mechanics, and US\$0.31 for carpenters. Monthly rates were US\$40.60 for retail clerks and US\$117.00 for accounting machine operators. In addition to basic wages, some workers receive family allowances and other fringe benefits, such as transportation to and from work. The statutory workweek is 40 hours.

The retail price index for Europeans in Brazzaville (1956=100) was 145.2 in January 1962 and 163.0 in January 1963. A new index (January 1964=100) was 106.7 in December 1964. There is currently no cost-of-living index for Africans. Government measures to curb inflation have included credit restraints and wage controls.

Employer Organizations

There are Chambers of Commerce in Brazzaville and Point Noire; the one in Point Noire has a branch in Dolisie.

Labor Organizations

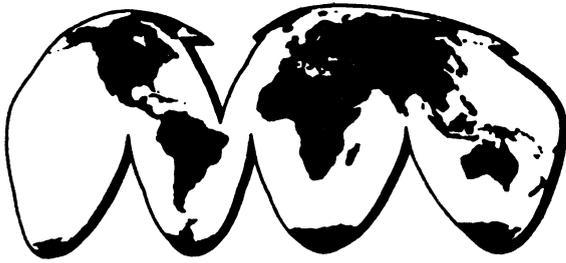
No information is available on the total trade union membership in the Congo. The single national trade union center, the Congolese Trade Union Confederation (Confédération Syndicale Congolais--CSC), was formed in 1964 by the merger of the Congolese Confederation of Free Trade Unions (Confédération Congolaise des Syndicats Libres--CCSL), the National Union of CGAT Trade Unions of the Congo (Union Nationale des Syndicats CGAT du Congo--CGAT-Congo), the Federation of Postal Workers (Fédération Postale), and a public service union. The CCSL was an affiliate of the International Confederation of Free Trade Unions (ICFTU), and the CGAT-Congo was affiliated with the Communist World Federation of Trade Unions (WFTU). The merger took place at the urging of the MNR, the

single political party. As a result, the CSC has a very close relationship with that party. It is an affiliate of the All-African Trade Union Federation (AATUF).

The National Union of CATC Trade Unions of the Congo (Union Nationale des Syndicats CATC du Congo--CATC-Congo), an affiliate of the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC), refused to participate in the formation of the CSC. Subsequently it was dissolved by the Government, and it is believed to have gone underground.

Labor-Management Relations

The Labor Code provides for referral to the employer, by staff representatives, of individual or collective employee demands with respect to such matters as conditions of employment, wage rates, or the application of collective agreements. The code also provides for conciliation through services of the Inspectorate of Labor and Social Legislation and Labor Courts.



LABOR DIGEST

No. 102

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

This is one of a series of brief notes on labor conditions prepared in the Office of Foreign Labor and Trade of the Bureau of Labor Statistics, for inclusion in the *Directory of Labor Organizations--Africa*, jointly prepared and published in 1966 by the Bureau of International Labor Affairs and the Bureau of Labor Statistics.

LABOR CONDITIONS IN THE DEMOCRATIC REPUBLIC OF THE CONGO (KINSHASA)

The Democratic Republic of the Congo (Kinshasa--formerly Leopoldville) is located in south-central Africa. Its area is about 905,000 square miles, and its population was estimated to be between 14 and 15 million in 1965.

Factors Affecting Labor

Political. The country achieved independence from Belgium on June 30, 1960. On November 25, 1965, General Joseph Mobutu took over control of the Government by a bloodless coup d'etat. The Republic now has a parliamentary system of government, a bicameral Legislature, a President, and a Prime Minister. President Mobutu is now ruling by decree.

Economic. A majority of the native population engage in subsistence farming, hunting, and fishing; in 1964, a quarter of the population (34 percent of the adult males) were employed in the modern (i.e., cash) economy, principally plantation agriculture, mining, and manufacturing. Prior to independence, agriculture contributed about one-third of the gross national product (GNP) and 30 percent of exports. The main agricultural products are palm products, rubber, and coffee. Mining, including copper, diamonds, cobalt, zinc, gold, and uranium, contributed 50 to 67 percent of the value of exports and 15 to 20 percent of the GNP before independence. Most industrial activity is in mining and in secondary manufacturing, principally the processing of agricultural products.

Social. French is the official language of the Government and the common language in the schools. There are four common, or trade, languages: Lingala, Kikongo, Swahili, and Tshiluba. An estimated 5 million persons are Christians. There is a small Moslem minority; the remainder are animists. In 1960, it was estimated that 30 percent of the population had an elementary knowledge of reading and writing; in some rural areas, about 10 percent were literate.

Manpower and Employment

Employment and Unemployment. In 1958, approximately 6.7 million people, or one-half of the estimated population at that time (13.5 million), were in the labor force. Only 1.1 million, or about 17 percent, worked in the cash economy; 83 percent worked as subsistence farmers and unpaid family workers in the traditional subsistence economy.

In early 1965, it was estimated that approximately 20 percent of the labor force, estimated at over 7 million, were wage and salary earners. In 1959 (the most recent year for which data on the distribution of the labor force are available), 279,742, or about 29 percent of the 961,068 wage and salary earners, were employed on plantations; 101,800, or 11 percent, in manufacturing; 87,234, or 9 percent, in construction; 78,732, or 8 percent, in mining; 71,400, or 7 percent, in transportation; 65,590, or 7 percent, in trade; 229,850, or 24 percent, in services; and 46,720, or 5 percent, as office workers.

Unemployment is difficult to measure because of the high rate of labor turnover, migration of laborers from rural to urban areas, and the absence of public employment offices.

Productivity, Skills, and Training. Productivity is low in the traditional sector of agriculture. An estimated 20 percent of the labor force have some skills in such occupations as teaching and construction. In 1958, 376 vocational and agricultural schools had a total enrollment of 19,643, and 583 teacher-training schools, an enrollment of 43,906. There are two universities, a normal school, the National School for Law and Administration, and the National Institute of Vocational Training, as well as other professional training institutions.

Labor Standards

Labor Legislation. Labor legislation, dating from before the country achieved independence, remains in effect until revoked or amended. Among the laws passed since independence are the Employment Contracts Law (1961), which covers individual labor contracts, and the Social Security Law (1961). A number of amendments to the Employment Contracts Law cover such subjects as working conditions, contracts, procedures for determining minimum wages, and housing. The Single Statute (1959) regulates employment in the civil service. A decree of 1957 gave African workers and employees the right to join labor organizations. The Ordinance-Law Concerning the Regulation of Labor Relations (1964) serves as a legal basis for the creation of national and regional labor-management relations advisory bodies; it provides protection for worker delegates against arbitrary dismissal, defines legal work stoppages, prohibits politically motivated strikes, and assures the right to work of nonstrikers. The Ordinance Relating to Worker Representation in Enterprises (1964) establishes a system of worker representation within individual enterprises.

Administration and Practice. The Ministry of Labor is the main agency responsible for labor matters. Other ministries and semigovernmental bodies, such as the National Institute of Social Security, are charged with specific aspects of labor administration. The inadequate number of inspectors, together

with their limited technical knowledge, limits enforcement. The United Nations, the U.S. Agency for International Development (AID), and the International Labor Organization (ILO) have assisted the Government in training administrators, labor inspectors, and other personnel for the Ministry of Labor and have provided teaching personnel in these fields.

Wages, Hours, Prices, and Level of Living

The country is divided into six wage districts. The daily legal minimum wage rate in Kinshasa, as decreed in 1963, was US\$2.12 for ordinary labor, US\$2.36 for heavy work, and US\$1.92 for light work. The law also requires payment of a housing allowance of US\$0.22 and an allowance of US\$0.14 for each child per day. The minimum wage rate varies from 40 to 80 percent of these figures in the other wage districts. (On May 1, 1966, the Government announced a 30-percent increase in the national legal minimum wage rate and a 100-percent increase in family allocations.) The workweek officially consists of 8 hours a day, 6 days a week.

In practice, increases in minimum wage rates have been tied to increases in the cost of living; at the same time, the Government has acted to curb inflation. The new index for Kinshasa markets (October-December 1964=100) was 110 in December 1965. The cost-of-living index in Katanga (1959=100) was 157.9 in 1964.

Employer Organizations

The most important management organization is the Federation of Enterprises of the Congo. Membership in this organization, as well as in national and regional chambers of commerce, is predominantly foreign. In an effort to encourage a Congolese employer group, the Government, in 1961, approved the formation of the Association of Middle Classes and of Independent African Workers, an association of small employers. In 1961, this organization had 272 members, mostly artisans, retailers, small manufacturers, contractors, and representatives of service industries.

Labor Organizations

Total trade union membership in the Congo is estimated at about 152,000, or about 11 percent of the estimated 1.4 million wage and salary earners.

Of the four national trade union centers in the country, by far the largest and best organized is the Union of Congolese Workers (Union des Travailleurs Congolais--UTC), which has an estimated membership of 92,500, or about 60 percent of the total trade union membership. The UTC was formed in 1960 as a successor to the Confederation of Christian Syndicates of the Congo (Confédération des Syndicats Chrétiens du Congo--CSCC), whose origin dates back to 1946. Since its founding, the UTC has maintained a close connection with the Belgian Confederation of Christian Trade Unions (Confédération des Syndicats Chrétiens--CSC). It is an affiliate of the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC).

The second largest national center is the Confederation of Free Trade Unions of the Congo (Confédération des Syndicats Libres du Congo--CSLC), with an estimated 50,000 members, or about one-third of the total trade union membership. The CSLC was formed in 1961. The General Labor Federation of the Congo (Fédération Générale du Travail du Kongo--FGTK), with an estimated 8,000 members, is the third major center. Since its formation in 1951, the FGTK has had a close relationship with the Belgian General Federation of Labor (Fédération Général du Travail de Belgique--FGTB). The FGTK and the CSLC, respectively, affiliated with the International Confederation of Free Trade Unions (ICFTU) in 1960 and 1961 and are members of its African Regional Organization (AFRO). The CSLC, FGTK, and UTC all participated in the formation of the African Trade Union Confederation (ATUC).

The General Confederation of Congolese Workers (Confédération Générale des Travailleurs Congolais--CGTC), with an estimated membership of 300, is the smallest of the four centers. It is affiliated with the World Federation of Trade Unions (WFTU) and has a close connection with the Communist General Confederation of Labor (Confédération Générale du Travail--CGT) in France. In addition to its WFTU affiliation, the CGTC is an affiliate of the All-African Trade Union Federation (AATUF).

Seven International Trade Secretariats (ITS) have affiliates in the country: International Federation of Building and Woodworkers; International Federation of Commercial, Clerical, and Technical Employees; International Graphical Federation; International Federation of Journalists; Miners' International Federation; Postal, Telegraph, and Telephone International; and Public Services International.

Labor-Management Relations

Management is generally not organized to deal effectively on a collective bargaining basis with labor. Except in large enterprises, management handles industrial relations on an ad hoc basis. If conflicting parties in a dispute fail to reach agreement, the Ministry of Labor establishes a conciliation board. If its efforts are unsuccessful, voluntary arbitration is the next step. Legislation requires employers and employees to exhaust all conciliation and arbitration procedures before calling a strike or lockout.



LABOR DIGEST

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LABOR CONDITIONS IN THE REPUBLIC OF DAHOMEY

The Republic of Dahomey is located in West Africa on the northern coast of the Gulf of Guinea. It has an area of 44,700 square miles and had a population estimated at 2.3 million in 1965.

Factors Affecting Labor

Political. Dahomey achieved independence from France in 1960. Several abrupt changes of government since 1960 reflect the deep-seated rivalries among the three main regions of the country. In the most recent change, the Army suspended the Constitution of 1964 on December 22, 1965, and General Christophe Soglo assumed power. As President of the Republic, he has appointed a Cabinet, comprised mainly of civilians outside political circles, and has dissolved the National Assembly.

Economic. The economy consists primarily of subsistence agriculture. The main food crops--corn, yams, millet and sorghum, rice, manioc, beans, and a variety of fruits--account for 70 percent of the total agricultural product. Palm products, peanuts, and coffee, the major cash crops, contribute over 90 percent of exports. Industry is small scale. An important new palm kernel factory, opened in early 1965, has the capacity to process 80 percent of the country's palm kernel production. About 55 percent of the gross national product in 1964 was estimated to come from agriculture, forestry, livestock, and fishing, 19 percent from commerce, 9.2 percent from transport and communications, 7.6 percent from construction and public works, and 9.2 percent from other sectors. Per capita income was estimated in 1965 at US\$65 to US\$70.

Social. The most important of the 12 major ethnic groups are the Fon (900,000) in the south and center of the country, the Yoruba and Mahi (150,000) in the southeast, and the Bariba (160,000), Somba (80,000), and Peul (70,000) in the north. About 2,000 Europeans are employed in commerce, industry, and administration. A majority of the population are animist or fetishist. The Christians, a

smaller group, are in the south; the Moslems are more predominant in the north. The official language is French; the main native languages are Fon, Yoruba, Bariba, and Fulani. Literacy is estimated at 5 percent of the population over 15 years of age, varying from 20 percent in urban areas to 2 percent in rural areas.

Manpower and Employment

Employment and Unemployment. The labor force was estimated in 1965 to be 1.1 million (47.8 percent of the total population). Approximately 75 percent are employed in agriculture, fishing, and hunting, 15 percent in commerce, banking, and insurance, 5 percent in crafts and cottage industries, and 5 percent in other activities. Manufacturing and processing occupied about 4,000 persons in 1965. Of the estimated 26,000 wage and salary earners, about 12,000 were in the public sector and 2,000 in the semipublic sector.

Under French colonial rule, relatively well-educated Dahomeans filled a large number of clerical and middle-level positions in countries throughout sub-Saharan Africa. After countries in that area achieved independence, most of them expelled the Dahomeans, often suddenly, and they had to return home. This influx aggravated the country's difficult economic situation and helps account for the serious urban unemployment problems which now exist. Underemployment characterizes the subsistence sector of the economy.

Productivity, Skills, and Training. A high level of productivity and skills is occasionally found in the public sector. In general, however, low educational levels, the absence of skills in virtually all fields, and primitive production methods contribute to low levels of productivity.

In 1961, eight schools offered vocational training, three offered teacher training, and there was an apprenticeship training center at Parakou. The Government operates two agricultural training centers.

Labor Standards

Labor Legislation. Labor legislation, patterned on the French Overseas Labor Code, provides for collective agreements between employers and employees, the fixing of minimum wages by the Government, paid annual leave, and children's allowances. The social security program provides for work injury benefits, for payment of maternity benefits for employed women, and for family allowances. Civil servants are covered by a pension system.

Administration and Practice. The Ministry of Labor and Civil Service administers labor legislation and the social security program. Enforcement is hampered by a shortage of inspectors and the large number of very small enterprises.

Wages, Hours, Prices, and Level of Living

Minimum wage rates vary according to the location of the employment and the sector of the economy. In agriculture, the minimum hourly rate is about 13 percent less than that for other employees. A nonagricultural worker in the urban centers of Cotonou, Porto Novo, and Ouidah is guaranteed a minimum hourly wage of approximately US\$0.16, which is the highest minimum wage rate specified.

The law establishes a maximum workweek of 40 hours. Time worked in excess of that limit is subject to premium pay.

In 1962, the government of President Maga instituted a 10-percent cut in the salary of civil servants. Under pressure from the trade unions, this cut was reduced to 5 percent in 1964 by the Ahomadegbe regime. The salaries of officials were further reduced by 25 percent in 1965 as part of Ahomadegbe's austerity program. The present government of General Soglo has stated that it intends to maintain this program.

Employer Organizations

The principal employer organizations are the National Association of Dahomean Merchants (SYNCAD) and the African Merchants' Association of Dahomey (SYNACADA). There is also a Chamber of Commerce and the Interprofessional Association of Enterprises of Dahomey (GIDA).

Labor Organizations

The total trade union membership in Dahomey is roughly 21,000, or about 80 percent of the estimated 26,000 wage and salary earners. About 85 percent of the membership is concentrated in two of the four national centers: The General Union of Workers of Dahomey (Union Générale des Travailleurs du Dahomey--UGTD), with an estimated 10,000 members, and the General Union of Dahomean Trade Unions (Union Générale des Syndicats du Dahomey--UGSD), with an estimated 8,000 members. The UGTD, which was formed in 1961, is affiliated with the All-African Trade Union Federation (AATUF). The UGSD was formed in 1964 as a successor to the General Confederation of Trade Unions of Dahomey (Confédération Générale des Syndicats du Dahomey--CGSD).

The two smaller centers are the National Confederation of Free Labor Unions (Confédération Nationale des Syndicats Libres--CNSL), which claimed 2,258 members in 1965, and the Dahomean Confederation of Believing Workers (Confédération Dahoméenne des Travailleurs Croyants--CDTC), with an estimated 1,000 members. The CNSL was formed in 1964 as a successor to the African Confederation of Free Trade Unions-Workers' Force--Dahomey (Confédération Africaine des Syndicats Libres-Force Ouvriers--Dahomey--CASL-FO--Dahomey). The CDTC, which was formed in 1952 as a local of the French Confederation of Christian Workers (Confédération Française des Travailleurs Chrétiens--CFTC), is affiliated with the International Federation of Christian Trade Unions (Confédération International des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC). Both the CDTC and the CNSL are affiliates of the African Trade Union Confederation (ATUC).

Labor-Management Relations

Individual grievances are handled by labor inspectors. Usually, grievances concern breaches of labor contracts involving wages, notice of discharge, separation pay, paid vacations, and overtime. Most collective disputes are settled through conciliation procedures. A small number are referred to the courts.



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No. 104

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LABOR CONDITIONS IN THE EMPIRE OF ETHIOPIA

The Ethiopian Empire, situated in eastern Africa, has an area of approximately 457,000 square miles and had an estimated population of 27 million in early 1966.

Factors Affecting Labor

Political. Supreme political power in Ethiopia is vested in the Emperor, a hereditary monarch. The present Emperor is Hailie Selassie I. The 1955 Constitution provides for a bicameral Parliament with an appointed upper house (Senate) and an elected lower house (Chamber of Deputies). An appointed Council of Ministers and advisory groups within the Palace assist the Emperor in administering national affairs. There are no political parties.

Economic. Ethiopia is predominantly an agricultural country; a majority of the population are subsistence farmers or nomadic herdsmen. The small surpluses produced are usually traded in markets within the traditional economy. Most modern agricultural, industrial, and commercial firms have been established since World War II by foreigners; almost all are partly owned by the Emperor or the Government. In 1961, over two-thirds of Ethiopia's gross national product was contributed by the agricultural sector, less than one-tenth by industry, and the remainder by the governmental, commercial, and services sectors. Agricultural products account for almost all exports; coffee is the largest single export, earning from 50 to 60 percent of Ethiopia's foreign exchange. The second 5-year plan (1963-67) provides for economic and social development, with emphasis on transportation, communications, education, and modernization of agriculture.

Social. There are 11 main ethnic groups, speaking, in all, 70 languages and over 200 dialects. Politically and culturally, the most important ethnic groups are the Amharas, the Tigraians, and the Galla people. The first two profess the Coptic Christian faith; the Gallas are predominantly Moslem. Amharic, spoken by 40 to 50 percent of the people, is the official language; Gallinya and Tigrai-Tigrinya are the other most widely spoken languages. English is a second

official language and is spoken by most civil servants and higher level employees in commerce and industry. The literacy rate is estimated at less than 10 percent.

Manpower and Employment

Employment and Unemployment. Estimates in 1965 placed the number in the labor force at 11.4 million, or 53 percent of the estimated total population in that year. Over 96 percent of the labor force were in agriculture, about 2 percent in manufacturing, and 2 percent in commerce and services. Only small numbers of persons in these sectors work in modern enterprises; however, employment in modern manufacturing plants appears to be growing rapidly. An estimated 100,000 to 125,000 are wage and salary earners. No data on unemployment are available. The chief problem in rural areas is underemployment; in urban centers, an abundance of unemployed, unskilled labor exists side by side with a scarcity of persons to fill skilled and professional positions.

Productivity, Skills, and Training. Prevalence of debilitating diseases, rigorous and frequent religious fasting, the high altitude or excessive heat, and lack of familiarity with modern practices contribute to a generally low level of productivity, which must be overcome by extensive on-the-job training. Too few graduate from the specialized courses at secondary and university levels and vocational and technical training ("special") schools to fill the demand. In 1962-63, the country's 43 special schools had a total enrollment of 5,152.

Labor Standards

Labor Legislation. Separate labor laws, all of recent origin, govern individual work contracts, hours, overtime, employer liability for work-connected accidents and diseases, pensions, holidays, labor inspection, working conditions, the formation and activities of employers' and workers' organizations, collective bargaining, disputes settlement, and strikes. These laws usually cover all sectors of the economy; additional laws cover the public service. Ethiopian labor legislation often does not spell out detailed standards and leaves many conditions to be determined by local custom.

Administration and Practice. The Ministry of National Community Development has among its duties responsibility for labor affairs. The Ministry's Labour Inspection Service, created in 1964, is charged with the enforcement of legal minimum working conditions of all workers, except those in domestic, civil service, and small-scale agricultural employment. As of late 1965, the Service had not yet begun to operate in the field; it was awaiting completion of training of inspectors and the promulgation of a Labour Standards Proclamation to empower it to enter into and inspect worksites and to exact compliance. Compliance is usually good in foreign-managed and other unionized plants, where unions have helped to set standards of compliance by taking their grievances to the Ministry's Labour Relations Division for settlement.

Wages, Hours, Prices, and Level of Living

Ethiopia has no minimum wage legislation; individual employers set wage and salary rates. Wages for unskilled workers doing similar work vary. The generally accepted minimum wage for unskilled casual labor is US\$0.40 a day; most manual workers are paid piece rates. Rates of pay for professionals and

skilled workers vary, reflecting an acute shortage of skills. Estimated fringe benefits to Ethiopian manual and clerical workers in 1965 amounted to 45 percent of payrolls, and to administrative, technical, and foreign personnel, 50 percent.

Legislation establishes a 48-hour, 6-day workweek, and in unionized plants these hours usually prevail. Public service personnel generally work a 39-hour, 5½-day week.

Ethiopia has no retail price index, but prices appear to be relatively stable, except for prices of individual items, such as sugar, which are subject to sporadic Government control. The estimated annual per capita income is US\$45.

Employer Organizations

The two management organizations in Ethiopia are the Chamber of Commerce and the Federation of Employers of Ethiopia (FEE). The former is a quasi-governmental, nonpolitical body organized in 1947, with the primary function of encouraging foreign investment in Ethiopia and promoting the country's economic development. Its 1,000 members are chiefly foreign owners of small- and medium-sized commercial and service concerns in Addis Ababa, Asmara, and Diredawa. The FEE is an independent body established in 1964 for the purpose of assisting its approximately 40 members in the conduct of labor relations. It is represented on the Labour Relations Board of the Ministry of National Community Development, an appeal board for unresolved labor disputes.

Labor Organizations

The Confederation of Ethiopian Labour Unions (CELU), the nation's only trade union center, claims a membership of 29,000, or about one-fourth of the wage and salary earners. The CELU was formed in 1963 following the enactment of the Labour Relations Law of 1962, which granted the first legal sanction to trade union activity in Ethiopia. The CELU, which now has 70 affiliates, has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO) since 1964.

Most unions in Ethiopia represent the workers in a single company or establishment. The two International Trade Secretariats (ITS) which have affiliates in Ethiopia are the International Federation of Petroleum and Chemical Workers and the International Federation of Plantation, Agricultural, and Allied Workers.

Labor-Management Relations

Labor-management relations have traditionally been characterized by paternalism. The passage of labor legislation beginning in 1960 and the formation of labor unions, however, have paved the way for modern industrial relations. As of late 1965, four collective agreements, covering approximately 10,000 permanent employees, were in effect. Disputes are settled more and more frequently at the plant level in unionized establishments. Either labor or management may appeal to the Ministry of National Community Development's Labour Relations Section for conciliation and then to the Labour Relations Board for arbitration. Strikes are legal only if the Board has not issued a decision within 60 days after it receives the case. Participants in several illegal strikes have not been penalized.



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LABOR CONDITIONS IN EQUATORIAL GUINEA

Equatorial Guinea, formerly known as Spanish Guinea, is composed of the territories of Fernando Póo and Río Muni on the west coast of Africa. Fernando Póo has an area of 785 square miles and had a population of 62,612 in 1960. Río Muni has an area of 6,730 square miles and had a population of 183,377 in 1960.

The Administration of Equatorial Guinea, formed under the provisions of the Basic Law of December 1963, operates through a legislature, the General Assembly, and an executive body, the Governing Council. The General Assembly has 18 members; half of them are elected by the Municipal Councils (Deputaciones Provinciales) and the other half by corporative bodies. The Governing Council consists of a president and eight members, four from Fernando Póo and four from Río Muni. Representatives of the General Assembly and Governing Council are elected for 4-year terms. A Civil Governor for each of the territories serves as the Council's representative and coordinator in the territory. The Government of Spain is represented by a Commissioner General.

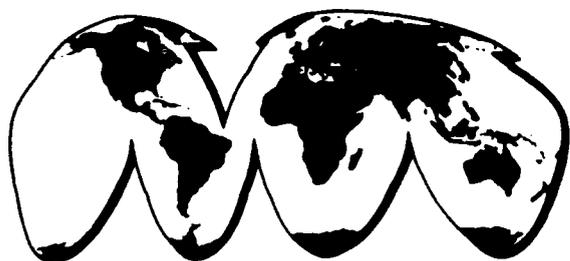
Each of the territories has a predominantly agricultural economy. Most of the cultivated area is farmed for Spanish absentee landlords. Cocoa and coffee are the principal exports. Río Muni accounts for about 80 percent of the coffee and Fernando Póo, for about 90 percent of the cocoa. Bananas, palm oil, palm kernels, and manioc are other exports. Several large European-owned forest concessions in Río Muni provide exports of hardwoods. The several small enterprises which exist include a sawmill, a furniture factory, and a cement plant. The per capita income was US\$132 in 1963.

The population includes 4,500 Europeans and Levantines and about 50,000 Nigerian contract workers and their families. The Bubis, a Bantu people, is the major tribal group on Fernando Póo, where approximately 2,000 Spaniards also reside. The largest tribal group in Río Muni is the Fang. Río Muni had less than 2,000 Europeans in 1960. Spanish is the official language. In 1961,

19,514 pupils were enrolled in the 121 primary schools, and the 3 secondary schools had 422 pupils.

Data on the size of the labor force and the number of wage and salary earners are unavailable. Agriculture, fishing (in Annobón and Río Muni), and stockraising are the chief occupations of the Africans. Contract labor from Nigeria is used extensively in both Fernando Póo and Río Muni to augment the labor supply on European-owned plantations. In 1963, approximately 40,000 Nigerians were engaged in such work on Fernando Póo and 10,000 were in Río Muni under a 1963 treaty between the Governments of Nigeria and Spain. The treaty provides for the recruitment of Nigerian adult male workers (over 17 years of age) under 3-year contracts with an option of renewal for 1½ years.

There are no trade union organizations and there is no information available on syndicates in Equatorial Guinea.



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LABOR CONDITIONS IN FRENCH SOMALILAND

French Somaliland, an Overseas Territory of France, is situated in northeast Africa. It has an area of about 8,494 square miles and had an estimated population of 80,000 in 1964.

French Somaliland is represented in the French National Assembly and in the French Senate by one deputy and one senator. It is administered by a Governor who represents the French Government. He is assisted by an Executive Council composed of 8 members elected by the Territorial Assembly, which consists of 32 members elected by universal suffrage. The leading political parties are the Parti du Mouvement Populaire and the Union Démocratique Afar.

An estimated 89 percent of the total area is desert wasteland, 10 percent permanent pastureland, and 1 percent forest. There are few natural resources. Some vegetables and dates are grown but most of the food is imported. The economy is centered around and based upon the activities of the port of Djibouti and the Addis Ababa-Djibouti railroad. Djibouti's role as a port-of-call for many vessels transiting the Red Sea and its proximity to the Ethiopian hinterland make it a major port of entry for that country. The railroad serves as a link between the port and Addis Ababa, the capital of Ethiopia, where almost all of the territory's exports originate. The limited exports that originate in French Somaliland consist mainly of live cattle, hides and skins, and salt.

The indigenous population consists of an estimated 30,500 Danakils and 24,000 Somalis, all of whom are Hamitic and most of whom are Moslem. The foreign community, almost all of whom live in and around Djibouti, includes about 7,000 Europeans (mainly French), who are Christians, 3,000 Arabs, who practice Islam, and unknown numbers of East Indians, Pakistanis, Greeks, Italians, and Armenians. The main languages are Somali, Danakil, French, and Arabic.

Education in French Somaliland is modeled after the French system, and French is the language of instruction. In 1961, 1,834 students were attending

19 public schools and 1,821 were in 12 private schools. In 1959, the 10 secondary schools were providing technical, commercial, and nurses' training.

Most of the economically active population are not in the money economy; they are engaged in nomadic animal husbandry. Subsistence agriculture and coastal fishing provide a livelihood for some of the people. As of January 1962, there were 10,386 African wage and salary earners in French Somaliland. The port of Djibouti and the Addis Ababa-Djibouti railroad provided most of the paid employment in the territory. Small numbers of workers were employed in the import-export houses, urban service industries, and construction.

The right of workers to organize into trade unions, to bargain collectively, to engage in strikes, and of trade unions to affiliate with national or international organizations is defined in the French Labor Code of 1952, as amended in 1955, which was extended to the Territories and Associated Territories. Administration and enforcement of this legislation is the responsibility of a Consultative Labor Commission and an Inspector of Labor and Social Laws.

There is a Chamber of Commerce; no information is available regarding other employer organizations.

Trade union membership in the territory is estimated at 2,200, or about 20 percent of the 10,386 wage and salary earners. The Territorial Federation of Trade Unions-Workers' Force (Union Territoriale des Syndicats-Force Ouvrière--UTS-FO) is the only trade union center in the territory. It has 1,550 members in nine African affiliates and 650 members in six European unions. The UTS-FO is a branch of the French General Confederation of Labor (Confédération Generale du Travail-Force Ouvrière--CGT-FO), through which it is affiliated with the International Confederation of Free Trade Unions (ICFTU).



LABOR DIGEST

No. 107

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN THE REPUBLIC OF GABON

Gabon, located on the west coast of Africa at the Equator, has an area of 103,000 square miles and had a population estimated at 446,000 in 1964.

Factors Affecting Labor

Political. Gabon became a republic in August 1960. Under the Constitution of 1959, as amended in 1960 and 1961, executive power is centralized in the President, who is both chief of state and head of the Government. Legislative power rests in the National Assembly, a unicameral body elected for a 5-year term. The Bloc Démocratique Gabonais (BDG), the Government party led by President Léon Mba, is the dominant political party. The principal opposition party is the Union Démocratique et Sociale Gabonaise (UDSG).

Economic. Although 60 to 75 percent of the population are engaged in subsistence agriculture, the economy is based on forestry and mining. Only 1 percent of the arable land (which constitutes 11 percent of the total area) is under cultivation. The main cash crops are cocoa and coffee. The country must therefore rely heavily on imports of food for consumption. In 1964, wood and wood products accounted for 50 percent of total exports, and minerals for 47 percent. Manganese, iron ore, uranium, and gold are the chief minerals produced. Large iron ore deposits have been discovered but, due to inaccessibility, have not yet been exploited. The principal industries are the processing of timber and, on a smaller scale, the processing of agricultural products. The 3-Year Development Plan (1963-65) and the current 5-Year Plan (1966-70) provided for the expansion of transportation facilities, development of natural resources and industrial potential, and increased production of food for domestic use. The per capita gross national product was estimated at US\$425 in 1963.

Social. The vast majority of the Gabonese are of Bantu stock, but there are approximately 40 distinct tribal groups with separate languages and cultures. The largest tribe is the Fang, numbering about 150,000, followed by the Echira

with 92,000, the Adouma with 60,000, and the Okande with 25,000. The remainder of the population is divided among 35 other tribes including a small number of pygmies. The people speak many languages, but French is the official language. In 1965, more than 80,000, or 90 percent of the school-age children, attended school.

Manpower and Employment

Employment and Unemployment. In 1963, the labor force was estimated at 220,000, or about 50 percent of the population. Of the 44,000 (20 percent of the labor force) wage and salary earners in 1963, 30.4 percent were in agriculture and forestry, 15.9 percent in services, 14.8 percent in mining and quarrying, 12.9 percent in commerce, 9.5 percent in manufacturing, 8.1 percent in construction, 6.0 percent in transportation and communications, and 2.4 percent in other activities.

Unemployment is not considered a problem, inasmuch as an ordinance enacted in 1962 makes employment compulsory. (See under legislation.) The Government maintains a national employment agency for placing workers who are seeking jobs, and all unemployed persons must register and accept the jobs offered by the labor registration authorities. Underemployment is widespread in the agricultural sector.

Productivity, Skills, and Training. Although the economy is expanding at a rapid rate, the level of productivity remains low. There is a serious shortage of trained manpower at all levels. In 1963, only 5 percent of the wage and salary earners had received vocational training. Many industries offer on-the-job training. In the last 2 years, the Government has also sponsored a large number of training programs for developing manual and clerical skills. A technical school at Libreville, opened in 1965, trains technicians and executive personnel; it also has an apprenticeship center and a handicraft section. Advisors trained at the Oyem Agricultural School teach farmers modern agricultural methods. Although the number of training institutes has risen to eight, including secretarial and nursing schools, the demand for trained workers exceeds the supply.

Labor Standards

Labor Legislation. The Labor Code of 1962 contains provisions relating to apprenticeship programs, collective agreements, and procedures for settling labor disputes; it establishes minimum standards for wages, hours of daywork and nightwork, a weekly day of rest, and annual leave; it covers the employment of women and young persons and the health and safety of workers; other provisions deal with transportation and company stores. Social and other labor legislation covers the conditions of work for expectant mothers, compulsory employment for all Gabonese citizens over 18 years of age unless they are physically incapable or are enrolled in school, dismissal pay, unemployment, old-age and survivors' insurance, and family allowances.

Administration and Practice. The Ministry of Labor and Social Affairs is responsible for the administration and enforcement of all labor and social legislation. These duties are carried out through the Directorate of Labor and Manpower, labor inspectors, labor offices, and placement offices. Most of the social security programs are administered under the social insurance fund agency of the Ministry.

Wages, Hours, Prices, and Level of Living

Average monthly wages in 1963 were US\$41.51 for nonagricultural wage and salary earners and US\$20.40 for unskilled agricultural workers. Hourly wages for various occupations in 1962 were: Cabinetmakers, US\$0.32; bakers, US\$0.40; bricklayers, US\$0.18; carpenters, US\$0.28; plumbers, US\$0.60; truckdrivers, US\$0.22; and unskilled laborers, US\$0.14. Wage supplements include the provision of housing facilities, transportation, prenatal care for working women, birth grants, and family allowances.

The Labor Code provides for a maximum workweek of 40 hours, 1 day of rest per week, a maximum of 2,400 hours' work a year for agricultural employees, and 10 legal holidays. The code guarantees all workers a paid vacation of 18 days or more annually, depending on length of service; mothers receive 1 additional day for each registered birth.

Prices have continued to rise despite governmental control over certain items. Since 1961, food prices have increased by 30 percent. The cost-of-living index rose from 109.9 in 1962 (1959=100) to 131.6 in 1964. Real wages have increased by about 10 percent per year, but between 60 to 75 percent of the people derive their livelihood from subsistence agriculture. The annual per capita income is estimated at US\$110.

Employer Organizations

Employer organizations include the Chamber of Commerce and UNIGABON, a national organization conducting liaison work among such organizations as the Société des Petroles d'Afrique Equatoriale, Syndicat Forestier du Gabon, Syndicat des Entreprises Minières du Gabon, and public works and navigation societies.

Labor Organizations

Total trade union membership is estimated to be 17,800. Of the three national trade union centers, the African Confederation of Believing Workers-Gabon (Confédération Africaine des Travailleurs Croyants--CATC-Gabon) has an estimated 8,000 members, or 45 percent of the organized work force. The CATC-Gabon, which was formed in 1956, has 19 affiliates. It is affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Pan-Africaine des Travailleurs Croyants--UPTC).

The National Confederation of Gabonese Workers (Confédération Nationale des Travailleurs Gabonais--CNTG), had an estimated 6,800 members in 1965, or about 38 percent of all trade union members. The CNTG, which was formed in 1962, is composed of three regional centers and one industrial union for mineworkers. It has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO) since 1962. It also is a founding member of the African Trade Union Confederation (ATUC). One International Trade Secretariat (ITS), the Miners' International Federation, has an affiliate within the CNTG.

The third national center, the African General Confederation of Labor-Gabon (Confédération Générale Africaine du Travail--CGAT-Gabon), was formed in

1957 and claims about 3,000 members, or 17 percent of the organized work force. Since its formation, it has been affiliated with the Communist World Federation of Trade Unions (WFTU). It is also affiliated with the All-African Trade Union Federation (AATUF).

Labor-Management Relations

The basic provisions for individual and collective agreements and procedures for the settlement of labor disputes are prescribed in the Labor Code. Labor disputes arising under collective agreements are first submitted to conciliation under the direction of labor inspectors. When this procedure fails, an arbitration board (composed of a member of the judiciary, a labor inspector, and an employee and employer representative), whose members are appointed for a 1-year term, must recommend a settlement. Further appeals can be made to the Tribunal of Grand Instance.

In 1963, 1,705 man-days were lost as the result of 23 work stoppages.



LABOR DIGEST

No. 108

UNITED STATES DEPARTMENT OF LABOR
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LABOR CONDITIONS IN GAMBIA

Gambia, located on the west coast of Africa and surrounded on three sides by Senegal, has an area of 4,000 square miles and its population is estimated at 325,000.

Factors Affecting Labor

Political. An independent member of the British Commonwealth since February 1965, the Government unsuccessfully sought, through a popular referendum in November 1965, to convert the country from a monarchy to a republic. The Constitution of 1961, as amended, provides for a unicameral representative Assembly and a Prime Minister, who is responsible for the overall administration of the country. Political parties are the People's Progressive Party (PPP), United Party (UP), and Gambian Congress Party. Sir Dawda K. Jawara, head of the governing PPP, has been Prime Minister since 1962.

Economic. The predominantly agricultural economy depends heavily upon imports, which range from foodstuffs and consumer goods to petroleum products. The main crops are peanuts and rice; peanuts and peanut products account for 90 percent of exports. The largest single industry is a peanut oil mill. The main nonagricultural activities are import trade, peanut processing, cotton weaving, clothing manufacture, and fishing.

Social. According to the 1963 census, over 90 percent of the population were Africans and about 10 percent were non-Gambians. Some of the largest tribal groups are the Mandingo, comprising 40 percent of the population; Fula, 13 percent; and Woloff, 12 percent; each of the other smaller groups comprises under 7 percent. Eighty-five percent of the people practice Islam; most of the remainder are animists; only a small number are indigenous Christians. Although English is the official language, Mandingo is widely used. During the school year 1963-64, 13,207 students were enrolled in primary and secondary schools. The literacy rate was estimated at 20 percent in 1963.

Manpower and Employment

Employment and Unemployment. In 1963, 165,000 persons, or 51 percent of the population, were in the labor force. Of this total, 10,000 were wage and salary earners, 15,000 were self-employed, and 140,000 were in agricultural and other subsistence occupations.

Since the country has a primarily one-crop economy--peanuts--seasonal unemployment and underemployment are serious problems. Employment opportunities for unskilled workers during the spring season are numerous and migrant workers who come from nearby countries to cultivate peanuts make up about 3 percent of the labor force. Because of the seasonal nature of the economy, not only are the farmers idle during the off-season, but most commercial establishments shut down their operations. Unemployment exists also among high school graduates, most of whom study liberal arts. The Government attempts to absorb the many urban jobseekers, particularly juveniles, through public works programs.

Productivity, Skills, and Training. Most of the farms are still tilled by hand. Such primitive techniques, coupled with the lack of skills and training, contribute to low productivity. The Gambia Employers' Association has organized classes providing training for clerical workers. Apprenticeship programs are provided by the Government and also in some private establishments for selected workers. Under the Government's apprenticeship program, applicants who pass an entrance examination are paid wages equal to those of regular workers in the same grade but are not guaranteed employment upon completion of their training. The Government has a limited number of positions available for on-the-job training. It also provides opportunities for study within the country for junior officers and abroad for senior officers. A Technical School provides classes in carpentry, metalwork, woodwork, and mechanics, and there is also the Government's Clerical School.

Labor Standards

Labor Legislation. Labor legislation, for the most part, is contained in the following ordinances: The Labour Ordinance, as amended, which provides the legal framework within which Joint Industrial Councils function; the Factories Ordinance; the Employment Exchange and Registration of Employees Ordinance; the Trade Union Ordinance; the Workmen's Compensation Ordinance; and the Regulation of Docks Ordinance. There are no insurance programs providing for unemployment, health, or pension benefits.

Administration and Practice. The Minister of Local Government, Labour, and Lands, through the Labour Officer assisted by three labor inspectors, is responsible for enforcing all labor legislation.

Wages, Hours, Prices, and Level of Living

The minimum daily wage throughout Gambia is US\$0.78. The average daily wages in 1963 for the following occupations were: Laborers, watchmen, and messengers (illiterate), US\$0.78; messengers (literate) and store hands, US\$0.94; sales clerks, taxi drivers, and telephone operators, US\$1.65; dockworkers, US\$1.07; foremen, US\$1.84; and dock foremen, US\$2.18.

The average workweek in commercial establishments is 40 hours; in hotels, oil mills, and factories, 48 hours; and for manual workers and clerical workers in Government, 42 hours and 36½ hours, respectively. Overtime for daily-rated workers is paid at time and a half their hourly rate and at double time on Sundays and public holidays, of which there are 7. All workers except daily-rated workers are entitled to a paid vacation of 10 or 14 days, depending on length of service.

The retail price index rose from 103 in 1962 (1961=100) to 180 in 1963. Over 90 percent of the population live at the subsistence level in rural areas. In 1964, the annual per capita cash income was estimated to be about US\$60.

Employer Organizations

Employer organizations are the Gambia Chamber of Commerce and the Gambia Employers' Association, which keeps members informed on all labor legislation and provides for the exchange of ideas and other matters involving labor-management relations.

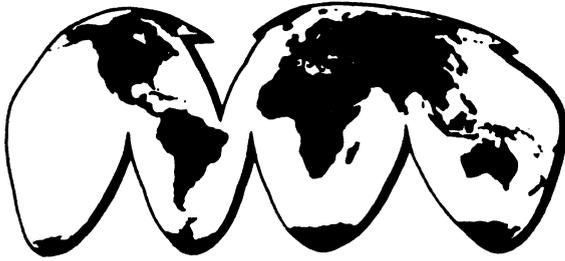
Labor Organizations

More than 40 percent, or 4,250 of the 10,000 wage and salary earners, are estimated to be members of trade unions. Over 50 percent of the organized workers belong to the Gambia Workers' Union (GWU), one of the two national trade union centers in the country. The GWU, which was formed in 1957, has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO) since 1963. It is also a member of the African Trade Union Confederation (ATUC). The GWU is affiliated with two International Trade Secretariats (ITS), the International Federation of Petroleum and Chemical Workers and the International Transport Workers' Federation.

The Gambia Labour Union (GLU), the other national center formed in the late 1940's, has an estimated membership of 500. It had been an affiliate of the ICFTU in Gambia since the formation of the ICFTU, in 1949, to 1962. It is presently affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC).

Labor-Management Relations

A number of bodies are concerned with labor-management relations. The Labour Advisory Board advises Government, labor, and management; Joint Industrial Councils negotiate agreements covering all the basic terms and conditions of employment; the Port Labour Board administers the registration, recruitment, and discipline of portworkers; the Factories Board administers factory regulations; a Whitley Council provides for discussions of the conditions of service of Government officers; and works committees deal with working conditions and grievances in the larger departments of Government and industry not otherwise provided with machinery for wage negotiations. The Commission of Inquiry is also responsible for settling disputes arising over certain fringe benefits. No information is available on the frequency of work stoppages.



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LABOR CONDITIONS IN THE REPUBLIC OF GHANA

Ghana, located on the west coast of Africa, has an area of 91,843 square miles and had a population of approximately 7.5 million in 1964.

Factors Affecting Labor

Political. The Government is in a transitional stage owing to a coup d'etat which occurred February 24, 1966, and resulted in the removal from office of former President Kwame Nkrumah and his highly centralized administration. At present, the Government is administered by the National Liberation Council, an eight-member body of military and police officials chaired by Lieutenant General Joseph A. Ankrah. Numerous committees have been established to handle day-to-day administrative matters. The military regime has pledged an early return to constitutional government with a complete separation of legislative, executive, and judicial powers; in the interim, political parties have been banned.

Economic. The economy is based on agriculture, which engages about two-thirds of the labor force; the other third of the labor force is evenly divided between services and production in manufacturing and crafts. Cocoa is the main crop and leading export. Other major exports are lumber, gold, manganese, and diamonds. Major imports include machinery, iron and other metals, foods, and textiles. The 7-Year Development Plan (1964-70) is designed "to build in Ghana a socialist state." Per capita national income--about US\$150 per year in 1963--is higher than in most other African countries.

Social. The population is divided into 50 tribal and linguistic groups. Tribal allegiances and customs are less dominant than in the past. English is the common and official language, but many indigenous languages and dialects are also spoken. Primary and secondary education is free and literacy is rapidly increasing. About two-thirds of the people adhere to indigenous religions; the remainder are Christians or practice Islam.

Manpower and Employment

Employment and Unemployment. According to the 1960 census, the labor force totaled 2,561,040, or 38 percent of the population. Of the persons engaged in economic activity, 61.6 percent were in agriculture, forestry, hunting, and fishing; 1.9 percent in mining and quarrying; 9.2 percent in manufacturing; 3.5 percent in construction; 14.5 percent in commerce; 6 percent in services; 2.7 percent in transport, storage, and communications; and 0.6 percent in electricity, gas, water, and sanitary services. About 65 percent of the total number in the labor force were self-employed, chiefly in small-scale agriculture, manufacturing, and commerce; 20 percent were wage and salary earners; 14 percent were family helpers; and 1 percent were employers.

In 1963, 4.3 percent of the wage and salary earners were reported as unemployed. Unemployment was most prevalent in urban areas (especially among young persons) and was due chiefly to lack of marketable skills. Underemployment is most common in the traditional occupations, such as farming and trading.

Productivity, Skills, and Training. The principal factors contributing to low productivity are chronic undernourishment and endemic illness, low educational attainment, and the shortage of technical, supervisory, managerial, and other skills. Ghanaian workers have shown, however, that with proper training, guidance, and incentives, they can achieve high levels of skill and can perform well. Productivity is low among the large number of workers outside the modern economy who are engaged in agriculture and in trades and services.

Since 1961, the Government has been expanding its educational system, and beginning in 1966, included a prevocational curriculum, including English instruction for both boys and girls in the last 2 of the 8 years of compulsory education. Except for the programs provided by some of the mining companies and some governmental and commercial establishments, there is a paucity of organized and systematic on-the-job training and comparatively little apprenticeship training in the strict sense. The University of Ghana, the Kumasi University of Science and Technology, technical institutes, and overseas educational institutions are providing training in engineering, agriculture, medicine, science, business, and other technical fields. In 1965, the Workers' Brigade, established by the Government in 1957, had 16,000 members who were receiving some training in agriculture, industry, construction, education, and administration.

Labor Standards

Labor Legislation. Labor laws apply chiefly to wage and salary earners. The Labour Ordinance of 1948 regulates labor recruitment and labor contracts and prohibits employment of children under age 15. The Factory Ordinance of 1952 provides for establishing wages and working conditions in some industries through Wages Boards. The Labour Registration Act of 1960 provided for public employment exchanges and regulation of the extensive internal labor migration. When fully effective, the Social Security Act of 1965, which covers establishments with at least five wage and salary earners, will provide for retirement, survivor, and sickness benefits. The Aliens Act of 1963 limits the hiring of

foreigners in positions for which Ghanaians with requisite skills are not available. The Industrial Relations Act of 1965 regulates trade union activities and labor-management relations.

Administration and Practice. The Ministry of Labour administers labor legislation and the Ministry of Social Welfare and Community Development administers social legislation. Labor administration is conducted through nine regional offices, together with the bipartite National Advisory Committee on Labour, the Unfair Labour Practices Tribunal, and the Apprentices Board. A shortage of trained personnel impedes adequate enforcement of labor laws. Employment exchange activities have expanded in recent years.

Wages, Hours, Prices, and Level of Living

In 1960, the Government established a nationwide minimum wage rate of US\$0.91 per day and increased the pay for all wage and salary earners earning up to US\$1,708 a year by US\$0.14 per day. In December 1962, 4 percent of the 221,835 African wage earners received less than the minimum wage rate; the rates of slightly over 41 percent were US\$0.91 to US\$0.98; 26 percent, US\$0.98 to US\$1.26; 12 percent, US\$1.26 to US\$1.68; and, of the remainder, the largest group (11 percent) received US\$1.68 to US\$1.98. The monthly salaries of 12 percent of the 128,276 African salaried employees were US\$98.00 to US\$281.00; of the remainder, 40 percent were paid US\$43.68 to US\$98.00; 37 percent, US\$29.12 to US\$43.68; about 6 percent received US\$23.66 to US\$28.00; and 5 percent were unaccounted for. Eleven percent of average monthly earnings consisted of overtime payments and bonuses. The average monthly earnings of non-Africans was US\$448.00. Since early in 1964, most daily rated wage earners employed on a permanent basis have been classified as salaried employees and paid, on a monthly basis, salaries at 26 times their former daily rate. The principal supplements to cash earnings are housing and food.

The normal workweek is 45 hours. The Public Holidays Act of 1960 provides for 9 paid public holidays for wage earners; holidays of salaried employees are based on terms in collective agreements. Legislation does not limit overtime work, and overtime pay, on the basis of collective agreements, ranges from 125 percent to 200 percent of regular rates.

Wages increased more rapidly than prices from 1956 to 1962, and the purchasing power of workers increased by about 10 percent. Since 1962, however, prices have risen sharply, while wage increases have been controlled, resulting in a reduction in the level of living of wage earners. Housing is in short supply despite Government efforts to improve housing conditions.

Employer Organizations

Major employer organizations are the Ghana Employers' Association (GEA), which has as members individual firms as well as local employers' associations; the Ghana National Chamber of Commerce, which has regional affiliates; various trade associations, such as the Ghana Chamber of Mines and the Ghana Indian Merchants' Association; and the Ghana Association for the Advancement of Management (GAAM), which is active in management training. The GEA represents management at the International Labor Organization Conference in Geneva.

Labor Organizations

The Ghana Trades Union Congress (GTUC), the nation's single trade union center, had a claimed membership of about 386,750 in 1965, or roughly 75 percent of the approximately 512,000 wage and salary earners in 1960. The GTUC was formed in 1943 as the Gold Coast Trades Union Congress. Following the military coup d'etat in February 1966, the GTUC was reorganized at a constituent congress in June. The new constitution expanded the number of GTUC affiliates from 10 to 16. Prior to the coup d'etat, the GTUC had a close relationship with the presently inactive Convention People's Party (CPP).

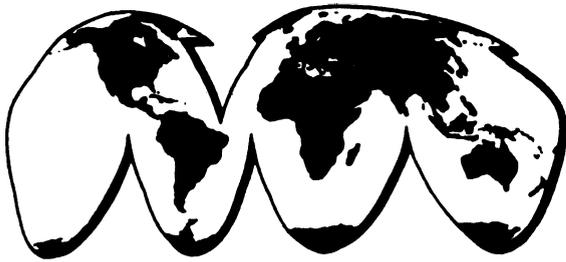
The GTUC played a leading role in the formation of the All-African Trade Union Federation (AATUF). The headquarters of the AATUF were moved to Accra following the second AATUF Congress in June 1964. The international relations of the GTUC were placed under review by the Executive Board following the re-organization conference.

Labor-Management Relations

The Industrial Relations Act forms the legal basis for the conduct of labor-management relations. The act provides for the certification of trade unions as exclusive bargaining agents for specified groups of workers and compulsory collective bargaining with the unions by employers of these workers. (Unions representing civil servants, teachers, or employees of local or central Government may not be certified.) The certified unions bargain for workers with an employer, or an employer group, through Government-approved permanent joint negotiating committees composed of union and employer representatives. In the public sector, terms and conditions of employment are established by administrative regulation, following consultation with the unions.

In the event of an industrial dispute, the act requires that, if efforts of a joint negotiating committee fail, either party may apply to the Minister of Labour for conciliation. If conciliation fails, arbitration, to which at least one of the disputing parties must agree, is used. The final step is compulsory arbitration, which is rarely employed. A strike or lockout is permissible only if the Minister of Labour fails to refer a dispute to compulsory arbitration.

The few work stoppages which have occurred in recent years have been technically illegal and have been quickly settled.



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LABOR CONDITIONS IN THE REPUBLIC OF GUINEA

The Republic of Guinea covers an area of almost 95,000 square miles in West Africa. The population in mid-1964 was about 3.5 million.

Factors Affecting Labor

Political. Guinea, a territory of former French West Africa, achieved independence on October 2, 1958. The Constitution grants considerable power to the President, who is assisted by a Cabinet appointed by him. The President is elected by direct universal suffrage for a 7-year term. The Constitution provides for a National Assembly, whose members are elected for 5-year terms. The country's single political party is the Democratic Party of Guinea (PDG); its secretary general, Ahmed Sékou Touré, is also the President of the country.

Economic. Agriculture, most of which is at the subsistence level, provides a livelihood for 85 to 90 percent of the population. Agricultural production in 1961 accounted for 54 percent of the gross national product (GNP) and 34 percent of export earnings. The principal cash crops are bananas, palm products, coffee, peanuts, and pineapples. Bauxite, iron, diamonds, and gold are the most important minerals. Secondary industry is limited and small scale, except for the production of alumina by Fria (an international consortium of American and European companies). In 1962, alumina accounted for 50 percent of all exports. Per capita GNP in 1963 was about US\$60.

Social. About 99 percent of the population are African. The principal foreign groups are the French and Lebanese, who numbered about 2,000 each in 1964. The largest ethnic group, the Foulah, numbers over 1 million. Of some 15 other tribal groupings, the Malinké (about 850,000) and Soussou (some 250,000) are the most numerous. An estimated 2 million people, or about 60 percent of the population, profess Islam; from 25,000 to 30,000 are Christians; and the remainder are animists. French is the official language; 11 African languages

and numerous dialects are spoken. Literacy is about 5 to 10 percent. Approximately 28 percent of the school-age children attend school. In 1962-63, primary school enrollment was 159,944.

Manpower and Employment

Employment and Unemployment. According to official estimates, about 1.6 million people, or almost 46 percent of the population, were in the labor force in 1964. Most workers were engaged in subsistence agriculture. Wage and salary earners in 1964 totaled 150,000 to 200,000, representing 9 to 13 percent of the labor force. Twenty-seven percent were in commercial agriculture, 27 percent in mining (24 percent primitive, 3 percent modern), 16 percent in Government services, 2 percent in manufacturing, and 28 percent in other activities. Unemployment data are unavailable. Underemployment is extensive.

Productivity, Skills, and Training. Productivity in general is low. Modern methods of production are employed by a few of the larger enterprises. One obstacle to increasing productivity has been the widespread prejudice against manual labor. The rewards associated in more modern economies with concentrated and sustained occupational effort and initiative have not been sufficient incentives as yet to bring about significant changes in traditional attitudes. Another major factor has been the acute shortage of technical and managerial skills. In 1961, there were only a few thousand skilled workers, most of whom were concentrated in three or four principal industrial areas. The Government has made efforts to provide facilities for the people to acquire the needed skills. Training programs have been organized in conjunction with almost every new project initiated under economic development programs. The Government, with substantial foreign assistance, has established a school for technical training, for public administrators, and a polytechnic institute. Vocational training in agriculture is provided at the School for Practical Agriculture and Cooperatives and at the National School of Agriculture. A technical training school is operated by Fria. In 1962-63, 10,398 students were enrolled in 41 secondary and technical schools.

Labor Standards

Labor Legislation. A new labor code was being prepared in 1965. The Labor Code of 1960 embodies most present labor legislation, which covers trade unions, employment contracts, apprenticeship, collective agreements, wages, hours of work, working conditions, employment of women and children, health and safety, and labor-management disputes. The Social Security Code of 1961, as amended in 1964, provides for family allowances, workmen's compensation, sickness and disability benefits, and old-age pensions.

Administration and Practice. Labor administration is the responsibility of the Ministries of Labor and the Civil Service. The Labor Ministry deals with labor laws, workers, and employment conditions in private industry; the Civil Service Ministry deals with working conditions of Government employees. Enforcement of labor legislation is the responsibility of labor inspectorates, which operate under the direction of the Labor Ministry. The Ministry of Justice is responsible for the administration of labor courts which have been established to handle labor disputes.

Wages, Hours, Prices, and Level of Living

Two scales of minimum wages have been established by a number of tripartite commissions. One scale applies to Conakry (the capital) and the main population centers; the other, 20 percent lower, applies to the remainder of the country. Minimum wage rates vary by category of worker and level of skill. For example, in 1960, the minimum hourly wage in Conakry for construction workers ranged from US\$0.13 to US\$0.44; the minimum monthly salary for white-collar workers in industry, banking, and commerce ranged from US\$29.55 to US\$133.58. The maximum workweek for Government and most other employees is 45 hours. Cost-of-living data are unavailable. Various estimates indicate that prices have increased from 50 to 100 percent since independence, while minimum wage scales in most industries have risen only slightly, and those in agriculture have not changed since 1959.

Employer Organizations

There are currently no Chambers of Commerce. Consumer and producer cooperatives are controlled in some manner by the Government or the PDG.

Labor Organizations

The National Confederation of Workers of Guinea (Confédération Nationale des Travailleurs de Guinée--CNTG), the nation's single trade union center, claimed a total membership of 300,000 in 1963. This membership claim is apparently inflated in view of the fact that the number of wage and salary earners totaled 150,000 to 200,000 in 1964. The CNTG, which was formed in 1958 as the Syndicalist Union of Workers of Guinea (Union Syndicaliste des Travailleurs de Guinée--USTG), has a very close relationship with the country's single political party, dating from the pre-independence period. This relationship was formally strengthened in 1963 when the CNTG was reorganized. At that time, the number of CNTG federations and national unions was reduced from 41 to 19. In addition to its organization along industrial lines, the CNTG has a geographic structure consisting of 11 regional centers and 32 local administrative offices.

The CNTG played a leading role in the formation of the All-African Trade Union Federation (AATUF) and continues to be one of its more influential affiliates.

Labor-Management Relations

The Labor Code of 1960 prescribes procedures for the settlement of labor disputes. Labor courts handle individual grievances. When a collective dispute remains unsettled by industrial associations, the labor inspector attempts conciliation. Any strike or lockout started before conciliation procedures have been exhausted is illegal. If conciliation fails, the dispute is submitted for arbitration to a recommendation board attached to each regional labor inspectorate. Statutory conciliation and arbitration procedures do not apply where special procedures have been set up by collective agreements.



LABOR DIGEST

No. 111

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN THE REPUBLIC OF IVORY COAST

The Republic of Ivory Coast is a country consisting of about 124,503 square miles located on the west coast of Africa. The population in 1965 was about 3.8 million.

Factors Affecting Labor

Political. The Republic of Ivory Coast, a former territory in French West Africa, became independent August 7, 1960. The Constitution provides for a republican system of government with a strong executive (a president) and a unicameral National Assembly. The President is elected by direct universal suffrage for a 5-year term; Félix Houphouët-Boigny was reelected in November 1965. The only political party is the Democratic Party of the Ivory Coast (Parti Démocratique de la Côte d'Ivoire--PDCI).

Economic. The preponderantly agricultural economy occupies about 90 percent of the labor force and accounts for over half of the annual gross domestic product. In 1964, coffee, tropical woods, cocoa, and bananas, the chief agricultural products, provided 90 percent of total export earnings. Ivory Coast is the world's third largest coffee producer, fourth largest cocoa producer, and ranks fifth in the production of bananas and pineapples. Despite a dearth of known mineral resources, the industrial sector, mainly light manufacturing and processing, is growing rapidly, and its volume of business is expected by the Government to constitute one-fourth of the national product by 1970. Per capita income in 1964 was about US\$186.

Social. The population is predominantly African; the non-African population, consisting mainly of French and Lebanese, totaled about 35,000 in 1965, and, in contrast to most other African countries, has been increasing since independence. In 1965, almost one-fourth of the total population consisted of Africans from outside the Ivory Coast. Of some 60 tribal groupings which

exist, no single group constitutes more than about 15 percent of the population. French is the official language. The literacy rate in 1965 was about 20 percent of the population. In 1963-64, primary school enrollment amounted to perhaps 35 percent of the children of school age (ages 6 to 14).

Manpower and Employment

Employment and Unemployment. The labor force in 1962 totaled about 1.6 million. Wage and salary earners in 1964 numbered about 230,000 and were distributed as follows: Agriculture, forestry, and fishing, 45.7 percent; public services, 14.3 percent; industry, construction, and power, 18.3 percent; transportation, 7.4 percent; and trade and services, 14.3 percent. Over 85 percent of the wage and salary earners were in the private sector. In addition to the salaried labor force, some 200,000 to 300,000 agricultural workers, paid in kind, migrate annually from Upper Volta. At least 75 percent of all agricultural workers and 45 percent of all wage and salary earners migrate from neighboring countries.

According to Government officials, unemployment does not exist; some job-seekers are unable to meet employment demands either because they lack the required skills or because they do not want to move from a city to a rural area. On the whole, there is a shortage of manpower, both skilled and unskilled; in the agricultural sector, it is filled by workers from neighboring countries. Data on unemployment as defined in the United States are unavailable.

Productivity, Skills, and Training. Worker productivity is low, owing largely to debilitating tropical diseases, combined with the low protein diet, lack of skills, and the limited industrial experience of the labor force. In addition, most workers are "target" employees (i.e., temporary workers who, after earning a particular amount, return to the farm); this circumstance results in a high degree of instability in the work force. Modern work methods are employed on the larger plantations, but most crops are grown by individual, small-scale African farmers using primitive tools and ancient farming methods. In recent years, as many as 80 percent of the wage and salary earners have been unskilled. Most top level skills, particularly in industry, are provided by Europeans.

Both the Government and private industry are attempting to improve the skill level of workers through on-the-job training and accelerated vocational training programs. In 1962, some 17,000 students were enrolled in about 20 technical and vocational schools and institutes; most of these institutions were Government-operated and involved a 3-year postprimary course leading to a professional certificate, followed by a 7-year course leading to a technical baccalaureate. In addition, 2-year tours of duty in the small Ivoirien army include 1 year of vocational training in a civil pursuit.

Labor Standards

Labor Legislation. Most labor matters are regulated by the Labor Code of August 1, 1964, which includes provisions for the establishment and organization of trade unions, the conclusion of employment and apprenticeship contracts and collective agreements, the determination and payment of wages, and the establishment of general conditions of work, such as maximum hours, limitations on the

employment of women and children, paid leave, weekly rest, and travel and transport allowances. The code also requires establishments to provide free health facilities for workers and establishes procedures for the settlement of labor disputes. Social security legislation includes provisions for the payment of family allowances (1955), workmen's compensation (1957), and retirement pensions (1960).

Administration and Practice. The Ministry of Labor and Social Affairs, responsible for the administration of most labor affairs, is divided into four Bureaus: A Bureau of Labor, responsible for matters dealing with wages, working conditions, health and safety, and labor relations; a Bureau of Manpower, which handles such problems as migration, employment of foreigners, and vocational training; a Bureau of Social Security, which administers the family allowance and retirement systems; and a Bureau of Industrial Accidents, responsible for formulating accident prevention techniques and administering the workmen's compensation system. An Office of Manpower, a separate unit within the Ministry, operates employment exchanges and assists in the recruitment and repatriation of foreign workers. Two tripartite consultative bodies, the Advisory Labor Committee and the Technical Advisory Committee for Hygiene and Labor Safety, make recommendations to the Government concerning regulatory legislation. Enforcement of labor laws is the responsibility of the Inspectorate of Labor and Social Legislation within the Ministry. Effective functioning of the Inspectorate has been limited largely by the small number of inspectors and the multiplicity of small enterprises, as well as by the workers' general unawareness of their individual rights and responsibilities.

Wages, Hours, Prices, and Level of Living

Minimum wages are set by the Government and are established separately for each of two zones, one covering Abidjan (the capital) and three major cities and the other covering the remainder of the country. In 1963, the statutory minimum wage in the first zone was about US\$0.17 an hour, or about US\$30 a month, for unskilled workers; in the rest of the country, the minimum was slightly lower. The actual wages paid to most workers are substantially higher than the legal minimum and are frequently determined by collective agreements. The maximum worktime, by law, is 40 hours per week in industry and commerce and 2,400 hours per year in agriculture. In 1963, the Government raised wages by 6 percent in an effort to keep wages in line with prices and has been gradually instituting a single price system for staples throughout the country. The cost-of-living index for the average African family of 4 to 5 persons in Abidjan was 114.5 (1960=100) in 1965.

Employer Organizations

The leading employer organization is SCIMPEX (Syndicat des Commerçants, Importateurs, et d'Industrie), which represented 52 business organizations in 1964. Other employer organizations include Chambers of Commerce and Industry and Associations of Small and Middle-Size Enterprises and of Ivory Coast Merchants.

Labor Organizations

The General Union of Workers of the Ivory Coast (Union Générale des Travailleurs de Côte d'Ivoire--UGTCI), the nation's single trade union center, has

an estimated membership of 200,000. The UGTCI was formed in 1962 by merger of the African Confederation of Free Trade Unions of the Ivory Coast (Confédération Africaine des Syndicats Libre de Côte d'Ivoire--CASL-CI), the National Center of Believing Workers of the Ivory Coast (Central Nationale des Travailleurs Croissants de Côte d'Ivoire--CNTC-CI), and the National Union of Workers of the Ivory Coast (Union Nationale des Travailleurs de Côte d'Ivoire--UNTIC). Since its formation, it has had a close relationship with the single political party, the PDCI. The UGTCI has some 150 affiliates, most of which belong to one of two federations representing trade unions in the private and mixed sectors and in the public sector. It also has five geographic departments.

Although the three centers which merged to form the UGTCI were founding members of the African Trade Union Confederation (ATUC), the UGTCI is not affiliated with any external organization.

Labor-Management Relations

The Labor Code of 1964, which established the framework within which current industrial relations take place, provides for the establishment of labor courts to handle individual disputes arising in connection with employment or apprenticeship contracts, industrial accidents, and occupational diseases. Collective bargaining agreements must contain provisions for arbitration, should conciliation and mediation fail. A collective dispute in an enterprise in which a bargaining agreement does not exist may be submitted through Government channels to arbitration, if both parties agree, or to mediation at the request of either party. No strikes or lockouts are permitted before the prescribed dispute settlement machinery has been exhausted. The labor movement has followed a policy of restraint and strikes have been infrequent.



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LABOR CONDITIONS IN KENYA

Kenya, situated on the east coast of Africa, lies astride the equator. It has an area of 224,960 square miles and in mid-1965 had an officially estimated population of 9,365,000.

Factors Affecting Labor

Political. Kenya attained independence on December 12, 1963. The Constitution of 1963, as amended in 1964, provides for a republican and presidential form of government within the British Commonwealth. Legislative power resides in a bicameral Parliament composed of a 41-member Senate and a House of Representatives, to which most of its 124 members are elected by universal suffrage. Since independence, Jomo Kenyatta has headed the Government. In November 1964, Kenya became a one-party state when the Kenya African Democratic Union (KADU) was dissolved and its members joined the majority Kenya African National Union (KANU), Kenyatta's party.

Economic. The economy is predominantly agricultural. The large majority of Africans practice subsistence farming on small plots of land. In 1964, agriculture, livestock, forestry, and fishing contributed approximately 42 percent of the gross domestic product (GDP), of which about 25 percent was outside the recorded monetary economy; wholesale and retail trade, 13 percent; Government services, 12 percent; manufacturing, 10 percent; transport, storage, and communications, 9 percent; and other sources, 14 percent. In 1964, the principal agricultural products (coffee, sisal, tea, and pyrethrum) accounted for about 75 percent of total exports; 80 percent of the exports were produced on European-owned plantations. Per capita GDP was US\$85 in 1964. A plan for national development covers the period 1964-70.

Social. In mid-1964, Africans accounted for 97 percent of the population; the remaining 3 percent were mostly Europeans, Asians, and Arabs. A majority of the population are Bantu, the largest of the four major cultural and

linguistic groups. Although English is the official language, Swahili has become an African lingua franca, and most African tribes have their own distinct language. Of the 922,673 pupils enrolled in primary and secondary schools in 1963, about 93 percent were African; 6 percent, Asian; and the remainder, European, Arab, and other. Almost 15 percent of the African population are Christian, 4 percent are Moslem and Hindu, and 81 percent follow their tribal religion.

Manpower and Employment

Employment and Unemployment. In 1964, the labor force was officially estimated at 2.3 million, or about 25 percent of the population. The total number of wage and salary earners was 589,600, or about 26 percent of the labor force. About 41 percent were in agriculture and forestry; 30 percent in private industry and commerce; and 29 percent in public services. No statistics on unemployment are available, but in recent years, it has been considered a major problem, not only among the permanent urban population but also among migrants from rural to urban areas. Chronic underemployment is extensive, especially in the subsistence farming areas.

Productivity, Skills, and Training. Productivity is low in the subsistence farming sector, but it has been rising steadily as a result of the Government's efforts to improve the farming methods of African smallholders who are replacing Europeans. In general, African workers have shown a capacity to benefit from training. Serious handicaps to increased efficiency are the workers' lack of education and training.

Most training and skill acquisition occurs on the job by informal means. Various Government departments operate training programs. The Ministry of Works conducts executive, secretarial, and clerical courses. Three sections of the Labour Department deal with training: The Trade Testing and Apprenticeship Section, the Training Section, and the Aptitude Testing Unit. In 1962, 1,287 students were receiving training at the six Government technical and trade schools which provide 2-year courses in 12 major trades. Formal vocational training is available in regular schools and the Kenya Polytechnic High School.

Labor Standards

Labor Legislation. Kenya has an extensive body of labor and social legislation. It provides for the registration and regulation of trade unions; establishes machinery for the settlement of industrial disputes, including procedures for conciliation and arbitration, and stipulates conditions under which a strike is legal; provides for the registration of all workers and covers their recruitment and contracts of service; regulates the conditions of employment and health and safety of women and young persons, dockworkers, and commercial workers; provides for the establishment of wages, hours, and conditions of employment in certain industries through a Wages Advisory Board and Wages Councils; and regulates the training of artisans in industry and allied activities. Social legislation provides for work injury and medical benefits. The National Social Security Fund Act of 1965 provides for equal contributions from all employers and all workers in paid employment over 16 years of age (except casual workers and civil servants engaged on pensionable terms) at the rate of 5 percent of earnings to a maximum of US\$5.60 per month. Other important provisions relate to old-age, survivor, and invalidity benefits.

Administration and Practice. Labor laws are administered and enforced by the Ministry for Labour through a Senior Labour Officer in each of the five main provinces and a Senior Labour Inspector in each of the two suboffices. The Labour Department also operates employment exchanges (26 in 1962), produces employment statistics, and carries out an annual census of the labor force. Enforcement of labor laws is confined mainly to the larger urban centers and to areas of large-scale farming. Lack of staff has severely restricted enforcement in the African tribal areas.

Wages, Hours, Prices, and Level of Living

Minimum wages and housing allowances are established by law for 13 main urban areas. Monthly rates (including housing allowances) in force at the end of 1962 averaged US\$18.90 for adult males (age 21 and over) and US\$12.32 for women and youths (including housing allowances). In 1964, the average monthly earnings of Africans in agriculture was US\$11.98 (including the value of housing and food); in private industry and commerce, US\$28.78; and in public service, US\$38.28. For Asians, the monthly average was US\$134.15, and for Europeans, US\$351.46. Typical monthly wage rates (including housing allowances) in 1962 varied for unskilled workers in some of the major industries and services from US\$18.90 in laundering and drycleaning to US\$31.78 in gasoline and oil distribution. At Mombasa Port, shorehandling labor received US\$38.92 per month and stevedores, US\$40.74. In addition to the housing allowance, some workers received food, cash allowances, bonuses, paid leave, and employers' provident fund contributions.

In 1962, the hours worked per week in commercial offices averaged from 36½ to 40; in the public service, 40; and in most other industries, around 45; in building and construction, the hours worked were 50; baking, 54; and catering, 60.

The middle-income consumer price index for Nairobi (July 1964=100) had risen only to 101.6 in November 1965, but the consumer price index for Nairobi (July 1964=100) was 107.0. A large percentage of the rural population live at a subsistence level.

Employer Organizations

The Federation of Kenya Employers (FKE), to which most employer associations belong, deals with matters affecting labor. It participates in the formulation of national economic and labor policies, advises its members regarding industrial relations, sponsors an industrial relations training program, and engages in research on economic and labor matters. Other important employer organizations engage in collective bargaining on an industrywide basis, including the Port Employers' Association; associations of producers of the principal export crops; the Agricultural Employers' Association; and the Distributive and Allied Trades Association. There are also the Kenya National Chamber of Commerce and Industry and its subsidiaries.

Labor Organizations

Trade union membership is approximately 215,000, or about 36 percent of the 589,600 wage and salary earners in 1964. The Central Organization of Trade

Unions (COTU), the nation's only trade union center, represents some 212,000, or 99 percent, of the organized workers. The COTU was formed in 1965 as a successor to the Kenya Federation of Labour (KFL) and the Kenya African Workers' Congress (KAWC), which were dissolved by the Government. The COTU, which has some 28 affiliates, has a compulsory checkoff arrangement authorized by the Government. Its largest affiliate is the Kenya Plantation and Agricultural Workers' Union (KPAWU), with about 43,400 members. At the time of the COTU's formation, the external affiliations of all Kenyan unions were dissolved. The KFL had been an affiliate of the International Confederation of Free Trade Unions (ICFTU) from 1952 to November 1964.

The 14 registered unions not affiliated with the COTU have a total claimed membership of about 3,250.

Labor-Management Relations

The Trade Disputes Act (1965) provides that either party may refer a dispute to the Minister for Labour or he may initiate an investigation of the matter. The Minister may refer the case back to the parties or he may attempt conciliation, calling for an investigation or recommending referral to the Industrial Court for arbitration. Any strike called during these procedures is illegal. A dispute in an essential service must be reported to the Minister for Labour, who may refer it to the Industrial Court; a lawful strike may be called after a 28-day notice period, provided the dispute is not referred to the Industrial Court.

A substantial number of workers, namely railroad, postal, and telecommunications, are subject to the provisions of the Settlement of Disputes Act (East African Common Services Organization--EACSO), 1965, with respect to collective bargaining and industrial disputes. The act provides for the settlement of disputes first at the company level and then, if no agreement is reached, by a conciliator appointed by the secretary general of the EACSO. If no agreement has been reached by conciliation, the secretary general may direct that the issue be submitted to the Standing Tribunal for arbitration, composed of a chairman, a management, and a union representative, all appointed by him; and he may approve or reject the Tribunal's decision. Only after the exhaustion of these procedures and rejection of the Tribunal's report can a lawful strike be called.

Industrial Wages Councils regulate the terms and conditions of employment in certain industries; in other industries and services, regulation is effected by collectively bargained agreements. Important unions, such as those of the railway workers, dockworkers, oilworkers, and plantation workers, engage in joint consultation and collective bargaining on an industrywide basis. The total number of strikes in 1963, 1964, and 1965 was 711.



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LABOR CONDITIONS IN THE REPUBLIC OF LIBERIA

The Republic of Liberia is situated north of the Equator on the west coast of Africa. Its area is about 43,000 square miles. Its population in April 1965 was approximately 1 million.

Factors Affecting Labor

Political. Liberia is the oldest republic in Africa. The Constitution of 1847 established a highly centralized government. President William V. S. Tubman has held office since 1944. The True Whig Party has remained in power for over half a century. The bicameral Legislature consists of a House of Representatives and a Senate. Membership in the House is related to population, while in the Senate it is based on geography.

Economic. Subsistence agriculture and the production of iron ore and crude rubber for export are the bases of the economy. In 1963, iron ore accounted for about 67 percent of total exports, and rubber for over 25 percent. Other export products are diamonds, palm kernels, cocoa, and coffee. Economic growth since World War II has been rapid, but the agricultural, mineral, and industrial resources of Liberia are still comparatively undeveloped, and probably less than a fourth of the population have entered wholly into the money economy. For 1963, the gross national product per capita was estimated at about US\$164.

Social. Liberia was founded by freed slaves from the United States during the first part of the 19th century. The descendants of these settlers probably number about 25,000. The population, which is almost entirely African, consists of a number of tribal groups, among which the most important numerically are the Gola, Kissi, Kpelle, Kru, and Mandingo. The official language is English; about 23 dialects are also spoken. Liberia has two distinct systems of education: the traditional system founded on tribal lore and Moslem teachings and a modern system centered in Government, mission, and private schools. About

10 to 15 percent of the population are literate. Liberia is officially referred to as a Christian state, although more than half the population are animists and about 20 percent are Moslems.

Manpower and Employment

Employment and Unemployment. The labor force (according to data for 1962) included about 425,000 persons, of whom nearly two-thirds were males. About 81 percent of the labor force were engaged in agriculture, fishing, and forestry, 6 percent in services, nearly 4 percent in mining, 3 percent in construction, 3 percent in commerce, 2 percent in manufacturing, and 1 percent in other activities. Wage and salary earners constituted about 22 percent of the labor force, but many wage earners are temporary, moving back and forth seasonally between working for wages and subsistence farming. About 42 percent of the labor force were self-employed and nearly 36 percent were unpaid family workers; employers constituted less than one-third of 1 percent. Unemployment is reportedly increasing in Monrovia, the capital, but it is little known elsewhere, except on rare occasions, as when 9,000 workers were made jobless by the completion of construction at the Mount Nimba mine and the Buchanan harbor in 1963. There is underemployment, however, especially in the large agricultural sector of the economy.

Productivity, Skills, and Training. About one-third of the labor force is skilled in some degree. In 1960, it was estimated that about 12 percent of the wage earning labor force were highly skilled or professional persons and that half of these were non-Liberians. About 90 percent of the skilled and professional Liberians are employed by the Government. In private enterprise, managerial positions are occupied mainly by North Americans, Europeans, and Lebanese. Unskilled agricultural labor, as well as skilled manpower, is in short supply in areas where there is a choice between agricultural work and higher paid industrial work. Few workers receive formal vocational training. Several large-scale employers have on-the-job and apprenticeship training systems, but these involve very few workers, and training is usually limited to learning a specific task. Most skills are acquired on the job. In general, the level of skill thus attained is low and productivity is correspondingly so.

Labor Standards

Labor Legislation. Title 19-A (the Labor Practices Law) of the Code of Laws of 1956, as amended, constitutes the main source of protective labor legislation. This law regulates labor recruitment and hiring practices, minimum wages, hours, leave, grievance procedures, old-age pensions, workmen's compensation, and labor inspection. The obligations placed on employers are very moderate compared to requirements of similar legislation in other West African countries. The regulations do not apply to civil servants (whose working conditions are governed by a law of 1935), professional and managerial personnel, domestics, and employees in family enterprises or in establishments employing fewer than four persons. Legislation to regulate trade union activity and govern the procedures for settling labor-management disputes, after pending for several years, was signed into law in 1965. Early in 1966, after a rash of strikes, the Legislature granted emergency powers to the President for 1 year, which gave him almost complete control of trade unions and their activities.

There is no legislation providing for industrial health and safety standards and practically none on collective bargaining and representation elections.

Administration and Practice. The Bureau of Labor of the Department of Commerce and Industry, created in 1964, is charged with enforcement of labor legislation and administration of the Government's labor policy. Its responsibilities include regulating labor-management relations, assisting in labor placement and labor recruitment, assuring an equitable proportion of Liberians to foreign workers, setting up apprenticeship and training programs, conducting manpower studies, and protecting workers' legal rights. Enforcement is hampered by the small number of labor inspectors.

Wages, Hours, Prices, and Level of Living

Minimum wages were set in 1963 at US\$0.15 per hour for unskilled industrial workers and US\$0.08 per hour for unskilled agricultural workers. Actual wages paid vary from rates at the required minimum to almost twice that amount. Due largely to the lack of established standards of skill or craftsmanship, the same employer usually pays widely varying wages, depending on his experience with the individual worker and the latter's demonstrated productivity. Fringe benefits, such as free housing or food, medical care, scholarships for children, incentive bonuses, and plots of land for farming, increase real income by as much as one-third of the cash wage in many instances.

Legislation provides for an 8-hour day and a 48-hour week, except for agricultural workers and, under special circumstances, in iron mines. Overtime is payable at time and a half on regular days and double time on holidays and days of rest. Employees with long, continuous service are entitled to 1 or 2 weeks of paid annual leave.

Agricultural workers are usually better off than industrial workers, since their work is usually on a task basis, seldom requiring more than 5 hours a day and allowing time to raise many necessary food products on nearby company or tribal land. Worse off, at 1964 wage rates, were urban unskilled workers, who usually received no fringe benefits and often held two or more jobs at a time in order to meet daily expenses. Workers entirely dependent on a cash wage have been especially affected by the rising prices in recent years and by the Government's austerity program, accompanied by new taxes to meet mounting Government debts.

Employer Organizations

The major employer organization is that which has been formed by the rubber growers. Iron mining interests have begun to act in concert with regard to labor affairs. The Liberian Chamber of Commerce does not concern itself with labor matters.

Labor Organizations

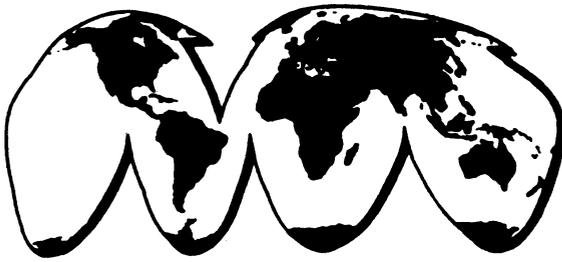
Total trade union membership in Liberia is estimated to be about 24,000, or approximately 25 percent of the estimated 93,500 wage and salary earners in 1962.

The Congress of Industrial Organizations (CIO), the nation's dominant trade union center, has an estimated 17,000 members, or about 70 percent of the organized workers. The CIO, which has eight affiliates, was formed in 1960. Since that year, it has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and has been a member of its African Regional Organization (AFRO). It also is a founding member of the African Trade Union Confederation (ATUC). Two CIO affiliates are affiliated with International Trade Secretariats (ITS): the International Metalworkers' Federation and the International Federation of Petroleum and Chemical Workers.

The other national center, the Labor Congress of Liberia, Inc. (LCL), which had an estimated 1,000 members in 1964, is believed to be inactive at present.

Labor-Management Relations

In enterprises with more than 20 employees, workers are authorized by law to elect committees to negotiate the settlement of their grievances. Problems not settled at this level are referred to the Labor Practices Review Board, which consists of Government, management, and labor representatives appointed by the President of Liberia. During the last quarter of 1965 and the first quarter of 1966, there were more strikes than in any other corresponding period; this increasing strike activity, particularly on rubber plantations and iron ore mining sites, led to the recent restrictive provisions of the Emergency Powers Act. Employer paternalism is the present basis for most labor-management relations.



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LABOR CONDITIONS IN THE KINGDOM OF LIBYA

The Kingdom of Libya, situated along the coast of North Africa, with an area of about 680,000 square miles, is the fourth largest country in Africa. Its population, according to the 1964 census, was 1,564,369.

Factors Affecting Labor

Political. Libya received its independence in 1951 under United Nations auspices. The Government is a constitutional, hereditary monarchy presided over by King Idris I. He exercises executive power through a Prime Minister and an appointed Cabinet. Legislative power is vested in a Parliament (Senate of 24 members and an elected House of Representatives of 91 members).

Economic. The Libyan economy is based on oil, first discovered in 1959 and presently being produced at the rate of 1.4 million barrels per day. In 1964, petroleum accounted for about 99 percent of the total value of exports. Largely because of petroleum development and the increase in revenue therefrom, Libya adopted a 5-Year Economic and Social Development Plan (1963-68). The rural economy consists mainly of subsistence agriculture and livestock raising, in which roughly 66 percent of the working population are engaged. The most important crops are barley, wheat, olives, dates, potatoes, peanuts, and citrus fruits. Libya is not self-sufficient in food and large quantities must be imported. The gross national product per capita is US\$300.

Social. Roughly 95 percent of Libya's indigenous population consists of Moslem Arabs and Berbers. Ethnic minorities include Italians, Jews, Greeks, and Maltese; for the most part, members of these groups are engaged in various professions, in skilled and semiskilled occupations, and in commerce. In addition, several thousand British and American personnel are employed by the various petroleum companies and military installations in Libya. An estimated 10 to 20 percent of Libyans are literate. Primary education is free and compulsory; an estimated 70 percent of Libyan children 6 to 12 years of age are in school.

Arabic is the official language and is spoken by a large majority of the population. Islam is the religion of about 95 percent of the populace.

Manpower and Employment

Employment and Unemployment. According to official data, 405,258 persons, or about 26 percent of the total population, were in the labor force in 1964. Roughly 66 percent were in agriculture, 13 percent in Government and other services, 8 percent in commerce, 5 to 6 percent in manufacturing, 4 to 5 percent in petroleum, and the remainder in other sectors. An estimated 30 to 35 percent of the labor force were wage and salary earners. In Government, the largest single employer, approximately 9.2 percent of the personnel were in the professional, scientific, and technical fields in 1964. The distribution in the private sector was approximately as follows: Professional, scientific, and technical personnel, 8.5 percent; craftsmen, 31 percent; managerial and supervisory personnel, 6.3 percent; and most of the remainder, unskilled and service personnel.

Unemployment is not considered a serious problem because the demand for labor exceeds the nation's available manpower resources. There is some unemployment among unskilled workers who have migrated to urban centers in search of employment opportunities. Underemployment is probably extensive, especially in the agricultural sector of the economy, where much of the work is seasonal.

Productivity, Skills, and Training. Skilled workers are in short supply. In 1964, aliens occupied an estimated 2,300 professional and skilled positions in Government, and an estimated 12,000 were employed in the petroleum industry in mid-1963. Even with the training programs sponsored by the Government, private enterprise, and the United Nations and its specialized agencies, skills are difficult to develop because of the inadequate education of trainees. Agricultural productivity is affected by the system of tribal ownership, the use of poor and antiquated equipment, and a lack of knowledge of modern farming and livestock raising methods.

Although vocational training is limited, the Government recognizes the need for such training and is taking steps to improve the existing facilities and to implement training programs throughout Libya. Agricultural training centers have been established in Tripoli and Benghazi. Tripoli also has an Arts and Crafts School, a College of Advanced Technology, a Radio and Telecommunications Institute, a Technical and Clerical Training Center, and a Women's Teachers' Training College. The American Friends of the Middle East have set up training centers for automobile mechanics and spare parts managers in Tripoli and Benghazi. Vocational training is available in conjunction with the regular intermediate and secondary school system. Higher training is available at the University of Libya in Benghazi. In 1964, about 265 Libyans were studying abroad in various fields, including engineering, administration, and crafts. In the same year, some 60,000 persons were reportedly enrolled in the Government's adult education program, which provides job training and literacy achievement.

Labor Standards

Labor Legislation. Labor legislation is based upon the omnibus Labor Law of November 1962 and the Social Insurance Act, No. 53 of 1957, with their pertinent regulations. The Labor Law provides for a maximum 8-hour day and a

48-hour week, with certain exceptions; authorization of overtime of not more than 3 hours in any 1 day and a maximum of 12 hours in any week; a weekly day of rest with pay, as well as paid holidays and paid annual and sick leave; limitations on the employment of women and young persons (12 to 16 years of age); establishment of a wages advisory council to determine minimum wage rates; minimum health and safety standards in work areas; recognition of trade unions; collective bargaining; and procedures for the settlement of labor disputes. The social insurance law stipulates benefits for sickness, maternity, work accidents, occupational diseases, invalidity, medical care, retirement pensions, funeral grants, and unemployment (not yet implemented).

Administration and Practice. The Ministry of Labor and Social Affairs is responsible for the administration and enforcement of both the labor and social insurance laws. Most labor matters are handled through a Department of Labor. Three regional offices have been established. The Department of Social Security administers the social insurance law mainly through three regional offices. Enforcement of labor and social security laws is most effective in large urban areas and particularly in foreign enterprises (including petroleum), which employ a large part of the skilled and semiskilled labor force.

Wages, Hours, Prices, and Level of Living

Legal minimum daily wage rates, effective January 1, 1964, are US\$1.40 for adult workers and US\$1.10 for young workers (12 to 16 years of age). According to many Libyan officials, employers, and labor leaders, the average Libyan does not receive much more than the legal minimum, although wages have been rising, particularly in white-collar and skilled occupations. Wages are highest in the petroleum and allied industries and in the major urban centers.

Wage and salary earners in industry and Government work an average of 8 hours a day and 48 hours a week. Construction personnel average 56 hours a week.

Prices for some basic items of food have increased by approximately 40 percent since 1955. The overall cost of living is estimated to have increased by as much as 50 percent since oil exploration began. The level of living of the majority of the population is low, especially in rural areas.

Employer Organizations

No management organizations in Libya are directly concerned with labor. A Personnel Management Council, consisting of the employee relations or personnel officers of the various oil companies, meets once a month to discuss matters of mutual interest. There are at least two Chambers of Commerce, one in Tripoli and the other in Benghazi.

Labor Organizations

Total claimed trade union membership is about 50,000, or roughly 37 percent of the estimated 135,000 wage and salary earners. The National Federation of Trade Unions (NFTU), one of two national centers representing workers in Tripolitania, claims over 60 percent of all trade union members. Formed in 1963 as a successor to the Libyan General Labor Union (LGLU), the NFTU assumed the LGLU's affiliation with the International Confederation of Free Trade Unions (ICFTU)

and its African Regional Organization (AFRO). The other center in Tripolitania is the Professional Workers' Federation (PWF), with an estimated 800 members.

The only national center representing workers in Cyrenaica is the Federation of Libyan Trade Unions in Cyrenaica (FLTUC), with an estimated membership of 16,500. The FLTUC was formed in 1958.

Two International Trade Secretariats (ITS) have affiliates in Libya--the International Federation of Petroleum and Chemical Workers and the International Transport Workers' Federation.

Labor-Management Relations

The only collective bargaining agreement in effect in Libya is between bakery employers and workers. For the most part, labor-management relations are characterized by paternalism. Approximately 99 percent of all grievances are handled at the employer-supervisor-worker level. The remainder are usually resolved by a labor inspector or conciliator connected with the Department of Labor. A grievance or dispute not resolved at that level is submitted by the Director General of Labor to a magistrate's court, then to a court of first instance, and, if necessary, to a court of appeals. Recourse to the High Court of Justice (Supreme Court) is possible. Cases which have reached this level, however, have not yet been decided.



LABOR DIGEST

No. 115

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

This is one of a series of brief notes on labor conditions prepared in the Office of Foreign Labor and Trade of the Bureau of Labor Statistics, for inclusion in the *Directory of Labor Organizations--Africa*, jointly prepared and published in 1966 by the Bureau of International Labor Affairs and the Bureau of Labor Statistics.

LABOR CONDITIONS IN THE MALAGASY REPUBLIC

The Malagasy Republic, situated off the southeast coast of Africa, has an area of about 227,900 square miles. According to official statistics, the population in January 1965 was 6,335,810.

Factors Affecting Labor

Political. The Malagasy Republic became independent on June 26, 1960. The Constitution of 1959, as amended in 1960, provides for a President who is elected by direct universal suffrage for a 7-year term; a National Assembly, popularly elected for a 5-year term; and a Senate, of which two-thirds of the members are elected by provincial general councils and municipal and rural councils and the remainder by the Government, all serving a 6-year term. The Council of Ministers performs executive functions. The Social Democratic Party (PSD) has been the dominant political party since 1958; the Congress Party for the Independence of Madagascar (AKFM) is the principal opposition party.

Economic. The economy is predominantly agricultural and export oriented. Coffee, vanilla, sisal, sugar, rice, and tobacco, the six principal agricultural products, accounted for approximately 65 percent of total export earnings in 1964. Although animal husbandry is carried on extensively, cattle are more important as evidence of wealth and for sacrificial purposes than for economic uses. The limited industrial activities involve mainly the processing of agricultural products. In 1964, the Government adopted a 5-year development plan (1964-68). In 1963, the per capita gross national product was US\$102.

Social. The Malagasy people are descendents of an ancient intermingling of successive immigrants, including Indonesians, Arabs, and Africans. Of the 18 ethnic groups, the largest are the Merina, 1.6 million; the Betsimisaraka, 941,000; and the Betsileo, 760,000. Tananarive Province, where the Merina predominate, has had the most extensive economic and social development. The official languages are Malagasy (of Malayo-Indonesian origin) and French. It is

estimated that about 50 percent of the Malagasy people are nominally Christian, 9 percent profess Islam, and the remainder are animist. In 1962, the rate of literacy (in French and/or Malagasy) was estimated at 30 to 35 percent for Madagascar as a whole and 60 percent in Tananarive.

Manpower and Employment

Employment and Unemployment. According to official statistics, the economically active population in 1964 totaled 2.8 million, or 45.7 percent of the total population. Approximately 2.6 million were unpaid family workers or persons working on their own account, 196,000 were wage and salary earners, and the remainder were employers or persons looking for work. Employees in the public sector comprised 16.5 percent of all wage and salary earners. Approximately 23 percent of all wage and salary earners were engaged in agriculture, forestry, and fishing, 11 percent in manufacturing industries and workshops, 13 percent in construction and public works, 12 percent in commerce and banking, 16 percent in domestic service, 8 percent in transportation, 11 percent in services, and 6 percent in other activities. The number of unemployed workers was 4,414 at the end of 1964. Underemployment is known to be widespread among the large majority of the labor force engaged in subsistence farming.

Productivity, Skills, and Training. A lack of skills, low levels of education, the lack of modern tools and equipment, unhealthful working conditions, the presence of debilitating diseases, and the tropical climate contribute to low productivity. Agricultural techniques are primitive; most farms are small and operate at a subsistence level and most agricultural work is seasonal.

In 1964, 63 percent of the wage and salary earners were laborers; 23 percent, operatives (mainly semiskilled workers); 12 percent, salaried employees (presumably clerical workers); and 2 percent, supervisory and managerial employees. Training is available in vocational training schools and in technical colleges (150 both public and private in 1962). Some enterprises have good on-the-job training programs. Malagasy people are manually dexterous, intelligent, and are, with adequate supervision, excellent workers.

Labor Standards

Labor Legislation. The Labor Code of 1960 contains provisions concerning minimum wages, hours of work, a weekly rest day, paid annual and sick leave, paid holidays, conditions of employment of women and children, health and safety standards, the right of labor to organize and bargain collectively, employment and apprenticeship contracts, and machinery for the settlement of individual and collective disputes. The legislation applies to all workers employed under an employment contract, excluding members of the judiciary, Government officials to whom Act No. 60-003 of 1960 and other special regulations apply, persons covered by the Mercantile Marine Code, members of the Armed Forces, the police, and the supervisory staff of the Malagasy railways. A Family Allowances and Employment Accidents Code was enacted in 1963.

Administration and Practice. The Ministry of Labor and Social Laws is the chief administrative agency for labor matters. In 1964, the Labor Inspection Service of the Ministry visited 860 enterprises and found 5,828 violations, involving such matters as the rates and payment of wages, hours of work, employment

contracts, and paid leave. The Labor Code provides for a labor and manpower medical inspection service and an advisory National Labor Council under the Minister. The National Family Allowances and Employment Accident Fund, jointly controlled by the Ministries of Labor and Social Laws and of Finance, administers the workmen's compensation program.

Wages, Hours, Prices, and Level of Living

Minimum wages are set by decree after consultation with representatives of different trades. In 1962, the hourly minimum wage rates for nonagricultural occupations in six principal wage zones ranged from US\$0.08 to US\$0.11 in the four main cities and the minimum was about US\$0.06 in the other districts. For agricultural occupations in these same areas, the highest hourly minimum wage rate was US\$0.09 and the lowest was slightly less than US\$0.05. In two other special zones, the hourly minimums were US\$0.11 and US\$0.09 for nonagricultural occupations and US\$0.10 and US\$0.07 for agricultural work. Employer provided benefits, such as food and housing, form part of the worker's wage. In 1962, employers furnished housing to 36,723 out of 142,332 wage and salary earners in the private sector and to 2,097 out of 33,020 in the public sector.

The Labor Code prescribes a 40-hour week for all wage and salary earners (except in agriculture where the maximum is 2,400 hours per year), the payment of overtime, and at least 24 consecutive hours of rest each week, which, as a rule, must be on Sunday. Overtime worked on Sunday must be paid for at not less than ordinary rates plus 40 percent.

Prices have risen steadily since 1960. The consumer price index for Malagasy families in the city of Tananarive (January 1964=100) was 104.0 by the end of April 1965; for Europeans, it rose from 105.3 in December 1963 (March 1962=100) to 111.0 in April 1965. A substantial percentage of the population live at a subsistence level.

Employer Organizations

A number of semiofficial Chambers of Commerce, Industry, and Agriculture are associated in the Federation of Chambers of Commerce, Industry, and Agriculture of Madagascar and the Comores. In 1964, there were 38 professional organizations of employers, with 2,710 member firms, affiliated with the Union des Syndicats d'Intérêt Économique de Madagascar, and 21 other independent, unaffiliated organizations with 1,000 member firms. No information is available to indicate the functions of these organizations.

Labor Organizations

The four national trade union centers in Madagascar claim a total membership of roughly 116,000, or about 60 percent of the estimated 196,000 wage and salary earners.

The Confederation of Malagasy Workers (Fivondronamben'ny Mpiasa Malagasy --FMM), which was formed in 1957, claimed 17,000 members in 1964. It has a close relationship with the dominant political party, the PSD. The FMM has been affiliated with the International Confederation of Free Trade Unions (ICFTU) since 1957 and is a member of its African Regional Organization (AFRO).

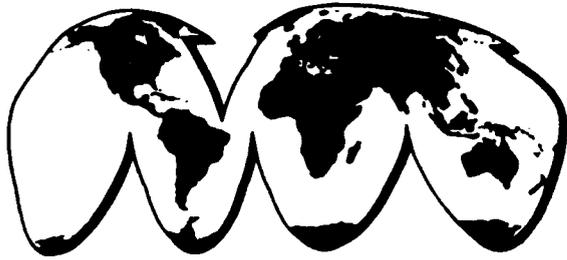
The Christian Confederation of Malagasy Trade Unions (Confédération Chrétienne des Syndicats Malagaches--CCSM), which claimed 40,000 members in 1965, has been affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) since 1956, when the CCSM was made independent of its parent organization, the French Confederation of Christian Workers (Confédération Française des Travailleurs Chrétiens--CFTC). It also is a member of the CISC's African regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croissants--UPTC). Both the FMM and the CCSM are founding members of the African Trade Union Confederation (ATUC).

The Confederation of All Unions in Madagascar (Firaïsan'ny Sendika eran'i Madagasikara--FISEMA) had an estimated membership of 30,000 in 1961. The FISEMA has a close connection with the opposition party, the AKFM. Since its formation in 1956, the FISEMA has been affiliated with the Communist World Federation of Trade Unions (WFTU). The Federation of Autonomous Unions of Madagascar (Union des Syndicats Autonomes de Madagascar--USAM) claimed about 29,450 members in 1962.

The International Trade Secretariats (ITS) which have affiliates in Madagascar are: The International Secretariat of Entertainment Trade Unions, International Federation of Journalists; International Federation of Petroleum and Chemical Workers; International Federation of Plantation, Agricultural, and Allied Workers; Postal, Telegraph, and Telephone International; and International Transport Workers' Federation.

Labor-Management Relations

Collective bargaining is not widely practiced, as regulation of labor affairs by the Labor Code is comprehensive. If a grievance submitted to an inspector of labor and social legislation is not settled by him, it may be referred to labor divisions in courts of law for conciliation. The parties involved in a collective dispute must immediately refer it to a labor inspector for conciliation. If this procedure fails, an arbitration board hears the case and issues a binding award, if neither party applies for a stay within 4 days. Strikes or lockouts started before these procedures are exhausted are illegal and are subject to penalties specified in the code. In 1964, 4,940 individual disputes were submitted to the Labor Inspectorate and 1,263 to Labor Courts. The five collective disputes which occurred involved 839 workers and the loss of 2,588 man-days.



LABOR DIGEST

No. 116

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN MALAWI

Malawi, formerly known as Nyasaland within the Federation of Rhodesia and Nyasaland, is in east-central Africa. The country has an area of 36,686 square miles, including 9,380 square miles of Lake Malawi. The estimated population in 1965 was about 4 million, of whom approximately 22,000 are European and Asian.

Factors Affecting Labor

Political. Malawi became fully independent on July 6, 1964. The Prime Minister, Dr. Hastings K. Banda, exercises executive power and is assisted by a Cabinet. The 53-member unicameral Legislative Assembly consists of 50 members of the Malawi Congress Party (MCP), which has no organized opposition and which is the party of Dr. Banda.

Economic. Malawi is essentially an agricultural country. The main cash crops are tea, tobacco, cotton, tung, and groundnuts (peanuts); the subsistence crops are corn, sorghum, millet, pulses, root crops, fruit, and vegetables. Agricultural products in 1965 accounted for 96 percent of total exports, of which the most important are tea, tobacco, cotton, and groundnuts. Except for tea and tung, which are estate crops, most agricultural production is on small holdings. The industrial sector is small, but secondary industries are becoming more numerous. The principal industrial activities are the processing of agricultural products and the production of construction materials. In 1965, agriculture was the source of almost 51 percent of the gross domestic product, whereas manufacturing contributed less than 5 percent. The estimated gross national product in 1965 was well under US\$50 per capita. Malawi's 5-Year Development Plan (1965-69) places primary emphasis on the development of communications and education, improvement of agricultural production, and the growth of private enterprise.

Social. About 99 percent of the population are native Africans who belong to various Bantu tribes; the remainder are Europeans, Asians (mainly Indians),

and persons of mixed racial strains. English is the official language. More than half of the population speak Nyanja; of the many other native languages, Tumbuka, spoken in the north, is next in importance. About one-half of the population are adherents of Islam, the Asians practice Islam and Hinduism, and the remainder are animists. The literacy rate was about 7 percent in 1964-65.

Manpower and Employment

Employment and Unemployment. In 1965, 131,200 Africans were wage and salary earners. Agriculture, forestry, and fishing occupied 40 percent (of whom over 90 percent were employed in the tea and tobacco industries); building and construction, 3 percent; wholesale and retail trade, 9 percent; manufacturing, 8 percent; Government service, 19 percent; services (including 17,000, or 13 percent, in domestic service), 16 percent; transport and communications, 4 percent; and the remainder were in other sectors. An estimated additional 200,000 Malawians were employed in Southern Rhodesia, South Africa, and Zambia. In 1962, 5,900 non-Africans (75 percent of whom were Europeans) were in the labor force. The labor supply in Malawi greatly exceeds the demand, and unemployment is a problem. Underemployment, particularly during the dry season, is widespread among the large percentage of the population engaged in subsistence farming.

Productivity, Skills, and Training. Uneconomic holdings, the use of poor and antiquated implements, and ignorance of modern methods contribute to low productivity in the large agricultural, subsistence sector. The Government has, however, taken steps to modernize methods of production in agriculture and has undertaken a campaign to encourage the use of fertilizers. Although a majority of Malawi workers are unskilled, many have acquired some training in industries and mines outside the country and have an enviable reputation for hard work, ingenuity, and dependability. Expatriates perform most of the technical, supervisory, and professional work in the country. However, skilled and semiskilled workers are emerging in increasing numbers from seven technical training institutes. The country does not yet have an apprenticeship program. In 1964, 1,400 students were enrolled in teacher-training institutes.

Labor Standards

Labor Legislation. The principal labor laws are the Employment Ordinance, 1964, which covers employment contracts, the recruitment of workers, wages, workers' health, and the settlement of disputes; the Trade Union Ordinance, 1963, which requires the registration of labor organizations; the Apprenticeship Ordinance, 1961, and the Apprenticeship Regulations, 1964; the Factories Ordinance, 1964; and the Regulation of Minimum Wages and Conditions of Employment Ordinance, 1957, as amended in 1964, which provides for the establishment of minimum wages through a Wages Advisory Board and Industrial Wages Councils (a National Wages Commission, of which the Minister of Labour is chairman, considers recommendations made by these bodies before their publication). The Labour Legislation (Miscellaneous Provisions) Ordinance, 1964, provides for the enforcement and administration of labor legislation. Malawi has no social security legislation in operation; plans are underway for complete revision of the Workmen's Compensation Ordinance.

Administration and Practice. The Ministry of Labour, through its Headquarters Section, Industrial Relations Section, General Section, Factories Inspectorate, and Trade Testing Section, is responsible for the administration

and enforcement of labor legislation. The Ministry's primary functions are to encourage the establishment of sound industrial relations machinery for joint consultation and collective bargaining between employers and employees; assist in the settlement of industrial disputes by investigation, mediation, and conciliation; enforce legislation providing for the health, safety, and welfare of workers; ensure the payment of statutory minimum wages and of workmen's compensation; supervise conditions under which migrant labor is employed; and review labor legislation and advise the Government on labor policy. Ministry officials also conduct trade tests, operate employment exchanges, and register trade unions. To carry out its duties, the Ministry has established 27 offices throughout the country (excluding the headquarters at Limbe, which includes the Factories Inspectorate) and offices at Johannesburg and Salisbury to protect the interests of Malawians working in South Africa and Southern Rhodesia.

Wages, Hours, Prices, and Level of Living

Minimum daily wage rates for unskilled workers set by the Government in 1965 were US\$0.49 in the Blantyre/Limbe area, US\$0.42 in the Zomba/Lilongwe/Mzuzu Townships, and US\$0.33 in all other areas. The Government also decreed that young workers less than 18 years of age receive 75 percent of the adult wage and that women receive equal pay for equal work. From 1960 to 1965, the estimated average annual wage of Africans employed within Malawi rose from US\$158.60 to US\$209.00, and, in agriculture, from US\$106.40 to US\$109.20 (in mid-1964). Many employers provide housing or a housing allowance for their workers. The estimated average annual salary of non-Africans in 1965 was US\$3,750.

Tripartite Industrial Wages Councils had, by 1964, been established and had issued wage orders for an estimated 79,200 wage and salary earners in road transport, in retail shops, and in the tea, tobacco handling, and building industries. The tripartite Wages Advisory Board had fixed minimum wages for 50,000 wage and salary earners (including 8,000 domestic servants) not covered by Wages Councils. The wage rates established in 1964 ranged from US\$0.17 to US\$0.31 per hour for artisans in the building industry, US\$18.20 to US\$33.60 per month for truck and bus drivers, US\$10.50 to US\$13.30 per month for driver helpers, US\$18.20 to US\$21.00 per month for conductors, and US\$26.60 to US\$35.00 per month for stationmasters in road transport. In the tobacco handling industry, wage rates ranged from US\$0.29 to US\$1.40 per day, according to the level of skill required by the job, the area in which employed, and educational qualifications.

No information is available on hours of work, overtime payments, and holidays.

The European consumer price index (excluding rent) stood at 105.2 (January 1, 1962=100) in October 1964, an increase of 11.5 percent since 1959. The level of living is very low for most of the people in Malawi; it is higher for Europeans, who have a higher level of skills and receive higher wages than Malawians.

Employer Organizations

Employer organizations include the National Employers' Consultative Association, to which tobacco and tea estate managers belong, and organizations of employers in other major industries. Representatives of these bodies on the

Wages Advisory Board and Wages Councils participate in the regulation of wages. Malawi also has an Associated Chamber of Commerce.

Labor Organizations

Total African trade union membership in Malawi was about 7,400, or 6 percent of the wage and salary earners in 1965. In addition, there were about 800 organized European wage and salary earners. The Trade Union Congress of Malawi (TUCM), the nation's single trade union center, had about 3,960 members in seven affiliates, or approximately 28 percent of the organized workers. The TUCM was formed in 1956 as the Nyasaland Trade Union Congress. In that year, it affiliated with the International Confederation of Free Trade Unions (ICFTU); it is a member of its African Regional Organization (AFRO). The TUCM also is affiliated with the African Trade Union Conference (ATUC).

Five International Trade Secretariats (ITS) have affiliates in Malawi: The International Federation of Building and Woodworkers; International Federation of Commercial, Clerical, and Technical Employees; International Union of Food and Allied Workers' Associations; Public Services International; and International Transport Workers' Federation.

Labor-Management Relations

Some collective bargaining takes place; for example, the Malawi Rail Workers' Union has negotiated successfully with the management of the railways. In many cases, however, owing to the weakness of the unions, the Government establishes wages and other working conditions. The weakness of the unions also accounts, in part, for the infrequency of collective labor disputes.



LABOR DIGEST

No. 117

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LABOR CONDITIONS IN THE REPUBLIC OF MALI

Mali, a landlocked country located in northwest Africa, covers an area of 464,873 square miles and in 1964 had an estimated population of 4.5 million.

Factors Affecting Labor

Political. Mali became an independent republic in 1960, following the dissolution of the Mali Federation. Under the Constitution of 1960, the President who is both chief executive and head of state, also appoints the Council of Ministers. Both the President and an 80-member, unicameral National Assembly, which exercises legislative power, are elected for 5-year terms by direct universal suffrage on a single national list. The Union Soudanaise-Rassemblement Démocratique Africain (US-RDA) is the only political party. Modibo Keita, secretary general of the US-RDA, has been president since independence.

Economic. More than 80 percent of the population are engaged in agricultural and pastoral activities, which are predominantly subsistence in character. In 1964, peanuts contributed about 33 percent of the value of controlled exports; cattle and fish, 33 percent; and cotton and other raw materials of minor importance, the remainder. Uncontrolled exports, arising from the traditional border trade primarily of cattle and dried and smoked fish, had an estimated value of about one-third of controlled exports. The principal cash crop is peanuts. The country is potentially self-sufficient in foodstuffs; imports of rice and millet were required in 1965. The main traditional crops grown for local consumption are millet, sorghum, rice, corn, manioc, yams, potatoes, and shea nuts.

The industrial sector is very small. Since the Government proclaimed a socialist economy as its goal, the private sector has been decreasing in size and importance. The 5-Year Plan for Social and Economic Development (1961-66) placed primary emphasis on agricultural development and allocated a relatively small amount to gradual industrial development. The estimated per capita gross national product in 1963 was about US\$65.

Social. The population, almost 100 percent African, consists of nine major tribes. The largest are the Bambara (mostly farmers), numbering over 1 million, and the Fulani (semisedentary herdsman), with over 450,000 members. Other ethnic groups are the Marka, Songhai, Malinke, Tuareg, Minianka, Senufo, and Dogon. Most of the people profess Islam, but many practice a mixture of Islam and animism. There were an estimated 20,000 Christians in 1960. The official language is French, which is used in schools and Government administration; many native languages are spoken. The estimated literacy rate is between 5 and 10 percent.

Manpower and Employment

Employment and Unemployment. The labor force is estimated at 1.8 million, or 40 percent of the total population. The total number of wage and salary earners in 1965 was 40,000 to 50,000, of whom 30 percent were in the civil service, 18 percent in commerce, 15 percent in construction, 11 percent in agriculture, 10 percent in transportation, 8 percent in industry, and 8 percent in other activities. No information is available on the extent of unemployment. Underemployment is extensive in the agricultural subsistence sector of the economy.

Productivity, Skills, and Training. Climate, inadequate health facilities, the shortage of all categories of skilled labor, inadequate vocational training facilities, and the early stage of development of the economy contribute to low productivity.

The Government is attempting to expand its educational and training facilities and to increase agricultural production. In early 1966, there were 54 rural seasonal schools operating at the district level, designed to teach new methods to young farmers, and another 50 were in varying stages of completion. In the 1964-65 school year, 658 students were enrolled in technical schools. There is a vocational school in Bamako and also a School of Medical Assistants. In 1965, new quarters for the National School of Public Administration were completed. The country has a technical high school, a vocational-technical school, several teacher-training institutions, and the Catholic Mission operates a free, private vocational school in Bamako. In the 1964-65 school year, 395 Malians were receiving training abroad.

Labor Standards

Labor Legislation. The Labor Code of 1962 covers apprenticeship, contracts of employment, collective agreements, hours of work, payment for overtime, nightwork, holidays, the health and safety of workers, the employment of women and children, and the settlement of labor disputes. The legislation provides for the determination of minimum wages and their mode of payment, authorizes the formation of trade unions, and permits strikes and lockouts after conciliation and arbitration procedures have been exhausted.

The Social Welfare Code of Mali, 1962, effective January 1, 1963, and regulations for its application cover family, maternity, and sickness benefits, prevention of and compensation for industrial accidents and occupational diseases, and old-age and survivors' pensions. Coverage extends to all employed persons excepting State employees covered by civil service regulations. The program is financed by contributions based on workers' remuneration, subsidies,

income from investment by the National Institute for Social Security (INPS), contributions by other public or private organizations, donations, and legacies.

Administration and Practice. The Ministry of Labor is responsible for the administration of labor legislation. The Labor Code provides for a Superior Labor Board responsible for advising the Minister of Labor in the drafting of regulations to implement the code and in the solution of labor problems. Regional inspectors of labor are responsible for enforcing labor legislation and regulations. The INPS administers the social security program, and indications are that it is capably administered. No information is available on the extent to which labor laws are enforced.

Wages, Hours, Prices, and Level of Living

The basic minimum wage rates established in 1956 for public sector employees and in 1959 for employees in the private sector have not since been adjusted. Austerity measures effected by the Government in 1964, including a special tax (6 percent) on all salaries, reduced real wages. At the same time, prices have continued to rise. According to estimates, in July 1964, the cost-of-living index for Malians was 154 (1956=100). No information is available on wage rates. The Labor Code provides for a 40-hour week in all activities except agriculture, hospitals, retailing, baking, hairdressing, and domestic service, and limits overtime to 24 hours a week. The statutory workweek in agriculture is 48 hours. The predominantly subsistence economy has been, at least until recent years, a surplus producer of both foodstuffs and agricultural raw materials and will undoubtedly be so again once some temporary difficulties in the economy are overcome.

Employer Organizations

There is a Chamber of Commerce, Agriculture, and Industry in Bamako. No other information is available on employer organizations.

Labor Organizations

Of the estimated 40,000 to 50,000 wage and salary earners, about 30,000 are members of the National Union of Workers of Mali (Union National des Travailleurs du Mali--UNTM), the nation's only trade union center. The UNTM, which was originally known as the Sudan Workers' National Union (Union Syndicaliste des Travailleurs Soudanais--USTS), developed a very close relationship with the single political party, the US-RDA, prior to Malian independence. This relationship has been formally strengthened since independence, particularly at the UNTM Congress in 1963.

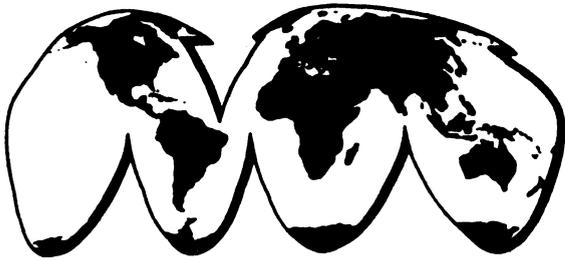
The UNTM played a leading role in the formation of the All-African Trade Union Federation (AATUF) at Casablanca in May 1961. It continues to take an active part in AATUF activities and served as host for the second AATUF Congress in Bamako during 1964.

Labor-Management Relations

The Labor Code provides for the establishment of works councils in all enterprises employing more than 10 workers. A decree in 1963 provided for

workers' committees in all public enterprises. In this system, union members in the enterprise elect representatives to an 11-member management committee, which must consult the worker delegates on all matters relating to management.

Collective bargaining has not become an established practice. Strikes and lockouts occur infrequently. If a collective dispute submitted to a regional labor inspector for conciliation is not settled at that level, the Minister of Labor convokes a tripartite arbitration board. Decisions of the board may be appealed through the Minister of Labor to the Council of Ministers.



LABOR DIGEST

No. 118

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN THE ISLAMIC REPUBLIC OF MAURITANIA

The Islamic Republic of Mauritania, which lies on the northwestern coast of Africa, occupies an area of 419,000 square miles and had an estimated population of 1 million in 1964.

Factors Affecting Labor

Political. Mauritania achieved independence in 1960. The 1961 Constitution provides for an Islamic Republic, with executive power vested in the President and legislative power in a 40-member, unicameral National Assembly. The President (currently Moktar Ould Daddah), who chooses his Council of Ministers, is elected by universal suffrage for a 5-year term. The President also serves as a secretary general of the sole political party, the Mauritanian People's Party (PPM), formed through a merger of four political groups in 1962.

Economic. Livestock breeding, the most important economic activity in the traditional sector, engages approximately 75 percent of the population. The principal agricultural products are millet, dates, and gum arabic. The major export is livestock. Mauritania's sole large-scale industry is iron mining. In 1965, Mauritania exported almost 6 million metric tons of iron ore. Small-scale industries are construction and fishing. The estimated gross national product (GNP) per capita in 1962 was US\$100. In the same year, about 45 percent of the GNP was derived from agriculture, animal husbandry, and fishing; 32 percent from manufacturing, construction, and mining; 14 percent from Government; and 9 percent from other activities. A 4-year development plan (1963-67) provides for programs designed to increase the GNP.

Social. About three-fourths of the population are Maures; the remainder are Negro Africans and Europeans. Arabic is the national language and is spoken by the Maures; French is the official language. Islam is the State religion. In 1964, the estimated literacy rate was 1 to 5 percent; an estimated 16.4 percent of the school-age children were attending classes. In 1964, there were

261 primary schools with 18,616 pupils, 6 secondary schools with 1,153 pupils, and 68 students were attending universities.

Manpower and Employment

Employment and Unemployment. In 1964, an estimated 470,000 persons were in the labor force. Of the approximately 17,200 wage and salary earners, 8,200 were in the public sector and 9,000 were in the private sector. Urban unemployment, occurring primarily among unskilled workers, is a serious problem. The Government initiated a modest "self-help" public works program in 1964 in an effort to alleviate this problem. Underemployment is widespread.

Productivity, Skills, and Training. Factors contributing to low productivity are low levels of education, a shortage of skilled manpower, poor health conditions, the Saharan climate, and antiquated production methods. Private companies and the Government sponsor several vocational training schools. In 1964, a total of 125 persons were receiving training in the fields of automotive mechanics, stenography, construction, seamanship, and fishing. There are also agricultural schools. An Administrative Instruction Center for the training of Government employees opened in 1965.

Labor Standards

Labor Legislation. The Labor Code (1963), which applies to establishments employing more than 20 workers, provides for benefits covering illness, layoffs, and severance from employment, minimum wages, paid vacations, family allowances, retirement pensions, and health and safety standards. The code regulates labor contracts, apprenticeship training, and the employment and working conditions of women and young persons (minimum working age is 14 years, unless changed by court order); it guarantees workers the right to organize into trade unions and to bargain collectively and provides for the establishment of machinery for the settlement of grievances and labor disputes and for setting up governmental labor agencies. Social security legislation covers retirement, invalidity, and survivors' pensions.

Administration and Practice. The Ministry of Labor, with the advice of the National Labor Board, administers and enforces labor legislation through its Labor Administrative Service. Inspectors and labor officers supervise the administration and enforcement of regulations. Since 1965, the National Social Insurance Fund (CNPS) has been responsible for the administration of social security legislation.

Wages, Hours, Prices, and Level of Living

In 1962, the basic wage rate varied from US\$0.10 to US\$0.12 per hour for unskilled workers and was US\$0.56 for skilled workers. The Labor Code provides for a maximum workweek of 40 hours, except in the agricultural sector, where the maximum is 2,400 hours per year.

Most of the population live at a subsistence level. The annual per capita income was estimated at US\$102 in 1965. In order to improve living conditions, the Government is financing rural development projects. Price controls are in effect on many basic items, such as foodstuffs.

Employer Organizations

The main employer organizations are the Chamber of Commerce, Agriculture, and Industry of Western Mauritania; the Chamber of Commerce, Agriculture, Livestock, Industry, and Mines of Mauritania; and the Union of Industries and Enterprises of Mauritania. No information is available regarding the functions of these organizations.

Labor Organizations

The Union of Workers of Mauritania (Union des Travailleurs de Mauritanie--UTM), the nation's single trade union center, claimed 18,000 to 20,000 members in 1966. This figure apparently is inflated, since it exceeds the number of wage and salary earners, which in 1964 was estimated to total about 17,200. The UTM, which was formed in 1961, absorbed all other trade union organizations in 1962. It maintains a close relationship with the single political party, the PPM. The UTM is organized into eight industrial federations.

Labor-Management Relations

In the event of a collective dispute which cannot be settled by the parties concerned, a labor inspector attempts conciliation. If conciliation fails, the inspector brings together a panel of experts to mediate. If this fails, the Minister of Labor convokes an arbitration board. Arbitration may be appealed to the Supreme Court. Labor Courts hear individual grievances. In 1964, collective agreements regulated conditions of employment in commerce, construction, public works, and transportation. Strikes are infrequent.



LABOR DIGEST

No. 119

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LABOR CONDITIONS IN MAURITIUS

The Colony of Mauritius is an island of some 700 square miles situated in the Indian Ocean about 500 miles off the east coast of Madagascar. The population in December 1964 was estimated at 733,600.

The Government is headed by a British Governor. The Mauritius Orders in Council provide for a Legislative Council, comprising both members elected for a 5-year term by universal suffrage and members appointed by the Governor, and an Executive Council of three members appointed by the Governor from the elected members of the Legislative Council. The main political party is the Labour Party. The other major parties are the Parti Mauricien, the Independent Forward Block, and the Moslem Committee of Action.

The economy is based on agriculture, which in 1963 provided over one-third of the gross domestic product (GDP). The main industry is the growing of sugarcane. Sugar and its byproducts in 1964 accounted for 98 percent of the total value of exports. Secondary industry, mainly the processing of primary products, provided about 19 percent of the GDP in 1963. Per capita income in 1964 was about US\$200.

The population is of European, African, and Asian origin. The largest ethnic group is the Indo-Mauritian, which includes two-thirds of the total population. The second largest group, representing about 25 percent of the population, comprises persons of French, English, and mixed descent. About half of the population are Hindu, 40 percent are Christian, and 10 percent profess Islam. Both English and French are official languages, but French and a French-Bantu dialect are more widely spoken. Education is free but not compulsory; over 80 percent of the children of primary school age attend school. Primary school enrollment in 1964 was 132,074.

Wage and salary earners in 1963 totaled 187,403, of whom almost 38 percent were in agriculture, 19 percent in services, 14 percent in manufacturing,

11 percent in construction, 10 percent in commerce, 6 percent in transport, storage, and communications, and the remaining 2 percent in mining and miscellaneous activities. Information on unemployment is unavailable.

Mauritius has several institutions which offer a combination of secondary and higher education; it also has technical training centers. A teacher-training college and an agricultural college are the only institutions which provide full-time, postsecondary school education.

The main body of labor legislation includes the following ordinances (updated until 1946): Employment of Women, Young Persons, and Children; Employment and Labour; Recruitment of Workers; Safety of Dockers; Workmen's Compensation; Apprenticeship (1946); Registration of Associations (1949); Old-Age Pensions (1951); Trade Unions (1954); Regulation of Wages and Conditions of Employment (1961); Family Allowances (1961); Employment and Training (1963); Security of Employment (Sugar Industry) (1963); and Trade Disputes (1965).

The Ministry of Labour and Social Security has general responsibility for labor affairs. Its functions include the formulation of employment policy, maintenance of employment services, compilation and publication of labor statistics, registration of trade unions, administration of social security programs, and enforcement of labor legislation. Various tripartite boards and committees advise the Government on such matters as labor legislation, trade testing, welfare programs for the sugar industry, and technical education.

Minimum wages are set by wage councils, which have been established for various industries and categories of workers. Average daily wages in 1964 in selected industries varied from about US\$0.89 for unskilled laborers in tobacco to about US\$3.15 for automobile mechanics. The minimum daily wage for Government manual workers was US\$1.18. The normal workweek in Government and in most industries is 45 hours. Price levels have been fairly steady; the consumer price index (January-June 1962=100) was 101.0 in March 1965.

Several employer organizations exist, such as the Association of Port and Harbour Employers, the Mauritius Employers' Federation, the Mauritius Sugar Producers' Association, and the Chamber of Agriculture. Information regarding their functions and membership is unavailable.

Total claimed trade union membership on the island is about 81,000, or almost 45 percent of the 187,403 wage and salary earners. Some 50,000 of the trade union members are claimed by the Mauritius Labour Congress (MLC), by far the largest of the three national trade union centers on the island. The MLC was formed in 1963 by a merger of the Confederation of Free Trade Unions of Mauritius (CFTUM) and a faction of the Mauritius Trades Union Congress (MTUC). The MLC has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO) since 1964. It has a close cooperating relationship with the Labour Party of Mauritius.

The MTUC, which was formed in 1946, claimed a membership of 18,000 in 1962, or about 10 percent of the organized workers. In 1965, the MTUC affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organi-

zation, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC).

The Mauritius Federation of Labour (MFL), formed in 1960, claimed 6,259 members in 1961. Since 1961 it has been an affiliate of the Communist World Federation of Trade Unions (WFTU). However, two MFL affiliates are affiliated with International Trade Secretariats (ITS). Altogether 11 ITS's have affiliates on the island.

In 1964, 11,053 man-days were lost through strikes involving a total of 7,302 workers.



LABOR DIGEST

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LABOR CONDITIONS IN THE KINGDOM OF MOROCCO

Morocco, located in the northwestern corner of Africa, is separated from Europe by the Straits of Gibraltar. It has an area of 172,000 square miles and had a population estimated at 13,320,000 in 1965.

Factors Affecting Labor

Political. The Constitution, ratified by popular referendum in 1962, established a constitutional monarchy in Morocco. A bicameral Parliament was instituted following national elections in 1963, and a Prime Minister and Cabinet were appointed by King Hassan II. However, in June 1965, the King decreed a "state of exception," thereby assuming all legislative and executive powers, and announced his intention to revise the Constitution and hold new elections. The three political parties with some semblance of activity and organization are the Istiqlal, the National Union of Popular Forces (UNFP), and the Popular Movement (MP).

Economic. The economy is based on agriculture, but because most agricultural production is on a subsistence level, this activity accounted for only 30 percent of the gross national product (GNP) in 1964; commerce accounted for 24 percent; transport and services, 18 percent; industry, 13 percent; mining, 6 percent; and other economic activities, 9 percent. The traditional sector consists of small farms, which produce subsistence crops, the most important of which is cereals; others are oil-bearing seeds, vegetables, and pulses. The modern sector is characterized by large holdings, the production of which is mainly for export (i.e., citrus fruit, grapes, and vegetables). The manufacturing sector consists primarily of the processing of agricultural products and fish; the production of textiles, construction material, and light metal products; and the assembly of machines. The mining industry accounted for about 40 percent of the total value of exports in 1964. Phosphate rock is one of the most important of the mineral resources. Others are manganese, lead, zinc, and iron ore. The principal objectives of the Government's 3-Year Economic Development

Plan (1965-67) are to modernize the traditional sector of agriculture, improve the level of education and vocational and technical training, and promote tourism. The estimated GNP per capita in 1965 was US\$174.

Social. In 1965, 98 percent of the total population were native Moroccans; of the remaining 2 percent, 1 percent were French and most of the others were Moroccan Jews. A majority of Moroccans are a mixture of Arab and Berber strains. Islam is the religion of the majority. Arabic is the official language; however, approximately one-third of the population speak the Berber language and French is widely used in business and Government. During the school year 1964-65, about 1.2 million students were enrolled in primary schools, 139,000 in secondary schools, and 10,000 in universities. The estimated rate of literacy in 1965 was 15 to 20 percent.

Manpower and Employment

Employment and Unemployment. In 1964, approximately 4.5 million persons were in the labor force. About 70 percent were in agriculture, 15 percent in industry, and 15 percent in other sectors. In 1960, 18 percent of the labor force of about 4 million were wage and salary earners; 26 percent were in industry, 48 percent in supplies and services (Government, transportation, and communications), and 26 percent in agriculture (of whom about 60,000 worked on large plantations). The largest groups of industrial wage and salary earners were employed in the mining, processing, and textile industries.

An estimated 20 percent of the labor force were unemployed and 40 percent of the rural population were underemployed in April 1964. Most of the unemployed were unskilled workers who had migrated to urban areas and recent school leavers, whose number is increasing more rapidly than that of available jobs. Seasonal factors affect employment not only in agriculture but also in the food processing and construction industries.

Productivity, Skills, and Training. Factors contributing to a low level of productivity are climate, substandard working conditions, the high level of unemployment and underemployment, and the low prestige attached to manual work. Additional factors are the lack of modern techniques, training, and skills.

In 1964, the High Commission for Technical Training had under its direction one national institute for the training of administrators and supervisors, two centers providing vocational training, and eight centers for training journeymen. The Office of Vocational Training of the Ministry of Public Works conducts a series of programs and operates institutions which have facilities for vocational and technical training; some persons also receive technical training abroad. The Ministry of Labor and Social Affairs provides industrial training through 28 centers and an institute for training teachers to staff the centers. The National Office of Rural Modernization operates centers throughout the country which offer training in modern agricultural methods. Both governmental and private enterprises provide on-the-job training.

Labor Standards

Labor Legislation. Labor legislation in Morocco, modeled after French laws, covers labor disputes (1962), collective contracts (1957), labor courts

(1957), wage zones (1948), minimum wages and salaries (1959 and 1961), hours of work (1937, 1959, and 1960), paid annual vacations (1946), workers' identity cards (1953), recruitment of workers through placement offices and their hiring and firing (1959), health and safety (1952 and 1960), employment injury compensation (1963), work-connected illnesses (1943), and social security (1959).

Administration and Practice. The Ministry of Labor and Social Affairs administers and enforces labor legislation through seven offices and five field services. The Office of Labor Legislation and Social Insurance oversees the labor inspection service and the National Social Security Fund. Legislation requires inspection in establishments employing more than 10 workers. In practice, the extent of inspection is limited by the shortage of staff and lack of training of inspection service personnel. Special fund inspectors also assist in enforcing the social security program.

Wages, Hours, Prices, and Level of Living

Minimum wage scales, established in four geographic wage zones and varying by the sex and age of the worker, are tied to the cost-of-living index for Casablanca. The last increase in minimum wage rates was in 1962. In that year, the minimum hourly wages were: zone 1, US\$0.17; zone 2, US\$0.16; zone 3, US\$0.15; and zone 4, US\$0.14. Women's rates of pay are usually about one-sixth less than those of men and those of young workers, from one-fifth to one-half less than the rates for adults. Skilled workers receive 50 to 100 percent more than the semiskilled, who are paid 25 percent more than the unskilled. The average hourly wage in 1962 for chemical workers was US\$0.23; weavers, US\$0.38; coal miners, US\$0.40; carpenters, US\$0.44; and printing machine operators, US\$0.50. In 1961, the average daily wage of adult male agricultural workers was US\$0.73. Wage supplements in some sectors include such benefits as family allowances, housing allowances, and end-of-year bonuses.

The basic workweek is 48 hours, except in agriculture where it is 2,700 hours annually. The law requires 1 day of rest per week and limits overtime to 8 hours per week. The rate of pay for overtime varies from time and a quarter to time and a half, except in agriculture, where it is time and one-sixth. The rate on the weekly day of rest is time and a half, except for the hours between 10 p.m. and 5 a.m., when it is double time. The duration of the guaranteed paid vacation which workers receive depends on the sector in which they are employed and on their length of service.

The level of living is much lower in rural than in urban areas. The Casablanca cost-of-living index rose from 113 in 1962 (1958=100) to 127.7 in October 1965. In 1964, the per capita annual income for most Moroccans in agriculture and handicrafts was US\$165.

Employer Organizations

Employer organizations in Morocco are not concerned with labor-management relations. The Moroccan Association of Commerce, Industry, and Handicrafts (UMCIA), with a membership estimated at 170,000 in 1964, has 14 provincial organizations and 400 branches. The Moroccan Farmers' Association (UMA) has 10 provincial centers and 70 local branches. The General Moroccan Economic Confederation (CGEM) has 18 organizations; its membership, which includes most of

the French and other foreign businessmen and some Moroccans, represents over 80 percent of the modern sector. The National Federation of Chambers of Commerce of Morocco has affiliates in 15 cities.

Labor Organizations

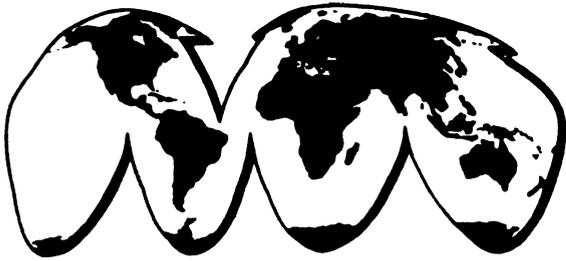
Total trade union membership is estimated at about 725,800, which apparently includes the great majority of the wage and salary earners. Over 95 percent of this membership belongs to the Moroccan Labor Union (Union Marocaine du Travail--UMT). Formed clandestinely in 1955, the UMT has become the largest and strongest labor organization in Africa. Although it has cooperated closely with political parties in the past (the Istiqlal until 1959 and the UNFP until 1963), it has remained outside party control and constitutes an independent force in Moroccan political and economic life. The UMT is organized along both industrial and geographic lines, with 26 industrial federations and unions, as well as 8 regional and 51 local centers.

The UMT affiliated with the International Confederation of Free Trade Unions (ICFTU) in 1955 but disaffiliated in 1963. It played a major role in the formation of the All-African Trade Union Federation (AATUF) at Casablanca in 1961 and continues to take an active part in AATUF affairs. It also is affiliated with the International Confederation of Arab Trade Unions (ICATU). One UMT federation is affiliated with an International Trade Secretariat (ITS), the International Metalworkers' Federation. Another is affiliated with the Arab Federation of Petroleum Workers.

A second national trade union center, the General Union of Moroccan Workers (Union Générale des Travailleurs du Maroc--UGTM), which was formed in 1960 as a labor wing of the Istiqlal, has an estimated 25,000 members. The smaller trade union organizations are the Free National Union (Syndicat National Libre--SNL), with about 500 members, and the Union of Free Workers (Union des Syndicats des Travailleurs Libres--USTL), with approximately 300 members.

Labor-Management Relations

Workers and employees in establishments with more than 10 persons elect delegates, who present collective or individual grievances to management. If agreement is not reached at that level, the matter is referred to a labor inspector for conciliation and, finally, to a special, tripartite arbitration commission. In 1964, there were 235 work stoppages involving a loss of 152,258 man-days.



LABOR DIGEST

No. 121

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LABOR CONDITIONS IN MOZAMBIQUE

The Portuguese Overseas Province of Mozambique is located in southeast Africa. It has an area of 303,073 square miles and had an estimated population of 7 million in early 1966.

Factors Affecting Labor

Political. Under the Portuguese Constitution, Mozambique is an overseas territory of Portugal, and it is represented in the National Assembly at Lisbon. The Ministry of Overseas Provinces controls the territory, which is administered by a Governor General appointed for a 4-year term by the Council of Ministers in Lisbon, as provided for in the Overseas Organic Law of June 1963 and the Statute of Mozambique, effective January 1, 1964. Six provincial secretaries, who head the departments of the Government, assist the Governor General in his executive functions and are responsible to him. The Governor General exercises his legislative powers through majority votes of the local Legislative Council, composed of 27 members elected for 4-year terms. The Economic and Social Council operates as a standing advisory committee designed to assist the Governor General. The Portuguese National Union, the Government's party, is the only legal political group. Repeal of the Indigenous Statute in 1961 removed legal restrictions on the freedom of movement of Africans, and their right to enter into contracts of employment and to take advantage of minimum wage provisions, health and retirement benefits, improved working conditions, educational opportunities, and, in theory, syndicate membership; it gave Africans equal civil rights under Portuguese written law on an equal basis with the Portuguese European in Mozambique.

Economic. The economy is based primarily on agriculture and the transit shipping trade. Although industry and mining play a minor role, the industrial pattern is becoming more diversified and a wider range of goods is being produced for local consumption and for export. The majority of Africans engage in

subsistence agriculture; they sell the surplus they produce (of corn, wheat, peanuts, manioc, copra, and other) in retail shops or barter it for a few necessary items. Africans also own most of the livestock in the country. Lack of funds and technical knowledge has hampered the development of agricultural and livestock production. Despite the extensive coastline and large variety of fish in Mozambique's territorial waters, the fishing industry has not yet been well developed.

The country's six leading agricultural products--cotton, sugar, cashew nuts, tea, copra, and sisal--contributed almost 65 percent of total exports in 1963. (Cotton is produced primarily by Africans on small, individual plots; most cashew nuts are gathered by Africans from trees scattered in the bush. Sugar, tea, copra, and sisal are produced primarily on large European-owned estates.) Exports of other commodities, however, such as mineral ores, vegetable oils, and refined petroleum products, have been increasing, the latter accounting for 8.6 percent of the total value of exports in 1963. Industry consists primarily of the processing of agricultural products, the production of goods for local consumption, and small-scale manufacturing. The Government has been taking steps to increase the country's productive capacity through a series of development plans. Per capita annual earnings in 1963 were estimated at US\$60 for the entire population and US\$45 for the African population.

Social. The population is 97.5 percent African and 2.5 percent European and Asian. A majority are animists, 10 to 15 percent are Christian, and 12 to 15 percent practice Islam. The official language is Portuguese; many tribal dialects are spoken. The literacy rate is estimated to be about 5 percent.

Manpower and Employment

Employment and Unemployment. No data are available on the size of the total labor force. According to 1960 estimates, there were 850,000 African and 44,000 European and Asian wage and salary earners. Of the total number of foreigners, 26 percent were in public administration, 21 percent in transportation and communications, 21 percent in commerce and insurance, 12 percent in industry, 10 percent in agriculture and fishing, and 10 percent in public works and construction. The Government, which employed about 68,000 Africans and non-Africans in 1963, is the largest employer. Civilian wage and salary earners totaled about 36,500; some 20,000 to 30,000 were in the Armed Forces, and the remainder were in specialized Government agencies. About 300,000 Mozambique Africans work in such nearby countries as South Africa and Southern Rhodesia, mainly in mining.

Unemployment is a serious problem, involving, in particular, unskilled Africans migrating to Lourenço Marques, the capital. Underemployment is widespread among the predominantly African population engaged in subsistence agriculture.

Productivity, Skills, and Training. The low level of productivity in all segments of the economy can be accounted for, in part, by the general lack of education and training and the lack of modernization of agricultural and industrial production. The nomadic way of life and shifting cultivation practiced by Africans also contribute to low productivity in agriculture. An acute shortage of technical and professional personnel continues to hamper efforts at

economic development. Engineers and other professionals are often sent from Portugal on a temporary contract basis. The level of vocational training among Africans is extremely low. Legislation provides for apprenticeship training in a number of industries. Industrial and commercial schools on the secondary level and the curriculum at Mozambique University provide students with the opportunity to acquire skills in a number of fields.

Labor Standards

Labor Legislation. The Rural Labor Code for Portuguese Overseas Territories (1962) contains regulations covering recruitment, the employment of immigrants, labor contracts, professional and vocational training, working conditions, wages, hours of work, holidays, women workers, child labor, social security benefits, labor syndicates, and enforcement machinery. Legislation in 1963 and 1965 provided for a social welfare fund for unskilled labor, intended to provide educational, social welfare, and recreational facilities for African laborers and their families. An act of May 30, 1966, regulates working conditions of domestic servants and provides for the establishment of minimum wages for these workers.

Administration and Practice. The Institute of Labor, Social Security, and Welfare, established by legislation in 1961, carries out policies concerned with labor syndicates, employment, and security. It deals with both African and European labor and is eventually to handle old-age and other planned social welfare programs for the predominantly non-African syndicate members. In practice, labor legislation sometimes is not uniformly enforced or implemented.

Wages, Hours, Prices, and Level of Living

Minimum monthly wages for adult male farm workers in early 1966 varied from US\$18.21 in the highest of 14 pay zones to US\$9.88 in the lowest. For African male adults in industry, minimum wages ranged from US\$19.23 to US\$11.36 a month.

The consumer price index for Lourenço Marques (January 1956=September 1957=100) averaged 104.0 in 1961, 108.0 in 1963, and 112.0 in 1965. The retail price index in the city of Beira (1959=100) averaged 106.5 in 1961, 104.6 in 1964, and about 107.0 in 1965.

Employer Organizations

Employer Organizations include the Chamber of Commerce in Lourenço Marques and the Mozambique Commercial, Industrial, and Economic Associations, which are not concerned with industrial relations, and the following which are: the Cereal Growers' Guild, the Civil Construction (Employers') Syndicate, the Development Association of Zambezia, the Tea Planters' Association, and the Tobacco Growers' Guild.

Labor Organizations

No trade union organizations exist in Portugal or its overseas territory of Mozambique. Labor is organized in syndicates which function essentially as

beneficent societies. The syndicates are defined in the Rural Labor Code as an integral part of the corporative organization of the nation. However, the syndicates in Mozambique are autonomous from those in Portugal and, unlike in Portugal, membership is not compulsory.

There are 11 syndicates in Mozambique with a total membership of about 31,000, or approximately 3 percent of the estimated total wage and salary earners.

Labor-Management Relations

An industrywide collective agreement setting wages exists only in the banking field. Syndicate standards and wages for various classes of skilled and semiskilled workers are enforced by the Government in most industries. Under such procedures, tripartite (Government, employer, and syndicate) corporative committees engage in compulsory "conciliation." Disputes not resolved under this procedure are referred to the Labor Court or to civil courts for settlement. Strikes are illegal.



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LABOR CONDITIONS IN THE REPUBLIC OF NIGER

The Republic of Niger, a landlocked country in West Africa, has an area of 489,000 square miles and had a population officially estimated at 3,130,000 in 1964.

Factors Affecting Labor

Political. The country became fully independent in 1960. Under the Constitution of 1960, executive power rests in the President (currently Hamani Diori), who is elected by direct universal suffrage every 5 years. Members of the Council of Ministers are responsible to the President, who appoints and may dismiss them. The National Assembly, which exercises legislative power, is composed of 50 members, elected for 5-year terms by direct universal suffrage. The Nigerien Progressive Party (Parti Progressiste Nigérien--PPN), a branch of the African Democratic Rally (Rassemblement Démocratique Africain--RDA), is in power.

Economic. The economy is based primarily on agriculture, carried on by the settled population in the south, and livestock raising, the occupation of some 600,000 nomadic herdsman in the north. Crop production accounts for 35 to 40 percent of the gross national product (GNP) and livestock and livestock products, for 20 to 25 percent. The most important cash crop produced for export is peanuts; millet and sorghum are the staple foods of the country's population. In 1962, commerce accounted for an estimated 15 percent of the GNP and manufacturing, industry, and handicrafts, an estimated 4.7 percent. Niger's current 4-Year Plan (1965-68) anticipates a total investment equivalent to US\$173 million, of which US\$39.2 million, or 23 percent, is allocated to the private sector.

Social. The population, which is approximately 99 percent African according to 1964 estimates, consists of several primary ethnic groups: Hausa, 47.8 percent; Djerma (and related Songhai), 20.3 percent; Peuhl (Fulani), 14.6 percent; and Tuareg, 11.2 percent. The estimated European population was 6,000.

French is the official language and Hausa is the language of trade; several other African languages are also spoken. According to estimates, 69 percent of the population profess Islam, 28 percent are animists, and the remainder are Christians. The literacy rate in 1965 was 5 percent. In 1964-65, over 55,000 students were enrolled in primary schools (about 8.6 percent of the school-age population), 2,520 in secondary schools, 119 in technical schools, and 141 were studying abroad.

Manpower and Employment

Employment and Unemployment. Over 90 percent of the population are engaged in subsistence agriculture and livestock raising. In 1962, an estimated 1.5 million persons, or 48 percent of the total population, were in the labor force. An estimated 250,000 seasonal agricultural workers received wages. In 1964, 19,388 wage and salary earners (including nearly 3,000 permanent civil servants) were employed in the nonagricultural sector of the economy. Of the 13,106 wage and salary earners in Niamey, Maradi, and Zinder in 1962, 9,351 were employed in the private sector and 3,755 in the public sector. In the private sector, 37 percent were in construction, 27 percent in domestic service, 14.5 percent in commerce and general mechanics, about 10 percent in transportation, 6 percent in industries, and the remainder in other activities. Unemployment is not a pressing problem. It is likely, however, that underemployment is widespread in the largely subsistence economy.

Productivity, Skills, and Training. The enervating climate, low levels of education, and a serious shortage of all levels of skills, including technical and managerial, are among the factors which contribute to low productivity. Vocational training facilities are limited. The country has a National School of Administration, three normal schools, a technical school, an agricultural school, and an accelerated vocational training school.

The Government is making efforts to increase crop production by strengthening agricultural extension and rural development services through training centers, cooperatives, and farm credit. Projects to develop irrigation in dry river valleys and along the Niger are in the advanced study state and, when completed, are expected to contribute significantly to increased yields and production.

Labor Standards

Labor Legislation. The Labor Code, Law No. 62-12 of July 1962, is based on the French Overseas Labor Code of 1952 and retains most of its provisions. It gives workers the right to organize, bargain collectively, and to strike. The code stipulates that all workers receive equal pay for equal work, and that they are entitled to medical care at the employer's expense. It provides for a basic workweek of 40 hours, overtime pay, holidays with pay, and machinery for the determination of wages; it also regulates the employment of women and young persons. Legislation provides for work injury compensation, which is financed entirely by employer contributions based on the worker's total earnings (including supplementary payments in cash or in kind), and the payment of family allowances, which consist of a cash allowance payable upon presentation of a medical certificate of pregnancy and extending until the child attains age 14.

Administration and Practice. The Labor Department of the Ministry of Civil Service and Labor is responsible for the administration and enforcement of the Labor Code, which applies to civil servants and to employees in the private sector (but not to the large majority of the population in rural areas who are self-employed). It also operates the Employment Service in Niamey. The Family Benefit and Employment Injury Equalization Fund is responsible for the collection and administration of contributions and the payment of family allowances; the Governing Board of the Fund is responsible for management of the financial resources of the program setup under the Fund. The Labor Department's enforcement of dispute settlement and minimum wage provisions of the code is considered fairly effective.

Wages, Hours, Prices, and Level of Living

In 1964, the minimum wage was about US\$0.08 per hour and monthly salaries ranged from US\$19 to over US\$100 for the most highly skilled workers. Most of the large European employers pay above the minimum required. Salary scales for civil servants range from US\$36 to US\$670 per month. Since independence, the Government has maintained a firm policy against wage and salary increases in keeping with the modest resources of the country. The Labor Code specifies a 40-hour workweek, but exceptions to this may be granted. Statistics on the actual hours worked in the industrial sector and in agriculture are not available.

According to published official information, retail prices for African families have remained steady. The consumers' price index was 110.7 in 1962 (1960=100) and 98.7 for the first 9 months of 1963. A new index based on July 1, 1962-June 30, 1963=100 was 100.7 in December 1964 and 109.1 in December 1965. The retail price index for Europeans gradually rose to 123.1 in June 1965 (1960=100). A new index was 103.0 in December 1965 (November 15-December 15, 1964=100). This rise was attributed to increased taxes and import duties. In the large agricultural and pastoral sectors, a majority of the people live at a subsistence level. The estimated average per capita income in 1963 was US\$75.

Employer Organizations

There are three employer associations: a Chamber of Commerce, the Employers' Union of Enterprises and Industries of Niger, and the Union of Importers and Exporters of Niger. These organizations have only a consultative role in labor matters.

Labor Organizations

An estimated 15,000 workers are members of the National Union of Workers of Niger (Union Nationale des Travailleurs du Niger--UNTN), the nation's only trade union center. Since its formation in 1960, the UNTN has had a very close relationship with the single political party, the PPN. The UNTN is divided into three geographical sectors corresponding to the labor inspectorates of Niamey, Maradi, and Zinder. It is an affiliate of the African Trade Union Confederation (ATUC).

Labor-Management Relations

Collective bargaining is not widespread nor well developed, inasmuch as the modern industrial sector is embryonic and there are only a few thousand

salariied employees in the private sector. The labor organization is under the control of the PPN and the Government. Wages and working conditions are set largely by the Government, which consults closely with labor and management representatives on such matters. By 1965, labor courts provided for in the Labor Code had been established in Niamey, Maradi, and Zinder, which are also the seats of the three labor inspectorates into which the country is divided. Industrial disputes do not often get as far as the labor tribunals. There have been no work stoppages since 1960.



LABOR DIGEST

No. 123

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN THE FEDERAL REPUBLIC OF NIGERIA

The Federal Republic of Nigeria occupies an area of 356,669 square miles in West Africa on the Gulf of Guinea. The officially enumerated population in 1963 was 55.6 million, making Nigeria the most populous country in Africa.

Factors Affecting Labor

Political. Nigeria became an independent nation within the British Commonwealth on October 1, 1960, and a republic on October 1, 1963. A coup d'etat in January 1966 resulted in the installation of a temporary military government headed by Major-General John T. Aguiyi-Ironsi. The new Government reduced the status of the former Regions to the rank of Provinces under close central control. It also provided for the unification of the civil service and the establishment of a commission of lawyers, civil servants, and academics to draft a new constitution. The present Government plans to remain in power for 3 years, during which time all political activity has been banned.

Economic. The economy is based on agriculture, which, together with forestry and fishing, occupies about 78 percent of the labor force and provides more than 85 percent of the national income. Per capita income in 1964 was about US\$80. Agricultural products in 1963 represented 81 percent of all exports and over 65 percent of the gross domestic product. Nigeria is the world's leading exporter of peanuts and palm oil and the second largest producer of cocoa. Economic development since World War II has been marked by the growth of manufacturing, transportation, commerce, and mining, and a sharp rise in agricultural production. Recently discovered reserves of petroleum and natural gas already have made Nigeria the 13th largest crude oil producer in the world.

Social. Of the approximately 250 tribes which exist, the Yoruba of the Western Region, the Ibo of the Eastern Region, and the Hausa and Fulani of the Northern Region constitute over half of the population. The predominance of Mohammedanism among the people of the Northern Region is an important social

and political factor. In the Western Region, Moslems, Christians, and animists are almost evenly divided. In the Eastern Region, most of the people are either Christians or animists. The literacy rate in 1961 was about 20 percent of the population over 7 years of age and is rising rapidly among the school-age population. In 1963, almost 3 million students were enrolled in primary schools. English is the official language; over 200 vernacular languages are spoken.

Manpower and Employment

Employment and Unemployment. More than 75 percent of the estimated labor force of 18 million in 1962 were in agriculture, forestry, and fishing. Wage and salary earners totaled 578,805 (about 41 percent in some type of Government service), or 3.3 percent of the labor force; almost 20 percent were in construction, 10 percent in manufacturing, almost 10 percent in transportation, storage, and communications, over 9 percent in mining and quarrying, over 7 percent in commerce, 6 percent in agriculture, forestry, and fishing, and the remaining 38 percent in miscellaneous services.

Unemployment of unskilled workers is a growing problem, not only in itself but also because the continuous drift into the cities from the rural areas of seekers of jobs and city life further burdens already overstrained housing, transportation, health, sanitation, and other urban facilities and services. The extended family system provides some measure of support for the unemployed, but such support imposes a drain on the resources of those who do have jobs. Taking the entire work force into account (agricultural as well as industrial), estimates of the number of unemployed have reached 5 million. There is virtually no unemployment among skilled workers. Underemployment of the unskilled and agricultural workers prevails throughout the economy.

Productivity, Skills, and Training. Productivity is low mainly because of the acute shortage of technical, managerial, and other skills, as well as the country's brief industrial experience. Of persons registering as unemployed at the employment exchanges in December 1961, 76 percent lacked skills and previous work experience.

Eight Government trade centers train craftsmen and artisans, and some of the larger employers provide on-the-job training. High-level manpower is trained at the School of Business Administration of the University of Lagos or through Government-promoted Training-Within-Industry and scholarship awards programs, geared to bridge the gap in specific manpower requirements. In addition, the Federal Ministry of Education has formulated a national plan for technical and commercial education. In 1960, 27,061 students were enrolled in 317 teacher-training schools. In May 1961, some 6,000 persons were being trained in the technical institutes and trade centers. Nigeria also has a number of institutions of higher education, some of which offer courses in a variety of higher technical and professional subjects--for example, the University of Lagos, the University of Nigeria at Nsukka, the University of Ife, the University of Ibadan, and Ahmadu Bello University at Zaria.

Labor Standards

Labor Legislation. The Labour Code Ordinance of 1953 governs the minimum age for employment; conditions of employment for women, juveniles, and appren-

tices; oral and written contracts; recruitment; payment of wages; hours of work; registration of employers and industrial workers; and working conditions for clerical workers. The Factories Ordinance (1955) deals with safe and healthful working conditions. The Trade Unions Ordinance (1938) and the Trades Disputes (Arbitration and Inquiry) Ordinance (1941) assure the right of association and the right to conclude collective agreements in the settlement of labor disputes. Social legislation includes the Workmen's Compensation Ordinance (1948); chapter IX of the Labour Code, which deals with maternity benefits; and the National Provident Fund Ordinance (1961), which provides limited payments in cases of protracted illness or unemployment and full payment upon retirement after age 55.

Administration and Practice. Responsibility for labor affairs in Nigeria, formerly held by the Regional governments concurrently with the Federal Government, was assigned by the Federal Military Government to the Federal Ministry of Labour in 1966. The shortage of inspectors and ignorance of labor laws among many small, indigenous employers hamper enforcement. A tripartite National Labour Advisory Council, created in 1965, advises the Ministry of Labour on existing or proposed labor and social security legislation; it also reviews conditions of employment and the state of industrial relations. A tripartite National Industrial Safety Council was established in 1964. A tripartite National Wage Advisory Council, created in 1965, advises the Government on national wage policy.

Wages, Hours, Prices, and Level of Living

Wages may be set under the provisions of the Wages Boards Ordinance by special commissions of inquiry or by free collective bargaining. The wage patterns are strongly influenced by the fact that the Federal and Regional Governments are the largest employers of labor. In 1964, the country was divided into six minimum wage zones, with minimum monthly rates ranging from a high of US\$28.00 in Lagos (the capital) to a low of about US\$14.56 in the rural north.

The average workweek prevailing in most industries and in the lower salary level of Government service is 44 hours. The workweek of most salaried employees in the Government is 40 hours.

General wage revisions in 1960 and 1964 temporarily halted declines in real income, but indications are that the cost of living is again rising more rapidly than wages. Increases in the official consumer price index (1960=100) between 1960 and 1965 ranged from 12 points to 25 points in the four Regions.

Employer Organizations

Registered employers' associations in 1963 included six builders' and contractors' associations, the Association of Master Tailors, and the Nigerian Mining Employers' Association, which is the largest. These associations have not dealt with labor-management relations. They are affiliated with the Nigerian Employers' Consultative Association (NECA), which provides guidance on labor relations as well as on social, legislative, management, and wage problems.

Labor Organizations

The total claimed trade union membership of the 313 major unions exceeded 463,000 in 1965. By far the largest of the four national trade union centers is

the United Labor Congress (ULC), with almost 217,000 members in 144 affiliates, or about 47 percent of organized labor. Formed in 1959 as the Trades Union Congress of Nigeria (TUCN), the ULC derived its present name from an abortive merger with the Nigerian Trade Union Congress (NTUC) in 1962. Since its formation, the ULC has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO), which has maintained its headquarters in Lagos since its formation in 1960. The ULC also is a founding member of the African Trade Union Confederation (ATUC) and acted as host for the second ATUC Congress in Lagos in 1965.

The major competing organization is the Nigerian Trade Union Congress (NTUC), with about 126,100 members in 98 affiliates, or 27 percent of all trade union members. The NTUC was formed in 1960 by a dissident group of the TUCN. Following its abortive merger into the ULC in 1962, the NTUC faction briefly adopted the name Independent United Labor Congress (IULC) before returning to its present name in 1963. It maintains a close relationship with the Socialist Workers' and Farmers' Party. The NTUC is a leading affiliate of the All-African Trade Union Federation (AATUF).

The Labor Unity Front (LUF) is a loose federation of 20 unions, with about 46,400 members (10 percent of the organized work force), who joined together in 1963 ostensibly to promote a national unification of the Nigerian trade union movement. The LUF has a close relationship with the Nigerian Labor Party.

The Nigerian Workers' Council (NWC) has approximately 11,900 members in 44 affiliates, or 2.6 percent of organized labor. Formed in 1962, the NWC is an affiliate of the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Pan-Africaine des Travailleurs Croyants--UPTC). It also is affiliated with the ATUC. Of a number of unions not affiliated with any national center, the largest is the Nigerian Union of Teachers, with 56,700 members.

Eleven International Trade Secretariats (ITS) have 29 affiliates in Nigeria, 12 of which belong to the International Transport Workers' Federation.

Labor-Management Relations

The Government encourages free collective bargaining. Joint bargaining committees exist in the larger and newer companies. Consultation between workers and management in the Federal Government is carried on through joint councils. Under the Trades Disputes (Arbitration and Inquiry) Ordinance, the arbitration and conciliation services of the Government are available, if established machinery for settling industrial disputes has been exhausted.

Strikes involving stoppages have been relatively infrequent. They are carried on mainly by the larger unions and are usually of short duration. A nationwide general strike, basically over wage demands, occurred in 1964. It was supported by all labor organizations and was successful in obtaining increased minimum levels of wages and salaries.



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No. 124

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LABOR CONDITIONS IN PORTUGUESE GUINEA

Portuguese Guinea, located on the west coast of Africa between Senegal and Guinea, is an overseas territory of Portugal. It has an area of about 13,948 square miles and had an estimated population of 544,000 in 1963.

Portuguese Guinea is controlled by the Portuguese Ministry of Overseas Provinces and administered by a Governor General, who is appointed by the Portuguese Council of Ministers. The territory is nominally represented in the Portuguese National Assembly. The Governor General is assisted by a Government Council, equivalent to a Cabinet, and by a 15-member Legislative Council of which 11 members are elected on the basis of limited suffrage.

The economy is predominantly agricultural. Principal export products are peanuts and coconuts; other exports are timber, hides and skins, rice, and wax. Industrial activity is small scale and very limited in scope. Most of the industrial establishments are engaged in processing agricultural products or supplying building materials.

The principal indigenous groups are the Balanta, Fulani, Manjaco, Mandingo, and Papel. About 78 percent of the population are animists, 18 percent practice Islam, and 4 percent are Christians. Portuguese is the official language. Numerous African dialects are spoken. In 1957-58, 11,140 students were enrolled in 164 primary schools, and in 1958-59, a secondary school had an enrollment of 240 students. In the same year, 21 technical schools were providing training for 860 students. The literacy rate is estimated to be about 5 percent.

In 1959, the latest year for which data are available, the number of wage and salary earners was estimated to be under 10,000, representing less than 2 percent of that year's estimated population of 550,000. Practically all of the Africans were in the unskilled category; a few hundred were classified as semiskilled. Most, if not all, of the responsible positions were occupied by whites, Lebanese, and other "civilized" Portuguese. (The Indigena Law, which

divided the population of Portuguese overseas territories into two categories, "civilized" and "noncivilized," was abolished in 1961.) Most of the African population are engaged in agriculture, mainly on family-owned tracts, and are not in the money economy.

The Portuguese Rural Labor Code for Overseas Provinces (1962) contains regulations pertaining to recruitment, the employment of immigrants, labor contracts, professional and vocational training, working conditions, wages, hours of work, holidays, women workers and child labor, social security benefits, professional organizations (syndicates), and enforcement machinery. It provides certain irrevocable rights, such as the right to have wages paid at specified intervals, the right to refuse to perform work not called for by the contract, and the right to receive free medical care. A number of the regulations have been amplified in implementing decrees.

In 1959, the average wage of "noncivilized" wage and salary earners ranged from US\$0.35 to US\$0.69 per day, plus a monthly ration of rice. An assistant mechanic earned US\$0.69 per day and a good mason could earn as much as US\$1.38, plus the rice ration. The wage rates for "civilized" wage and salary earners are higher. In 1959, an office employee earned US\$62.28 to US\$103.80 per month and a master mason or chief accountant, US\$138.40 to US\$155.70. A "noncivilized" unskilled worker, such as a messenger, earned US\$27.68 to US\$34.60 per month.

The legal workweek for Government wage and salary earners (according to 1959 data) is 34 hours and for those in the private sector, 45 hours. The latter are also entitled to an 8-day local vacation annually and 3 to 4 months in Portugal every 4 years, all at the employer's expense. In practice, however, only Europeans and very few, if any, Africans go to Portugal; instead, Africans receive longer local vacations. Government workers receive about the same holiday and vacation benefits as workers in the private sector.

The Chamber of Commerce of Portuguese Guinea, officially called the Associação Comercial Industrial e Agrícola da Guiné, is a semipublic organization, which has a dominant role in the economic activities of the territory.

No trade union organizations exist in Portugal or its overseas territory of Portuguese Guinea. Labor is organized into a National Syndicate of Employees in Commerce and Industry; with an estimated 780 members, it functions essentially as a beneficent society. Syndicates are defined in the Rural Labor Code as an integral part of the corporative organization of the nation. However, the syndicate in Portuguese Guinea is autonomous from those in Portugal, and, unlike in Portugal, membership is not compulsory.

Two national trade union centers have been formed outside Portuguese Guinea by workers from the territory: The General Union of Workers of Guinea-Bissau-In Exile (Union Générale des Travailleurs de Guinée-Bissau--UGTG) with headquarters in Dakar, Senegal, and the General Confederation of Workers of Portuguese Guinea based in Conakry, Guinea. The UGTG, which was formed in 1962, claimed 1,821 members in 1964. It has been affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO) since 1964. It is also affiliated with the African Trade Union Confederation (ATUC).



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LABOR CONDITIONS IN REUNION

Réunion, the largest island in the Mascarene Archipelago, is situated in the Indian Ocean about 450 miles east of the Malagasy Republic. It covers an area of 969 square miles and had an estimated population of 363,000 in 1962.

Réunion, like all other French Overseas Departments, is under the authority of a Prefect; he is appointed by the French Minister of the Interior and assisted by the General Council, an assembly of 36 members elected by popular ballot. Three deputies and two senators represent Réunion in the French Parliament.

The basis of the economy is agriculture, and most of the island's revenue is derived from the production of sugarcane. Next in importance are geranium, vetiver, and other plants used for making perfume. Main exports include sugar, rum, vanilla, and vetiver and geranium oils. The people also engage in the cultivation of food crops, stockraising, and fishing. The principal industries are sugar refining, rum distilling, and the processing of essential oils; other enterprises are small scale and of minor importance.

Réunion has no indigenous population. About 20 percent of the estimated 363,000 inhabitants are of French origin; the remainder are Negroes, Chinese, Indochinese, Malays, and Malabar Indians. A large majority (about 80 percent) of the population are Roman Catholics, and most of the others practice Islam. The official language is French. School attendance is compulsory and education is free of charge. In 1963, Réunion had 344 public and 200 private schools providing primary education for a total of 82,241 pupils; 1,662 students were enrolled in the lycée (public secondary school). The illiteracy rate is very low. There are technical schools, an apprenticeship center, and a School of Agriculture.

No data are available on the size of the labor force nor on the number of wage and salary earners.

The Chamber of Commerce concerns itself with, and may be consulted on, legislative and statutory measures which deal with economic matters.

Trade unions in Réunion are local branches of the three major French national trade union centers: The General Confederation of Labor-Workers' Force (Confédération Générale du Travail-Force Ouvrière--CGT-FO), the French Democratic Confederation of Labor (Confédération Française Démocratique du Travail--CFDT), and the General Confederation of Labor (Confédération Générale du Travail--CGT). Data are lacking on the membership of these branches. Through their counterparts in France, they are affiliated, respectively, with the International Confederation of Free Trade Unions (ICFTU), the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC), and the Communist World Federation of Trade Unions (WFTU).



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LABOR CONDITIONS IN THE REPUBLIC OF RWANDA

Rwanda, located in east-central Africa, has an area of 10,186 square miles and its population in mid-1965 was estimated at 3 million.

Rwanda was part of the United Nations Trusteeship Territory of Ruanda-Urundi under Belgian tutelage until July 1, 1962, when it became an independent Republic. The President is popularly elected for a 4-year term. The Cabinet consists of the Premier and 13 Ministers. The 47 members of the unicameral Legislature are elected by direct universal suffrage for 4-year terms. The dominant political party is the Parti du Mouvement de l'Émancipation Hutu (PARMEHUTU).

Agriculture, most of which is at a subsistence level, is the basis of the economy and accounts for most of Rwanda's exports. Coffee is the principal cash crop and, together with minerals and pyrethrum, accounted for 94 percent of total exports in 1965. Manioc, bananas, sweet potatoes, peas, beans, sorghum, and corn are the main food crops. Livestock raising is important but contributes only a small part of the gross national product (GNP). Mineral production, next in importance to agriculture and livestock raising, consists largely of cassiterite (from which tin is produced); other minerals produced are tungsten, beryl, columbo-tantalite, and amblygonite. The production of industry, which is limited, is almost entirely for local consumption. Per capita GNP in 1964 was about US\$40.

The Hutu (or Bahutu), the largest ethnic group, comprise about 85 percent of the population; the Tutsi (or Batutsi), 14 percent; and the Twa, about 1 percent. There were about 5,000 Europeans and Asians in Rwanda in 1960. Approximately 50 percent of the population are Christians, mainly Roman Catholics, and the remainder adhere to native religions. The official languages are French and Kinyarwanda. Education is free for children age 7 to 16, but the percentage of children of primary school age enrolled in primary schools is small. Data available are for Ruanda-Urundi, where, in 1960, 252,000 students were enrolled in 2,960 elementary schools, 2,500 in 11 secondary schools, 1,908

in training schools, 128 in 4 vocational institutes, and 2,555 in special schools. The literacy rate is 5 to 10 percent.

In 1964, the total number of wage and salary earners in Rwanda was 51,400 (excluding Government officials, teachers, and military personnel), of whom 16,000 were in services, 11,500 in construction, 10,000 in agriculture or forestry, 7,000 in mining, and the remainder in other activities. There is a high rate of underemployment among the 90 percent of the people engaged in agriculture.

Factors contributing to low productivity are the lack of education and training, the poor diet and health of the workers, and insufficient investment in mechanization. The high rate of turnover in the mining industry is an obstacle to the acquisition of skills, and the use of obsolete equipment and primitive methods of production keeps productivity low. In the large, rural economy, productivity is very low as a result of traditional methods of land utilization, such as bushburning, shifting cultivation, overstocking of pastureland, and the lack of mechanized equipment and modern methods of production.

The Rwandan Labor Service is responsible for the administration and enforcement of the Labor Code. The Social Fund, an autonomous body under state supervision, administers social security legislation enacted in 1962, which provides for old-age, invalidity, and survivors' pensions and employee injury benefits; the programs are financed by equal employer-employee contributions.

Annual earnings per capita of the 51,400 wage and salary earners in the labor force in 1964 averaged US\$134.00 at the official rate of exchange and US\$67.00 at the free rate. Laborers at the lowest rates of pay also received a weekly ration in cash or in kind, in addition to wages, amounting annually to about US\$72.00 at the official exchange rate. Wages of carpenters, welders, bricklayers, cement finishers, and plumbers ranged from US\$1.12 to US\$1.80 per day at the official rate and US\$0.56 to US\$0.90 at the free rate. At the official rate, the daily wage rate for construction workers was US\$0.48; agricultural laborers, US\$0.30; underground miners, US\$0.60; and automobile mechanics, US\$1.40. The monthly wage rate for truckdrivers was US\$50.00; calculating machine operators, US\$75.00; and bank cashiers, US\$106.00. The legal workweek is 48 hours, but because of poor diet, poor health, and other causes, most Rwandans work effectively only about 4 hours a day. The rate for overtime work is 25 percent of the daily wage rate for the first 2 hours and 50 percent for overtime exceeding 2 hours. The level of living for most Rwandans is very low.

No information on employer organizations is available.

The only information available on labor organizations in Rwanda indicates that the Rwanda Workers' Union (Union des Travailleurs du Rwanda--UTR) affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) in 1965.



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LABOR CONDITIONS IN THE REPUBLIC OF SENEGAL

The Republic of Senegal covers an area of about 76,000 square miles on the west coast of Africa. The narrow enclave of Gambia extends more than halfway across the southern part of the country. The population in 1964 was approximately 3.4 million.

Factors Affecting Labor

Political. Formerly part of the French-administered Federation of Mali, Senegal became independent in August 1960. The Constitution provides for a republican form of government, headed by a president. Legislative power is exercised by a unicameral National Assembly, elected, as is the President, by direct universal suffrage for a 4-year term. Léopold Sédar Senghor is President of the Republic and leader of the Senegalese Progressive Union (Union Progressiste Sénégalaise--UPS), the dominant political party, which has controlled all 80 seats in the National Assembly since December 1963.

Economic. The economy is based on agriculture, which provides a livelihood for 75 percent of the population. Agricultural products, mainly peanuts, provide the basis for a substantial part of the country's growing processing industry. Peanuts and peanut products accounted for over 75 percent of the total value of exports in 1964; other important exports were calcium phosphate and canned tuna. Per capita income in 1964 was about US\$170.

Social. The population is predominantly African. Europeans, mainly French, numbered about 30,000 in 1965, and there were about 20,000 Lebanese and Syrians. The Wolof is the largest of Senegal's six most important tribal groups, accounting for over one-third of the population. About 80 percent of the population profess Islam, 10 percent are animists, and 10 percent are Christians. French is the official language, but most Senegalese speak the vernacular language of their own tribe. Literacy is approximately 10 to 20 percent. In 1963,

primary school enrollment represented 25 to 35 percent of the children of school age, and secondary school enrollment, 3.8 percent.

Manpower and Employment

Employment and Unemployment. The labor force totaled approximately 1.2 million, or about one-third of the population, in 1964. Wage and salary earners numbered about 100,000, of whom approximately 35 percent were in Government service, 14 percent in commerce, banking, and insurance, 13 percent each in construction and manufacturing, 12 percent in transport and communications, 10 percent in services, and the remaining 3 percent in commercial agriculture, mining, and miscellaneous activities.

Unemployment data are unavailable; however, urban unemployment has been increasing as a result of continuing migration to urban centers by seasonal farmers and youths who lack industrial skills.

Productivity, Skills, and Training. The level of productivity is low, partly because of the severe shortage of skilled workers, the high degree of mobility among the relatively few skilled workers, and the large number of temporary workers, a factor which has tended to make employers reluctant to initiate training programs. Other factors contributing to a low level of productivity are malnutrition, inadequate health facilities, and the social and religious patterns of the population. In addition, manual labor is viewed with disdain, and almost inevitably skilled workers aspire to white-collar status.

In 1963, less than 25 percent of jobs requiring university training and about 60 percent of jobs requiring secondary school education were held by Senegalese. Basic vocational training is provided by apprenticeship centers, sometimes called "technical colleges," which train primary school graduates for a minimum of 3 years; however, attendance at these centers is small. Most basic skills are acquired on the job, where the workers receive limited training aimed at the performance of a specific task. Since 1960, several institutions for training middle- and high-level administrators have been established and others are in the planning stage. In 1964, the Senegalese army initiated a program designed to train youths in rudimentary farming skills and some crafts. In March 1965, the Government enacted legislation providing for the establishment of a Civic Service program under which agricultural training curricula and facilities are to be expanded.

Labor Standards

Labor Legislation. The Labor Code, passed in June 1961 to supersede the French Overseas Labor Code, provides for tight control of most labor practices and regulates the organization and operation of trade unions, the employment of women and children, the settlement of labor disputes, and general working conditions. The code also sets the minimum age for employment at 14, establishes maximum hours of work, provides for weekly rest, paid leave, and the establishment of minimum wage rates; it also requires all establishments to comply with strict safety and health provisions. Since 1956, legislation has been enacted to provide for limited social security benefits, including family allowances, workmen's compensation, and retirement pensions.

Administration and Practice. The Department of Labor and Social Security in the Ministry of Civil Service and Labor is the main agency in the labor field. It administers labor matters through its Labor Department, Manpower Service, Labor Inspectorate, and Compensation Fund for Family Allowances and Industrial Accidents. The West African Retirement Insurance Institution, a semiautonomous fund of which the membership is determined by collective agreements, administers the workers' retirement system. A tripartite National Advisory Council for Labor and Social Security makes recommendations to the Government regarding changes in the level of minimum wages and other labor matters. An Economic and Social Council, a mixed advisory body established in 1961, was activated in 1964 and is expected to serve as a quasi-official channel through which labor and management may express their views on Government policy. Enforcement of labor laws has been difficult mainly because of the acute shortage of trained personnel. The problem has been aggravated recently by an increasing tendency of labor inspectors and controllers to seek more remunerative employment.

Wages, Hours, Prices, and Level of Living

The prevailing legal minimum hourly wage rate, set in mid-1961, is about US\$0.19 in urban areas and US\$0.17 in the remainder of the country. The majority of the industrial and commercial labor force are covered by collective bargaining agreements providing for wage rates substantially higher than the minimum.

The maximum work period is 40 hours per week for nonagricultural workers and 2,352 hours per year for agricultural workers.

Comparative cost-of-living data are unavailable, but Government officials have acknowledged that the cost of living has been increasing in urban areas. Limited legislation to control prices of some commodities has been in effect since at least 1964, but, in general, it has not been effective.

Employer Organizations

The two leading employer organizations are SCIMPEX (Syndicat des Commerçants, Importateurs et Exportateurs) and UNISYNDI (Union Intersyndicale d'Entreprises et d'Industrie). Chambers of Commerce, Industry, and Agriculture function in the principal cities.

Labor Organizations

Information on the total trade union membership is not available. Two of the national trade union centers have a combined claimed membership of at least 103,000. The National Union of Workers of Senegal (Union Nationale des Travailleurs du Sénégal--UNTS), the largest of the four national trade union centers, claims 100,000 members. This figure is apparently inflated, since wage and salary earners numbered only about 100,000 in 1964. Organized along both geographic and industrial lines, the UNTS, which was formed in 1962, has some 40 affiliates and 7 regional centers. It is a leading affiliate of the African Trade Union Confederation (ATUC), which was formed in Dakar in 1962 and maintains its headquarters in that city. One UNTS affiliate is affiliated with an International Trade Secretariat (ITS), the International Transport Workers' Federation.

The second largest national center is the National Confederation of Believing Workers of Senegal (Confédération Nationale des Travailleurs Croyants du Sénégal--CNTCS), with an estimated 3,000 members. The CNTCS participated in the formation of the UNTS in 1962 but withdrew from it in 1963. It is affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Pan-Africaine des Travailleurs Croyants--UPTC). It is also an affiliate of the ATUC.

Two smaller centers are the Senegalese Confederation of Workers (Confédération Sénégalaise du Travail--CST) and the General Confederation of Workers of Senegal (Confédération Générale du Travail du Sénégal--CGTS). The CST is affiliated with the All-African Trade Union Federation (AATUF).

Labor-Management Relations

Legislation provides guidelines for the settlement of labor-management disputes in all establishments having 10 or more employees. Individual grievances may be submitted to a labor court. If a collective bargaining agreement does not prescribe procedures for conciliation, a Government labor official undertakes mediation. Should mediation fail, the Minister of Civil Service and Labor decides whether or not to make arbitration compulsory in order to avert a work stoppage that would be contrary to the national interest.

Labor-management relations historically have been relatively peaceful. Since independence, conflicts have been limited largely to disputes within individual enterprises and have usually been settled quickly and by mediation.



LABOR DIGEST

No. 128

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

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LABOR CONDITIONS IN SEYCHELLES

Seychelles, a British Crown Colony situated in the Indian Ocean off the eastern coast of Kenya, includes 92 islands, which have a total area of 156 square miles (including Aldabra lagoon consisting of over 55 square miles), and had an estimated population of 43,750 in 1962.

Seychelles and its dependencies are administered by a Governor, an Executive Council, and a Legislative Council. The Executive Council, headed by the Governor as president, consists of four ex-officio members and four other members. The Governor is also president of the Legislative Council, which has four ex-officio members, three nominated members, and five elected members. The main political parties are the Seychelles Democratic Party (SDP) and the Seychelles People's United Party (SPUP).

The economy depends almost entirely on agriculture. Copra (produced from coconuts) accounted for about 70 percent of the total value of exports in 1963. The production and export of cinnamon leaf oil, cinnamon bark oil, patchouli oil (used for perfume), and vanilla are also important to the economy. Industries other than fishing and the processing of primary products for export are few and of minor importance.

Seychelles, uninhabited until around the middle of the 18th century, has no indigenous people. Africans, Creoles, and a small number of Europeans, Indians, and Chinese make up the population, of whom approximately 90 percent are Roman Catholics. English is the official language, but Creole (a patois of French) is widely spoken. In 1962, 6,090 students were enrolled in primary schools and 926 in secondary grammar schools. In 1960, approximately 46 percent of the adult population and 79 percent of the children were literate.

In 1960, an estimated 6,500 persons were engaged in agriculture and fishing, 1,750 in domestic service, 250 in public administration, 2,500 in public works, and 400 in trade and commerce. An estimated 2,150 were skilled workers.

The islands lack employment opportunities, with the result that one of their chief problems is unemployment and underemployment.

The Public Works Department directs a program for training apprentices as blacksmiths and for the building trades; a technical center under the direction of the Department of Education provides training for carpenters, joiners, and cabinetmakers and offers evening classes in shorthand, typing, and book-keeping. Nurses receive training at Government hospitals. There is a teacher-training college. In addition, some students attend technical and vocational schools in the United Kingdom.

The Labour and Welfare Officer is responsible for the administration of the Labour Department, which, among other functions, administers labor legislation, provides advice to employers and employees in matters connected with employment, and attempts to bring about the peaceful settlement of labor disputes. It also provides services similar to those of an employment exchange.

Minimum monthly wage rates established in 1961 for agricultural workers employed on a monthly contract basis and working 30 hours a week were US\$8.40 for males over 18 years of age and US\$5.04 for females over 18 years of age, if no housing was provided, and US\$7.35 for males and US\$4.41 for females, with free housing provided. For laborers working a 45-hour week, the minimum monthly rates were US\$12.60 for males and US\$7.56 for females, without free housing, and US\$11.55 and US\$6.93 for males and females, respectively, with free housing. The minimum weekly wage rates for males and females working a 30-hour week on a weekly contract basis were US\$1.94 and US\$1.17, respectively; for those working a 45-hour week, the rates were US\$2.94 and US\$1.78, respectively.

Minimum monthly wage rates for all Government laborers and artisans, effective January 1, 1959, were US\$7.98 for females and US\$12.60 for males; US\$15.75 for semiskilled workers, such as miners, steelfixers, and drivers; US\$2.94 to US\$11.76 for apprentice carpenters, masons, and plumbers from 14 to 20 years of age; US\$12.60, US\$18.90, and US\$25.20 for journeymen, depending upon years of work at the journeyman level; and US\$29.40 for foremen; minimum rates ranged from US\$2.94 for boys age 14 to US\$7.35 for those age 17.

The retail price index (July 1947=100) was 151 in December 1959, 158 in June 1961, and 168 in April 1962.

No information is available on employer organizations.

There is no information available on total trade union membership in the Seychelles. There are no national trade union centers. Of the 13 registered trade unions on the islands, the Seychellios Christian Workers' Union, with 1,000 claimed members, is affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its regional organization, the Pan-African Union of Believing Workers (Union Pan-Africaine des Travailleurs Croyants--UPTC).



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LABOR CONDITIONS IN SIERRA LEONE

Sierra Leone occupies an area of 27,925 square miles on the western bulge of Africa. The population in mid-1964 was approximately 2.2 million.

Factors Affecting Labor

Political. Sierra Leone has been independent since April 1961 and is a member of the British Commonwealth. The Constitution provides for a parliamentary form of government with a unicameral legislature elected mainly by adult suffrage but with some members selected by traditional tribal authorities. Although executive authority is nominally vested in the Queen of England, represented by the Governor General, it is exercised by the Prime Minister, currently Sir Albert M. Margai, who is leader of the Sierra Leone People's Party (SLPP), the majority party. The opposition party is the All People's Congress (APC).

Economic. The economy is based on agriculture, which provides a livelihood for 80 to 90 percent of the population. Rice is the basic staple food. Palm kernels, coffee, cocoa, piassava, ginger, and kola nuts, the major cash crops, accounted for 17 percent of the total value of exports in 1964. The bulk of agricultural production comes from small holdings. Diamonds and iron ore, the basis of the money economy, accounted for over 80 percent of the total value of exports in 1964. Secondary industry, mainly the processing of agricultural products, exists on a very modest scale. Practically all manufactured goods are imported. Per capita gross national product is estimated to be about US\$100 per year.

Social. Over 99 percent of the population are African; the remainder are mainly Asian and European. The African population is divided into some 13 tribal groupings, 2 of which--the Mende and the Temne--constitute about 60 percent of the population. Animism, Islam, and Christianity are the religions practiced by the people. English is the official language but is spoken by only about 130,000 inhabitants. Tribal languages predominate in local areas, but Krio, an

English-based lingua franca, is spoken by the majority of the population. The rate of literacy is about 10 percent. About 20 percent of the children of school age attend school. In 1964-65, there were approximately 126,000 primary school students.

Manpower and Employment

Employment and Unemployment. Statistics on the total labor force are unavailable. The number of wage and salary earners in 1963 was between 80,000 and 85,000. Their distribution by industry is available only for firms employing six or more workers (the Government does not require smaller firms to register). Of the 58,146 employees in the larger firms, 30 percent were in services; almost 20 percent in construction; 14 percent in mining and quarrying; 12 percent in transport, storage, and communications; almost 8 percent in manufacturing; 7 percent in commerce; 6 percent in commercial agriculture; and almost 3 percent in electricity and water services. Over 54 percent of these wage and salary earners were employed in Government establishments.

Unemployment is becoming a serious problem and is being aggravated by the movement of young men from farms to urban centers and the diamond areas. The number of unemployed recorded by the Labour Division at the end of December 1965 was 7,576. This figure excluded the 4,739 in the Maritime Pool, comprised of seamen who have been unemployed for over 3 weeks and of those who have been ashore for less than 3 weeks waiting for seagoing employment. During the period of waiting, they are allowed to take on casual dock work and, therefore, are not usually included in the unemployment figures. Underemployment is extensive in the agricultural sector.

Productivity, Skills, and Training. Lack of training, poor health, and the traditional work methods used by much of the labor force contribute to the low level of productivity. There is an ample supply of unskilled labor, but the number of workers possessing basic industrial skills is severely limited. Both Government and private industry are attempting to raise the level of skills of the labor force by expanding and improving training facilities. In 1965-66, the Government gave assistance to some 51 secondary school classes and operated 6 technical institutions, 9 teacher-training colleges, and 4 literacy centers. Total enrollment in these facilities in 1965-66 was about 134,000. The Government also conducts apprenticeship and pre-apprenticeship programs and subsidizes 95 to 100 percent of the teachers' salary budgets of educational institutions operated by religious missions and other groups. The large iron and diamond mining companies provide intensive training for their workers through private schools and apprenticeship programs.

Labor Standards

Labor Legislation. Numerous laws regulate labor matters; the main ones are the Employers and Employed Act, Registration of Employees Act, Machinery (Safe Working and Inspection) Act, Workmen's Compensation Act, Trade Disputes Act, and the Wages Boards Act. These and other laws regulate the recruitment of workers and the conditions and termination of their employment; restrict the employment of women and children; prohibit forced labor; and provide for the settlement of industrial disputes, the establishment of minimum wages, and the payment of limited pension benefits to certain civil servants.

Administration and Practice. The Labour Division, operating under the Ministry of Lands, Mines, and Labour, has general responsibility for labor matters. The Division's main functions include advising the Government on the formulation of labor policies, such as the improvement of training facilities and health and welfare standards; promoting joint consultation and collective bargaining between management and labor; assisting in the conciliation and arbitration of industrial disputes; administering workmen's compensation programs; operating employment exchanges; compiling labor statistics; computing consumer price indexes; and enforcing labor legislation.

In 1962, there were four labor inspectors. Labor officers, as well as executive officers in the Labour Division, are empowered to conduct inspections in connection with the enforcement of most labor legislation. In practice, medical officers and sanitary inspectors generally perform inspection duties connected with the enforcement of legislation related to workers' health. There are several tripartite bodies with labor functions, such as the Wages Boards, which set minimum wage rates, and the Joint Consultative Committee, which reviews and advises on legislation affecting labor.

Wages, Hours, Prices, and Level of Living

Minimum wages, paid holidays, overtime rates, and hours of work are set by either the Government through Wages Boards, which have been established for various industries, or through collective agreements which, when concluded, have the effect of law. For most categories of workers, wage scales vary depending on the geographic area. The highest rates prevail in the vicinity of Freetown (the capital) and the lowest, in the rural areas. In 1964, the minimum daily wage rate for unskilled labor in Freetown was US\$1.05. The standard workweek in most industries is 45 hours. In 1963, the average hours worked per week varied from 46.6 to 57.4. The cost-of-living index for Freetown (1961=100) rose to 117.9 during the third quarter of 1965. The minimum wage level increased about 7 percent from 1963 to 1964, owing to the significant rise in the cost of living since 1963.

Employer Organizations

Most of the leading employers are members of the Chamber of Commerce, which represents their interests vis-a-vis the Government. The membership of the recently formed Sierra Leone Chamber of Mines is from the four mining concerns and replaces the former Sierra Leone Mining Association.

Labor Organizations

The Sierra Leone Labour Congress (SLLC), the nation's single trade union center, has an estimated trade union membership of about 18,000, or about 21 percent of the approximately 85,000 wage and salary earners. The SLLC was formed in May 1966 to supersede both the Sierra Leone Federation of Labour and the Sierra Leone Council of Labour, which was affiliated with the International Confederation of Free Trade Unions (ICFTU) until December 1964. Nine of the SLLC's 12 affiliates are members of International Trade Secretariats (ITS): The International Federation of Commercial, Clerical, and Technical Employees; Miners' International Federation; International Federation of Petroleum and Chemical Workers; Postal, Telegraph, and Telephone International; and International Transport Workers' Federation.

Labor-Management Relations

Any magistrate, upon appeal of either party in a labor dispute, may adjudicate an individual grievance. The Government may also appoint a Board of Inquiry when a dispute erupts or threatens to arise. In the larger enterprises, joint industrial councils or works committees attempt to settle disputes at the factory level. In the event of an industrial dispute, the Government may, after conciliation procedures have been exhausted and with the consent of both parties, submit the dispute to an arbitration tribunal. In general, strikes have been infrequent and of short duration. Of the 11 work stoppages involving 1,893 workers in 1963, 8 lasted less than 1 day.



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LABOR CONDITIONS IN THE SOMALI REPUBLIC

The Somali Republic, located in the horn of Africa, has an area of 246,000 square miles and had a population estimated at 2.3 million in 1964.

Factors Affecting Labor

Political. In July 1960, the country was established as an independent republic by a merger of Somalia and British Somaliland. The unicameral National Assembly, in which the Somali Youth League (SYL) currently has a majority, elects the President for a 6-year term. The President appoints or dismisses the Prime Minister and all other Ministers. In addition to the SYL, the two main political parties are the Somali National Congress (SNC) and the Somali Democratic Union (SDU).

Economic. Somali has a fundamentally subsistence economy with the greatest part devoted to animal husbandry. Livestock and hides and skins account for about 45 percent of total exports. Bananas, the main crop, account for another 45 percent. Other crops are cotton and cereals. Industry, which is small scale, comprises sugar refining, meat canning, and fish freezing. The gross national product per capita was estimated at US\$50 in 1964. A 5-year development plan (1963-67) provides for economic expansion through such means as the exploitation of agricultural, livestock, fishing, and potential mineral resources.

Social. At least 85 percent of the population are of Hamitic stock; the remainder are mainly Bantu. Arabic, English, and Italian are the languages of instruction and are widely used in urban areas, since Somali, the spoken language, has no written form. Most of the population are Sunni Moslems. The literacy rate was estimated to be 5 percent in 1963.

Manpower and Employment

Employment and Unemployment. About 60 percent of the population lead a nomadic or seminomadic existence and another 19 to 22 percent are engaged in

agriculture. The number of wage and salary earners was estimated at 120,000, or about 14 percent of the labor force, in 1965. The total number of persons employed in the Government, police, public corporations, banks, and private industrial and commercial units employing 5 persons or more was about 47,000 in 1964. This was about 2 percent of the population, or 5.8 percent of the labor force. Employment of women amounted to about 3.7 percent of total employment in the private, nonagricultural sector and 5.5 percent in the Government sector. There is considerable unemployment in urban centers, to some extent a result of the movement of nomads from rural to municipal areas. In 19 urban centers in the southern region, 25,153 workers had registered for employment in 1963. Only about 25 percent, or 6,400, were placed in jobs. Since that time, the unemployment situation has worsened considerably. Underemployment is known to be extensive.

Productivity, Skills, and Training. The level of productivity is low in both agriculture and industry, owing largely to the lack of technical knowledge and shortages of trained professional, managerial, technical, and skilled and semiskilled personnel. In 1964, professional or technically qualified persons comprised only about 0.5 percent of the labor force. In that year, there were seven intermediate vocational and seven technical schools. A new technical school accommodating 180 students was built in 1965.

Labor Standards

Labor Legislation. The Somali Labor Code of November 1958 has been extended to include the entire Republic. It provides for annual bonuses and establishment of minimum wages, when not regulated by collective agreements; maximum hours of work; a weekly rest day; annual leave; equal pay for equal work for both men and women; standards for conditions of work of women and young people; and maternity benefits. It prohibits nightwork for women and young persons; requires a workbook to be maintained by all employed persons; includes health and safety standards; provides for collective bargaining and the regulation of labor disputes; and guarantees the right of labor to organize and to strike. Additional legislation covers civil servants. The Somali Social Insurance Fund (C.A.S.S.), under the Ministry of Health, Labor, and Veterinary Services, is responsible for the administration of the Employment Injury (Occupational Diseases) Law of 1951, as amended in 1954, which covered 16,040 wage and salary earners as of December 31, 1965. The law makes industrial accident insurance compulsory and the program is financed entirely by the employer (either Government or private). Legislation enacted in 1954 and 1955, applicable only to public employees, provides for retirement benefits, which are financed by Government and employee contributions.

Administration and Practice. The Ministry of Health and Labor administers labor legislation. The Labor Department of the Ministry works through regional and district inspectors in carrying out these duties.

Wages, Hours, Prices, and Level of Living

Daily wages in 1966 for painters range from US\$1.12 to US\$1.68; cement masons and carpenters, US\$1.40 to US\$2.10; laborers, US\$0.70 to US\$1.12; and mechanics, US\$2.10 to US\$2.80. In the agricultural sector, daily wages range from US\$0.63 to US\$0.84. Wage and salary earners receive additional remuneration through fringe benefits, profit-sharing schemes, and bonuses distributed twice a year.

The official workweek is 48 hours, 8 hours a day, except for agricultural and custodial workers, who work 10 hours a day, 60 hours a week. In Government service, the official workweek is 40½ hours. Overtime is limited to 12 hours a week for those working 48 hours weekly. All workers are guaranteed an annual vacation, the length of which depends upon the number of years of service. There are 16 legal holidays.

The cost-of-living index for the capital, Mogadiscio, rose from 112 in 1960 (1958=100) to 125 in 1963 and 159 for the first 9 months of 1965. The level of wages in the money economy has been rising gradually in recent years. Most of the people, however, are nomads living at a subsistence level.

Employer Organizations

Information is unavailable on employer organizations.

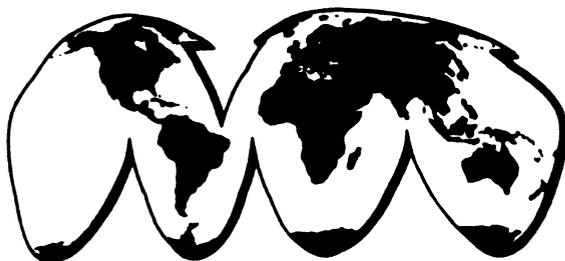
Labor Organizations

Information on the total trade union membership in the Somali Republic is not available. Data on the three trade union centers indicate that there are at least 13,000 organized workers in the country. Of these, the Somali Confederation of Labor (Confederazione Somali dei Laboratori--CSL), the largest of the national trade union centers, claimed about 5,300 members in 1964, or less than 1 percent of the 120,000 wage and salary earners. The CSL, which was formed in 1949, has 14 affiliates. It has been affiliated with the International Confederation of Free Trade Unions (ICFTU) since 1955 and is a member of its African Regional Organization (AFRO). It also is a founding member of the African Trade Union Confederation (ATUC).

Two smaller centers are the Confederation of United Trade Unions of Somalia (Confederazione Sindacale Lavoratori Uniti della Somalia--CSLUS) and the General Confederation of Somali Workers (Confederazione Generale dei Lavoratori della Somalia--CGLS). The CSLUS was formed in 1959 by a merger of the Somali Federation of United Trade Unions (Federazione dei Sindacati Lavoratori Uniti della Somalia--FSLUS) and the Federation of Arts and Crafts Workers (FLAM). The CGLS, which was formed in 1961, is affiliated with the Communist World Federation of Trade Unions (WFTU). It has a close relationship with the opposition SDU party.

Labor-Management Relations

Collective bargaining contracts are not common, since there are few industries employing large numbers of workers and because the Government is the largest employer. The first step in the settlement of labor disputes is conciliation by the district labor inspector and/or the regional labor inspector; if these proceedings fail, a worker-employer arbitration board negotiates a settlement. Unsettled cases may be referred to ordinary courts. The Labor Code gives workers the right to strike, providing conciliation and arbitration procedures have been exhausted; 48 hours' notice in writing must be given to the interested parties. In the case of strikes involving public services and public utilities, 10 days' written notice must be given after all other procedures have failed. At various times during the past few years, schoolteachers, dockworkers, and workers in the sugar refining industry have gone on strike.



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LABOR CONDITIONS IN THE REPUBLIC OF SOUTH AFRICA

The Republic of South Africa, with an area of 472,359 square miles, is at the southern end of the African continent. In 1965, it had an estimated population of 17,832,000.

Factors Affecting Labor

Political. The Constitution, incorporated in the Republic of South Africa Constitution Act, 1961, provides for a parliamentary form of government. The President, the formal Chief of State, is elected for a 7-year term by an electoral college composed of members of Parliament--the House of Assembly, with 170 members, and the Senate, with 54 members. He acts on the advice of the Prime Minister and his Cabinet, consisting of 17 Ministers and 4 Deputy Ministers. Suffrage is limited to whites over 18 years of age. The two main political parties are the Nationalist Party and the United Party.

Economic. South Africa has a highly developed economy. Livestock raising is the main occupation of the rural population. The country is virtually self-sufficient in foodstuffs. Corn, wheat, peanuts, sugar, tobacco, and potatoes are the most important field crops. Industrial development is extensive and has been expanding rapidly in recent years. South Africa not only leads the world in the production of gold but also has among its minerals large deposits of diamonds, platinum, uranium, coal, iron ore, chrome, manganese, and asbestos, and a large variety of other minerals. In 1964, gold accounted for 43 percent of total export earnings, followed by exports of food and live animals (16 percent), wool (8 percent), and hides and skins (2 percent), metal ores, diamonds, and metal and metal manufactures (each about 6 percent). South Africa's first 5-Year Economic Development Program (1965-70) envisions a 5½ percent annual growth rate.

Social. Estimates of the population, by racial group, in 1965 revealed that 68.5 percent were Bantu (African); 19 percent, European (white); 9.5 percent, Colored (racially mixed); and 3 percent, Asiatic (Indian). About 60 percent

of the Europeans are Afrikaners, of Dutch, French Huguenot, and German descent; the remainder are of British stock. The principal African groups are the Xhosa (29 percent), Zulu (26 percent), and Northern and Southern Sotho combined (22 percent). The official languages are Afrikaans and English; the Africans speak a number of indigenous languages. Afrikaans is now obligatory in most schools. A majority of the whites are Christian. Over half of the Africans are animists and the remainder are Christians. The main religions of the Asians are Hinduism and Islam. Education is free and compulsory for all white children aged 7 to 16 years. School attendance is not compulsory for Africans. Most of the white population is literate; the literacy rate of Africans is estimated at 35 percent.

Manpower and Employment

Employment and Unemployment. According to the 1960 census, 35.6 percent of the population, or 5,696,060 persons, were in the labor force. Africans comprised 68 percent of the total; whites, 20 percent; Coloreds, 10 percent; and Asians, 2 percent. Approximately 30 percent of the labor force were in agriculture, forestry, and fishing; 21 percent, in services; 12 percent, in manufacturing; 10 percent, in mining and quarrying; 8 percent, in commerce and finance; 5 percent, in construction; 4 percent, in transport, storage, and communications; 1 percent, in electricity, gas, water, and sanitary services, and 9 percent, unspecified and presumably unemployed.

South Africa in recent years has been experiencing a critical manpower shortage in all sectors of the rapidly expanding economy. According to informed observers, as well as some members of the South African business community, the shortage, which consists mainly of professional and technical personnel and skilled and semiskilled workers, is primarily the result of the Government's restrictive policies, such as job reservation (by law reserving the higher skilled, better paid jobs for whites), dual wage scales, and the denial of official status to non-European workers. These policies prevent the full and efficient utilization of the large reservoir of nonwhite labor. Attempts to alleviate the shortage of white manpower by recruiting workers outside the country have not been successful.

No data are available to indicate the extent of unemployment. Underemployment exists primarily among the African rural population engaged in subsistence agriculture (40 percent of the total African labor force).

Productivity, Skills, and Training. The general level of productivity is low, largely as a result of apartheid laws and regulations, especially job reservation. In some industries, however, productivity is comparable to that in European countries and the United States. The increases in productivity which have occurred in recent years have resulted primarily from the more intensive use of capital equipment and a rapidly advancing technology. Although the migratory labor system and legal and institutional barriers severely limit the ability of nonwhites, primarily the Africans, to acquire and exercise skills or to undertake more productive work, the shortage of manpower has enabled them to enter into an expanding range of more skilled jobs formerly reserved for whites.

Whites constitute only 20 percent of the labor force, but they provide over 67 percent of the workers in professional, managerial, and administrative

occupations. Adequate educational, vocational, and technical training facilities for nonwhites are not available. Africans are not legally barred from entering into apprenticeships, but most of them cannot meet the prescribed minimum educational requirements; they are not permitted to attend white technical colleges; employers will not indenture them; and white artisans will not train them. Many employers provide on-the-job training.

Labor Standards

Labor Legislation. South Africa has a considerable body of labor legislation. The Industrial Conciliation Act, 1956, as amended, provides machinery for the registration of labor and employer organizations and the settlement of industrial disputes, defines conditions under which strikes and lockouts are lawful, protects the right to organize, and provides for the formation of tripartite (Government, employer, and labor representatives) industrial councils, which negotiate binding industrial agreements governing wages and working conditions. Section 77 of the act provides for the reservation of specified classes of work in any enterprise, trade, occupation, or industry to each race. Similar provisions are incorporated in legislation regulating the mining, building, and transport industries. Wage Act No. 5 of 1957 provides for fixing wages and working conditions (by the Wage Board) of workers not covered by collective agreements or awards. The Factories, Machinery, and Building Work Act, 1941, provides for the registration of factories and for setting maximum hours of work and minimum conditions of employment for all factory workers, who, by law, must be separated by race at the place of work. The Native Labour (Settlement of Disputes) Act, 1953, prohibits strikes and lockouts among African workers, provides for the compulsory adjudication of disputes through a Central Native Labour Board, Regional Labour Committees, and African works committees at the shop or factory level. A dispute not settled at these levels may be submitted to the Wage Board. Legislation requires all Africans over 16 years of age to possess, and produce on demand, a reference book, which contains a record of their employment; they must also register contracts of employment with the authorities. A network of labor bureaus controls the entry into, residence in, and employment of Africans in the principal urban, mining, and industrial areas. Africans who do not accept the employment offered by the employment officer may be dealt with under provisions relating to idle and undesirable persons--arrested without warrant, tried by an administrative official and sent home, sent to various penal institutions (as provided for under the Work Colonies Act, 1949), or ordered to work for some employer for a specified period of time. Nonwhite workers are also subject to penal sanctions for breach of an employment contract. Employment offices established under another law perform the normal functions of such offices for non-Africans. The Apprenticeship Act, 1922, as amended, provides the statutory framework for apprenticeship.

The Unemployment Insurance Fund, established in 1957 and revised in 1962, is financed by employer, employee, and Government contributions. Its coverage extends to all Africans who earn between US\$764 and US\$4,000 a year (thus excluding most Africans), and all whites, Asians, and Coloreds earning up to US\$4,000 annually. In a few cases, Africans are permitted to participate in private funds established by employers and trade unions. The Workmen's Compensation Act, 1941, as amended, provides for compensation financed by employers for employees injured or killed at work and also for occupational diseases.

Wages, Hours, Prices, and Level of Living

Wages set by the Wage Board and industrial agreements vary from industry to industry and also depend on the area, the employer, and the worker's race. The wages paid to Africans, a large majority of whom are unskilled workers, are in general much lower than the US\$84.00 per month (US\$1.80 per day) minimum wage considered necessary for maintaining an urban standard of living for a typical African family of five. In 1964, 96.6 percent of the nonwhite railway workers and over 59 percent of the nonwhite civil servants earned less than this amount, including salary, rations, and quarters allowances. The average monthly wage of Africans in industry in 1964 was US\$54.60 and in construction, US\$51.80; in mining, it was approximately US\$42.00 to US\$44.80, including shelter, food, some clothing, medical care, and recreational facilities. In comparison, the average monthly wage of whites was US\$268.80 in industry; US\$281.40 in construction; and US\$224.00 in mining, excluding the value of pension, medical, leave, and other benefits. In many cases, Africans receive only about 25 to 30 percent of the average wage of the white laborer, despite the fact that they often perform the same job as white men.

The average hours of work per week in 1964 ranged from 40 to 44, with the average for Africans higher than for the other racial groups in both manufacturing and construction.

Prices have risen rapidly in recent years as indicated by the consumer price index, which was 107.1 (1958=100) in December 1963 and 114.4 in December 1965. The level of living of whites is much higher than that of Africans.

Employer Organizations

At the end of 1964, 225 employer organizations were registered under terms of the Industrial Conciliation Act, 1956. Most major industries and trades are members of employer organizations, the most important of which is the South African Federated Chamber of Industries. Associations established for every branch of agriculture are affiliated with provincial organizations, which in turn are members of the South African Agricultural Union.

Labor Organizations

The Industrial Conciliation Act of 1956, as amended, which excludes Africans from its coverage, has significantly affected the development of trade unions in South Africa. Although Africans may join trade unions, these unions are denied legal recognition which, among other things, provides for the right to organize and to negotiate collective agreements. All unions formed since 1956 have been required to establish autonomous branches for each of the racial groups represented in their membership. South African trade unions may be divided into the following six categories based on their racial composition: African; Colored; Indian or Asiatic; white; nonwhite, i.e., members from more than one nonwhite racial group; and racially mixed, i.e., both white and nonwhite members. Most unions have all-white membership.

Complete information is not available on the total trade union membership in South Africa; however, it is probably well in excess of 420,000.

The largest of the three national trade union centers is the multiracial Trade Union Council of South Africa (TUCSA), which claims 196,844 members in 76 affiliates, or about 47 percent of organized labor. Formed in 1954, TUCSA amended its constitution in 1962 to permit the affiliation of African unions. At present, it has some 11 African affiliates. TUCSA's total nonwhite membership was estimated in 1965 to be roughly 70,000, or about 36 percent of total TUCSA membership. TUCSA has consistently opposed certain aspects of the Government's labor policy, such as job reservation and nonrecognition of African unions. It also has sought to improve the African worker's economic position, particularly by advocating payment of the rate for the job, regardless of race.

The other two national centers are the Coordinating Council of South African Trade Unions (CCSATU), with 39,030 members in 1962, and the South African Federation of Trade Unions (SAFTU), with 66,263 members in that year. These national centers, together with the Federal Consultative Council of South African Railway and Harbours Staff Associations, cooperate within the South African Confederation of Labour (SACL), a coordinating body which supports the Government's labor policy. The CCSATU, which was formed in 1948, is composed of all-white membership, while SAFTU, formed in 1951, has one affiliate with nonwhite membership.

The Federation of Free African Trade Unions of South Africa (FOFATUSA), a small African national center which was an affiliate of the International Confederation of Free Trade Unions (ICFTU), decided to dissolve itself in early 1966 and urged its affiliates to join TUCSA. The South African Congress of Trade Unions (SACTU), a predominantly African national center aligned with the banned African National Congress party, has ceased to function.

In addition to the existing national centers, there are a large number of independent unions of varying racial composition. One of the largest of these is the racially mixed Amalgamated Engineering Union, with 17,608 members claimed, which disaffiliated from TUCSA in 1966. There are also 14 industrial joint committees, which coordinate the activities of a number of unions in a particular industry irrespective of their national affiliation.

Nine International Trade Secretariats (ITS) have a total of 36 affiliates in South Africa, including 19 unions affiliated through three industrial joint committees. The nine ITS are: The International Federation of Building and Woodworkers; International Federation of Commercial, Clerical, and Technical Employees; International Union of Food and Allied Workers' Associations; International Graphical Federation; International Metalworkers' Federation; Miners' International Federation; International Shoe and Leather Workers' Federation; International Textile and Garment Workers' Federation; and the International Transport Workers' Federation.

Labor-Management Relations

At the end of 1964, 132 industrial council agreements were in operation; 44 conciliation boards had been established; of these, 28 had settled the disputes, 10 were still considering their disputes, and 4 had referred their disputes to the Industrial Tribunal for arbitration (all were settled); 2 disputes were settled by the parties. Of the 37,849 shifts lost during the year as a result of work stoppages, 36,049 resulted from a 12-week strike involving

600 white workers in one industry. The large majority of the labor force are comprised of African workers who are excluded from the system of industrial relations established by the Industrial Conciliation Act by its definition of an employee. As a result, their wages and other conditions of employment are not arrived at through collective bargaining by representatives of their own choosing but are prescribed either by Government regulation or by the application of existing collective agreements to them. They are not permitted to join registered trade unions and any they may form are not legally recognized. Legislation also restricts the operations of recognized mixed trade unions of white and nonwhite persons and, since 1956, has in effect prohibited the registration of such new unions. Africans have no right under law to participate in the settlement of disputes and any strike by them is a statutory crime, subject to heavy penalties.



LABOR DIGEST

No. 132

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN SOUTH WEST AFRICA

South West Africa lies on the west coast of Africa and adjoins South Africa on the northwest. It covers an area of 317,725 square miles and, according to the 1960 census, had a population of 526,004.

Factors Affecting Labor

Political. Since January 1, 1921, South West Africa has been administered by the Republic of South Africa under a League of Nations mandate, which provided that it could be administered under the laws of South Africa as an integral part of its territory. South Africa's administration of the Territory was recently the subject of a case before the International Court of Justice.

The Administrator of the Territory, appointed by the South African Government, heads the South West Africa Government. He has semiveto rights on all matters except African affairs, which, since 1954, have been the responsibility of South Africa's Department of Bantu Administration and Development. All executive power rests with the South African Government and all legislative power, with the South African Parliament. The South West Africa Legislative Assembly, composed of 18 members, has power to legislate on matters not reserved to the Republic's Government, subject to the latter's approval. The Territory has six seats in South Africa's House of Assembly and four seats in the Senate. The franchise is limited to white adult citizens. The South West Africa National Party is dominant in the Government; the opposition, the United National South-west Party, lost its last seat in the territorial legislature in the 1966 general election.

Economic. The most important economic activities are mining, fishing, and agriculture, which consists essentially of raising cattle, sheep, and goats. In 1964, mining accounted for 60 percent of the total value of exports; fishing, 21 percent; and agriculture, 19 percent. Diamonds, the most important mineral, contributed 40 percent of the value of total exports; next in importance were

copper, lead, and zinc. Livestock, pelts, hides, and skins accounted for 96 percent of total agricultural exports and karakul pelts alone, for 43 percent. Industrial activity, other than the operations of the mining companies and fish factories, is very limited. The administration is investing heavily in development programs under the first 5-year plan. In 1962, the per capita gross domestic product was US\$376.88, one of the highest in Africa.

Social. Of the total population in 1960, 80 percent were Africans (Natives), 14 percent were whites, and 6 percent were Coloreds (people of racially mixed origin). The Ovambos numbered 239,363 in 1960 and comprise the largest ethnic group; others are the Damara, 44,353; Hereros, 35,000; Nama, 34,806; Rehoboth Basters, 11,257; and Bushmen, 11,762. Most of the nonwhite population is animist; the white population is predominantly Christian. The official languages are English and Afrikaans, but German is officially recognized. It is compulsory for white children to attend school. The administration has recently undertaken a campaign against illiteracy among the nonwhite population.

Manpower and Employment

Employment and Unemployment. In 1964, 2,654 of the white wage and salary earners were employed in mining; 3,270 were railway workers; about 4,000 were in Government service; and an unspecified number were engaged in the fishing and other industries. A majority (267,671 in 1960) of the nonwhite labor force live in the Northern Native Reserves and practice subsistence agriculture, based on cattle and millet. Almost two-thirds of the 28,000 Africans (in 1961) living in 17 Native Reserves in the Police Zone in the south work on European-owned farms; they are not allowed to own land. Nonwhite wage and salary earners employed in mines in 1964 numbered 10,208; in railways, 4,160; and in Government service, about 4,000.

In order to earn cash wages, Africans from the reserves must enter the Police Zone to work. The South West African Native Labor Association (Proprietary) Ltd. (SWANLA), the single labor recruitment system in the Territory since 1943, enters into contracts for African labor with the prospective employers, who pay SWANLA, for each African ordered, an amount varying between US\$22.40 and US\$50.40, depending on the category of laborer. African workmen enter into a 12- to 18-month contract with SWANLA, which assigns them to their destination and determines the wages and working conditions stipulated in their contracts. Of the 27,161 Angolans and Ovambos recruited in 1961, 6,703 were assigned to the mines, 9,559 to other industries and works in South West Africa, 8,658 to farms, and 2,241 to South African mines. Contract laborers are not permitted to bring their families with them. After the termination of their contract, they must return to the Native Reserve for a period of at least 3 months, after which they may again be recruited for work in the Police Zone.

There is virtually no unemployment among the white population. The system which regulates the labor force in the Territory precludes the measurement of unemployment among Africans. Underemployment is widespread among the African work force in the subsistence economy.

Productivity, Skills, and Training. Primitive methods of production in the large subsistence sector, the lack of opportunities for education, training, and advancement, illiteracy, and poverty among the African labor force contribute

to low productivity. In addition, the system of contract labor under which a majority of Africans are employed results in a high rate of turnover, lack of job tenure, and limited opportunities for the acquisition of skills and experience. All professional, technical, administrative, managerial, and skilled jobs are held by Europeans; Africans are confined to unskilled work. Most of them on farms are laborers, servants, herdsman, and shepherds; others are mine laborers, cannery workers, messengers, and porters. In some cases, legal provisions, such as mining regulations, bar African workers from promotion.

Labor Standards

Labor Legislation. Under existing legislation which applies only to African workers, infractions of labor discipline, unauthorized absences, refusal to take orders, failures in the performance of assigned tasks, engaging in strikes, breaking a contract before it expires, and many other acts are considered criminal offenses punishable by law. Africans do not have the right to organize or bargain collectively. The Government and employers determine wage rates and other conditions of employment.

Administration and Practice. No information is available on the structure of labor enforcement agencies nor on their operations.

Wages, Hours, Prices, and Level of Living

Minimum wage rates for contract workers in mining are US\$0.42 per shift (8 hours) for the first half of the contract year, US\$0.49 for the next 3 months, and US\$0.56 for the last 3 months; for similar periods in industry, the rates are US\$0.36, US\$0.42, and US\$0.50, respectively. In both mining and industry, the workweek is 48 hours and time and a half is paid for overtime. In agriculture and domestic service, minimum monthly wage rates are US\$6.30 (for young workers aged 16 and 17), US\$8.40, US\$9.45, and US\$10.50, depending on the category of worker; their hours of work are not regulated and reportedly often exceed 48 per week. Labor contracts require employers to furnish their employees with food, lodging, medical care, and some clothing. The actual wages and fringe benefits workers receive vary by industry and size of employer. African workers living in Reserves in the Police Zone receive higher wages than those employed under contract. A representative monthly wage for Coloreds is about US\$112.00. Europeans receive wages ranging from US\$280.00 per month in the motor industry to US\$840.00 in the fishing industry.

Reportedly, the cost of living in the Territory is 20 percent higher than in South Africa. The level of living in the rapidly expanding economy is high for Europeans but very low for non-Europeans, many of whom live at a subsistence level.

Employer Organizations

No information is available on employer organizations.

Labor Organizations

No trade unions are known to exist in South West Africa. The Union of South West Africa Workers-in-Exile was formed in Dar es Salaam, Tanzania, in

1962. However, current information on this organization is not available and it is not known if it still exists.

Labor-Management Relations

The conditions under which the large African majority in the labor force are employed provides them no opportunities to participate in the determination of their conditions of employment. They have no right to organize, bargain collectively, elect shop stewards or grievance committees, and they may not engage in strikes.



LABOR DIGEST

No. 133

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LABOR CONDITIONS IN SOUTHERN RHODESIA

Southern Rhodesia, located in south-central Africa, has an area of 150,333 square miles. Its population in mid-1965 was estimated at 4.26 million.

Factors Affecting Labor

Political. Formerly part of the British-administered Federation of Rhodesia and Nyasaland and a self-governing colony of the United Kingdom, Southern Rhodesia unilaterally proclaimed itself independent November 11, 1965. As neither Great Britain nor any other country has recognized the present Rhodesian regime, the present political and constitutional status is in question. The United Kingdom imposed economic sanctions to bring to an end the rebellion in Southern Rhodesia. In this action, the United Kingdom has been widely supported by the policies of the rest of the world and by the United Nations Security Council on November 12 and 20, 1965. Future political arrangements and institutions will depend on the nature of the resolution of the present crisis.

Governmental institutions of the rebel regime, operating under the Constitution of 1961 and incorporated into the illegal Constitution of 1965, include a Legislative Assembly to which members are elected by voters on the income-, property-, and education-based rolls, which consist of an "A" roll (50 seats, held almost exclusively by whites) and a "B" roll (15 seats, held almost exclusively by Africans), and an appointed Constitutional Council whose function is to safeguard the constitutional rights of individuals (primarily Africans). Opposing the dominant party, the Rhodesian Front, are the Zimbabwe African National Union (ZANU) and the Zimbabwe African People's Union (ZAPU), both outlawed since 1963.

Economic. Agriculture, the main economic activity, provides almost 25 percent of the gross national product (GNP), with tobacco accounting for over 50 percent of the total crop value; manufacturing (especially agricultural implements, truck bodies, and processed foods) contributes about 15 percent of

the GNP, and commerce, about 13 percent. Among the minerals exploited are asbestos, gold, chrome, coal, and copper. The main exports are tobacco, minerals, corn, and manufactured goods. Almost half of the 4 million Africans are virtually outside the money economy.

Social. Africans, who comprise about 94 percent of the population, are mainly of various Bantu tribes; two large groups, the Mashona and the Matabele, each include various groups of tribes. Europeans comprise about 5 percent of the population, and the remainder are Asians and Coloreds (persons of mixed race). The white minority are Christians; most Africans are animists but some are Christian. English is the official language; two main Bantu languages, Ndebele and Shona, are spoken by many Africans. African enrollment in primary schools in 1965 was approximately 628,000 and in secondary schools, 11,500. The literacy rate is about 20 percent.

Manpower and Employment

Employment and Unemployment. Data on the size of the total labor force are unavailable. Wage and salary earners in 1964 numbered about 693,000, of whom the largest numbers were in agriculture, forestry, and fishing (228,000); services, including domestic service (180,000); and commerce (58,000). About 80,000 to 90,000 were Europeans (holding most supervisory and technical positions), Asians, and Coloreds; of the estimated 603,000 Africans (mostly unskilled and semiskilled), 42 percent were in agriculture, 12 percent in manufacturing, and 23 percent in services (including domestic service). In 1964, almost half of the labor force (especially migratory farm laborers) came from outside the country, mainly from Malawi, Zambia, and Mozambique. African unemployment in 1964 was estimated at 70,000. European unemployment has been insignificant, but it is expected to increase with the disruption in trade following the imposition of economic sanctions by most of Southern Rhodesia's trading partners in 1965 after the November declaration of independence.

Productivity, Skills, and Training. Productivity of African workers is, in general, low as compared with that of Europeans, owing partly to the relatively limited skills and training of most of the African labor force. A variety of schools at the secondary level offer some commercial and technical subjects. In 1964, there were 49 teacher-training institutions, as well as agricultural colleges. In 1965, African enrollment in teacher-training schools was 2,819 and in technical and vocational schools, 830. The training of apprentices is governed by industry committees, which include training specialists as well as representatives of employers and workers.

Labor Standards

Labor Legislation. The principal labor laws are the Apprenticeship Act, which provides for industry committees; the Factories and Works Act, which provides for protection of workers' health and safety in industry; and the Industrial Conciliation Act, which governs the registration of worker and employer organizations, procedures for the settlement of industrial disputes, and the right to strike. The Industrial Conciliation Act also provides for industrial councils and boards authorized to negotiate conditions of work in industries where labor organizations are not strong enough to do so.

Administration and Practice. The Government, in addition to administering the labor laws, conducts employment exchange services and operates a Workmen's Compensation Insurance Fund to provide compensation in the case of industrial accidents or death resulting therefrom. At the end of 1964, the Department of Labour (in the Ministry of Labour and Social Welfare) had 31 industrial inspection officers and 25 industrial and labor assistants. The industrial councils and boards had established conditions of work for about 125,000 employees by the end of 1964.

Wages, Hours, Prices, and Level of Living

Annual earnings of non-Africans in 1964 averaged US\$3,475 and of Africans, US\$339. The average hourly wage of skilled workers (electricians, painters, etc.) in 1964 was US\$1.54 to US\$1.68 in most industries and US\$1.88 in printing. At the end of 1964, minimum monthly wage rates set by industrial boards ranged from US\$18.20 for unskilled work in urban areas to US\$40.95 in motor vehicle manufacturing. In many cases, employers provide free housing for the lowest paid African workers. No information is available on hours of work or on vacations and holidays. From January 1962 to June 1965, the consumer price index for Europeans rose by 12 percent and for Africans in the main towns, by 9 percent.

Employer Organizations

At the beginning of 1965, there were 33 registered employers' associations; the membership included mine owners, transport operators, clothing manufacturers, and others. In addition, there are Chambers of Commerce and Chambers of Industry in Salisbury, Bulawayo, and elsewhere.

Labor Organizations

Total trade union membership is approximately 82,000, or about 12 percent of the 693,000 wage and salary earners in 1964. Unions representing Africans have a total membership of about 56,000, or some 9 percent of the estimated 603,000 African wage and salary earners. Unions representing non-Africans have a membership of nearly 26,000, or some 30 percent of the estimated 80,000 to 90,000 non-African wage and salary earners.

The African Trade Union Congress (ATUC) has nine affiliates with a total membership of 29,198, or about 36 percent of all trade union members. The ATUC was formed in 1962 as the Southern Rhodesian African Trades' Union Congress (SRATUC). It adopted its present name in 1963 when it absorbed the Southern Rhodesia Trades' Union Congress (SRTUC). It is affiliated with the African Trade Union Confederation (ATUC). The largest ATUC affiliate is the Railway African Workers' Union (RAWU), with some 16,000 members.

The other African center, the National African Federation of Unions (NAFU), has seven affiliates with about 14,670 members, or 18 percent of the organized work force. The NAFU was formed in 1965 by former affiliates of the banned Zimbabwe African Congress of Unions (ZACU), which had a close relationship with the outlawed ZANU party. The NAFU is affiliated with the All-African Trade Union Federation (AATUF).

The national center representing Europeans, the Trade Union Congress of Rhodesia (TUCR), has 11 affiliates with about 16,140 members, or about 20 percent of all trade union members. The TUCR was formed in 1964 as the successor to the Trade Union Congress of the Federation of Rhodesia and Nyasaland (FTUC). It supports the policies of the Rhodesian Front.

There are a number of African and European unions not affiliated with any national center.

Nine International Trade Secretariats (ITS) have affiliates in Rhodesia: The International Federation of Commercial, Clerical, and Technical Employees; International Union of Food and Allied Workers' Associations; International Metalworkers' Federation; Miners' International Federation; International Federation of Petroleum and Chemical Workers; Postal, Telegraph, and Telephone International; Public Services International; International Textile and Garment Workers' Federation; and International Transport Workers' Federation.

Labor-Management Relations

Collective bargaining plays a less important role than the industrial councils and boards in the determination of wages and conditions of employment. The unions, however, from time to time conduct strikes. In 1964, there were 119 strikes involving 14,866 employees and the loss of 42,698 man-days (the largest figure since 1960); one strike alone (at a colliery) involved 4,200 employees and the loss of 32,000 man-days.



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LABOR CONDITIONS IN SPANISH SAHARA

Spanish Sahara, located along the northern coast of Africa, covers an area of approximately 102,700 square miles and, in 1963, had an estimated population of 25,000 to 40,000.

Spanish Sahara, organized as a province in 1958, is administered by an appointed Governor General, who is assisted by a General Secretary. The Provincial Council is elected on the basis of limited suffrage.

Because most of the area is desert, agriculture is practically nonexistent. Cocoa is the leading commercial crop and some barley and corn are grown in nondrought years; fruit and vegetables are grown in the few oases. The major industries are fishing and handicrafts. Animals--mainly camels, goats, and sheep--are regarded by the people as symbols of wealth and property.

The four principal groups comprising the population are the Chorfa, Arabs, Tecna, and Znaga; there are also about 2,000 Spaniards. Moslems constitute 50 percent of the population; most of the remainder are Catholics. In 1957-58, 10 teachers staffed the country's 8 schools, which together enrolled 337 students. In addition, several hundred adults attended classes. Literacy among the Spaniards is estimated at nearly 100 percent and among the nomads, possibly 5 percent.

Fifty percent of the labor force, estimated at 12,000 in 1961, were engaged in agriculture.

There are no trade union organizations, and there is no information available on syndicates in Spanish Sahara.



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LABOR CONDITIONS IN THE REPUBLIC OF THE SUDAN

The Republic of the Sudan, located in northeast Africa, has an area of 967,500 square miles and is the largest country in Africa. It had an estimated population of about 13 million in 1964.

Factors Affecting Labor

Political. The Sudan became an independent republic in 1956 under a provisional constitution establishing a parliamentary system of government. A military junta seized power in 1958 and ruled the country until October 1964, when popular discontent forced it to step down. The 1956 Constitution was reinstated, with a number of important changes; a Constituent Assembly, elected in the spring of 1965, will serve as a legislature for a period of 2 years and will draft a permanent constitution. The Assembly appoints both the Supreme Council of State (the Sudan's highest constitutional authority) and the Prime Minister. The present Government, headed by Prime Minister Mohammed Ahmed Mahjoub of the Umma Party, is a coalition of the Umma Party and the National Union Party (NUP).

Economic. The economy, which is primarily agricultural, consists of a modern sector based mainly on the production and export of cotton and a traditional sector that produces for domestic consumption. In 1963, agriculture accounted for 51 percent of the gross domestic product; transportation and banking, 18 percent; mining, manufacturing, and construction, 11 percent; and services and miscellaneous activities, 20 percent. Only 3 percent of the total area is under cultivation, but land capable of producing crops is estimated to be five to six times this amount. The main crops are cotton (which accounted for 55 percent of exports in 1963), gum arabic, grain, and oilseeds; the principal industries are food processing, maintenance and repair of transport and agricultural machinery, and production of consumer goods. The "National Charter" of the coalition Government proposes a program of substantial state control and direction

of all economic activities. A 10-year development plan (1961-71) is in the process of revision.

Social. Arabic is the official language of the country and the native tongue of over half of the population. Most of the people in the south speak diverse African languages and dialects, but English is also spoken, serving to some extent as a lingua franca. In the north, English is widely spoken among the educated, but a majority of the population speak only Arabic. Islam, the official religion, is practiced by over 60 percent of the population; the south has some followers of Christianity but is predominantly pagan. Among the Sudanese, the principal ethnic divisions are Arab (40 percent), Nilotic, or Negroid, elements (20 percent), Beja (6 percent), and Nubian (Arab-Negroid, 6 percent). Although non-Sudanese account for less than 3 percent of the population, they are important in private industry and commerce. Northern Sudanese dominate politics and public administration. Of 1.5 million children aged 7 to 11, 397,799 were enrolled in elementary schools during the 1963-64 school year. The literacy rate is estimated at 5 to 10 percent.

Manpower and Employment

Employment and Unemployment. The labor force was estimated at 3.5 million, or about 27 percent of the population, in 1964. About 90 percent were engaged in agriculture, hunting, fishing, and animal husbandry; about 5 percent were employed in Government services, transportation, and commerce; and the remaining 5 percent were in other activities. The Government, with about 200,000 wage and salary earners, is the largest employer of the nonagricultural labor force. Much of the economic activity is seasonal. The Gezira Scheme, which produces the bulk of the Sudan's cotton, attracts thousands of Sudanese from all parts of the country during the cotton-picking season. Statistical data on unemployment are either incomplete or unavailable. By the end of 1964, the number of unemployed persons was about 45,000 in urban, northern Sudan, with reportedly 18,000 to 20,000 unemployed in the Khartoum area alone.

Productivity, Skills, and Training. The lack of mechanization, low levels of education, and poor health, coupled with lack of incentive to produce other than for immediate needs, are among the factors which contribute to the low level of productivity in both agriculture and industry.

One of the country's major problems is the shortage of skilled and semi-skilled workers, technicians, managers, and administrators. Programs within the school system and in various Government agencies, as well as on-the-job training sponsored by industrial establishments, have been initiated to increase skills. The Khartoum Technical Institute and the Khartoum Senior Trade School are the main training institutes. Almost a thousand students are receiving vocational training outside the country.

Labor Standards

Labor Legislation. The basic provisions of labor legislation are included in the Employers' and Employed Persons' Ordinance (1948), as amended, which contains provisions relating to hours of work, rest periods, sick leave, vacations and holidays, payment of wages, separation benefits, overtime pay,

and other terms of employment. Other ordinances governing labor are the Domestic Servants' Ordinance, 1955; Industrial Apprenticeship Act, 1908; Manpower Act, 1955; Employment Exchange Ordinance, 1955; Wages Tribunals Ordinance, 1952; Workmen's Compensation Ordinance, 1949; Workshops and Factories Ordinance, 1949; and Regulation of Trades Disputes Act, 1966. Social security legislation was enacted in September 1965. Medical and public health services are free.

Administration and Practice. The Department of Labour of the Ministry of Labour and Social Affairs administers and enforces all labor and social security legislation and is responsible for the inspection of work places. Enforcement is limited by the small size of the inspection staff.

Wages, Hours, Prices, and Level of Living

The Government, as the largest employer, sets the wage and salary pattern. Daily wages in 1963 ranged from US\$1.26 to US\$2.10 for carpenters, US\$1.40 to US\$2.24 for mechanics, US\$1.26 for plant maintenance workers, and US\$1.68 to US\$2.24 for yard supervisors. The average wage of unskilled urban workers is about US\$23.00 per month. Seasonal agricultural workers usually receive higher wages.

For the small sector of the economy made up of Government enterprises and commercial and industrial establishments, the average workweek is 36 hours, 6 days a week. Time and a half is paid for overtime in some industries. There are 15 legal holidays. Some Government enterprises provide free or low-cost housing.

The cost-of-living index for the lower income wage and salary earners rose from 142.9 in January 1960 (1951=100) to 165.6 in December 1962 and 178.6 in June 1964, and for higher income wage and salary earners, from 141.2 in January 1960 to 162.8 in January 1963 and 172.3 in June 1964. Rises in the indexes are followed by increases in cost-of-living allowances for certain categories of workers and employees. Most of the population live at the subsistence level. In 1964, the estimated per capita gross national product was US\$88.70.

Employer Organizations

The membership of the Chamber of Commerce includes both local and foreign businessmen. Recently, a number of employers have made considerable progress toward forming an employer organization, for which tentative registration with the Department of Labour has been sought.

Labor Organizations

Based on incomplete data, trade union membership is estimated to be 83,600. At present, there are three national trade union centers: The Federation of Sudanese Workers' Unions (FSWU), formed in 1963, and the Federation of Workers' Trade Unions of the Private Sector and the Federation of Workers' Trade Unions of the Public Sector, both formed in 1965. Although present labor legislation prohibits affiliation with external labor organizations, the FSWU maintains connections with both the International Confederation of Arab Trade Unions (ICATU) and the All-African Trade Union Federation (AATUF). Its secretary

general, El Shafie Ahmed El Seikh, is a vice president of the Communist World Federation of Trade Unions (WFTU). The 1965 Registration of Trade Unions Act required all existing trade unions to reregister to acquire legal status. No information is available on the registration completed to date nor on affiliation of Sudanese unions with national centers. The largest union in the country is the Sudan Railways Workers' (Trade) Union (SRWU), with an estimated 28,000 members in 1965.

Labor-Management Relations

Collective agreements are not common; from mid-June 1963 to July 1964, about 10 were signed.

The Regulation of Trades Disputes Act prescribes procedures for settling all labor disputes, except those involving members of the Armed Forces, police force, prison administration, and the judiciary. The act requires that in the event of a dispute, the parties must negotiate within a maximum period of 3 weeks, after which either party may apply to the Commissioner of Labour for mediation. If mediation fails, the Commissioner, with the consent of both parties, may refer the dispute to an arbitration tribunal, whose membership includes representatives of Government, labor, and management; all of the members (except the chairman) are appointed by the Minister of Labour and Social Affairs. The act also authorizes the Constituent Assembly to refer the dispute to an arbitration tribunal when an essential industry is involved or when the dispute might jeopardize public tranquility.

Strikes and lockouts are prohibited during negotiations, after the award of an arbitration tribunal, when harmful to the public interest, and when the dispute does not involve economic issues.



LABOR DIGEST

No. 136

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LABOR CONDITIONS IN SWAZILAND

Swaziland occupies an area of 6,704 square miles almost wholly within the Republic of South Africa. The population in 1965 was about 296,000.

Factors Affecting Labor

Political. Administered as a Protectorate of the United Kingdom, Swaziland is governed by a British Commissioner, appointed by the Queen of England, and an Executive Council of 10 members (4 official and 6 unofficial). The 1964 Constitution provided for a Legislative Council, of which eight members were elected by universal suffrage, eight by the European voters, and eight selected by traditional Swazi methods. The 1964 election was won by the traditionalist Imbokodvo National Movement and its European allies in the United Swaziland Association. The modernist parties, principal among which is the Ngwane National Liberatory Congress, failed to win a single seat. A new constitution, which will eliminate racial divisions of seats in the Legislature, is likely to go into effect in late 1966 or early 1967.

Economic. Subsistence farming and livestock raising are the principal economic activities of most of the population. The main agricultural products are cotton, tobacco, rice, sugar, and vegetables. The modern economy is based largely on mining; asbestos, a major export, is being superseded by iron ore. Secondary industrial development is recent and is limited to the processing of local agricultural products. In 1963, processed goods, mainly sugar and wood pulp, accounted for about 60 percent of total exports by value; minerals, about 23 percent; and unprocessed agricultural products, 17 percent. In 1965, the annual per capita gross national product was about US\$100.

Social. About 96 percent of the population are African; 3 percent, European; and 1 percent, "Eurafrican" (mixed European and African). About 73 percent of the population adhere to traditional religious beliefs and 27 percent are Christian. The Zulu language is taught in the schools and is generally used for

official purposes. The Swazi language (Siswati) is spoken by most Africans. About 60 percent of the Swazi children aged 5 to 14 attend primary schools. Primary school enrollment in 1963 was 44,430. In 1962, about 36 percent of the population over 9 years of age were literate in at least one language. Literacy among non-Africans is almost universal.

Manpower and Employment

Employment and Unemployment. Most of the labor force (persons aged 15 to 64) are engaged in subsistence farming and livestock raising. The labor force in 1964 was estimated at about 50 percent of the total population. According to official estimates, wage and salary earners in 1964 totaled 50,000. Approximately 38 percent were engaged in agriculture, 23 percent in services, 20 percent in manufacturing, 8 percent in construction, 7 percent in mining, and 4 percent in other activities. About 6,500 Swazi workers are employed annually on farms and in mines in the Republic of South Africa. Unemployment is reported to be chronic. Underemployment is prevalent, particularly in agriculture.

Productivity, Skills, and Training. Productivity improvements are hampered by the continuation of primitive farming methods, overgrazing of land, and a high rate of labor turnover, which inhibits the development of skills. Some employers are now encouraging the formation of a permanent labor force by providing quarters for married workers; in the past, the families of most laborers were left at home. Most of the skilled workers are Europeans from South Africa and Mozambique. According to a 1960 survey, 80 percent of rural male Swazi workers and 40 percent of urban male workers were engaged in unskilled manual jobs, mainly in farming, mining, forestry, and public works. Nonlocals held 30 to 61 percent of the jobs in skilled and professional occupations.

There are a number of trade and teacher-training schools. A tripartite Apprenticeship Board was established in 1964 to promote apprenticeship training. An agricultural training institution was opened in 1966.

Labor Standards

Labor Legislation. The main labor laws include the New Workers' Compensation Proclamation (1963), which covers minimum wages for virtually all workers whose earnings do not exceed US\$1,071 per year; the Trade Unions Proclamation (1942, as amended in 1963); the Industrial Conciliation and Settlement Proclamation (1963), which provides for the establishment of joint negotiating machinery; the Employment Proclamation (1962), which regulates working conditions for women and young persons; and the Mines, Works, and Machinery Proclamation (1960) and Explosives Proclamation (1961), which cover safety in mines and factories.

Administration and Practice. The Secretary for External Affairs and Labour and the Labour Commissioner are responsible for the enforcement of labor legislation. Eight labor officers, an inspector of machinery, and an inspector of mines conduct inspections.

Wages, Hours, Prices, and Level of Living

Minimum wages for unskilled workers in agriculture in 1964 were US\$0.41 to US\$1.71 per week; in mining, US\$2.36 to US\$2.70; in construction, US\$1.61 to

US\$3.57; and in trade, US\$2.93 to US\$3.21. The monetary value of supplementary benefits, such as housing, rations, schools, and medical facilities, is generally estimated by employers to be two to three times the amount of the cash wage. The average monthly earnings of African employees in 1964 varied from US\$8.30 in agriculture to US\$45.48 in construction; those of Europeans ranged from US\$139.22 in the wood, paper, and printing industries to US\$274.52 in construction.

The normal weekly hours of work vary from 45 to 48 in mining and quarrying, 45 to 54 in plantation agriculture, 45 to 50 in construction, 45 to 75 in hotels and catering, 45 to 52 in commerce, and 42 to 68 in domestic service.

The retail price index (January-March 1964=100) was 108.2 in the fourth quarter of 1964.

Employer Organizations

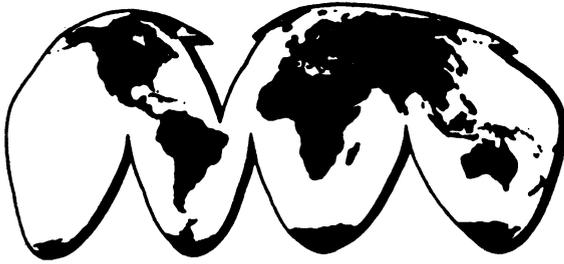
The Federation of Swaziland Employers, which includes most major employers, plays a role in industrial relations.

Labor Organizations

Total trade union membership is estimated to be about 5,850, or approximately 11 percent of the estimated 50,000 wage and salary earners. The Swaziland Federation of Trade Unions, which was formed in 1965, has been dissolved and, at present, there are no national trade union centers in the territory. However, efforts are being made to organize a new national center, the Swaziland Trade Union Congress. There are 14 active trade unions in Swaziland.

Labor-Management Relations

The Industrial Conciliation and Settlement Proclamation provides for the establishment of joint negotiating machinery in each firm and industry and provides for arbitration in essential services. After a dispute is reported to the Labour Commissioner, a cooling-off period of 21 days is required before a strike or lockout is permitted. Joint consultative bodies and works councils exist in a number of enterprises. Reportedly, 4,130 man-days were lost due to strikes in 1964.



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LABOR CONDITIONS IN THE UNITED REPUBLIC OF TANZANIA

Mainland Tanzania, located on the east coast of Africa, has an area of 362,688 square miles and in 1965 had a population estimated at 10,179,000. Zanzibar consists of the islands of Zanzibar and Pemba and other nearby islets situated about 25 miles off the coast of mainland Tanzania. Zanzibar island has an area of 640 square miles and Pemba island, 380 square miles; together they had an estimated population of 320,000 in 1964.

Factors Affecting Labor

Political. Tanganyika became an independent country within the British Commonwealth on December 9, 1961, and a republic on December 9, 1962. In 1964, Tanganyika and Zanzibar (which achieved independence in 1963) united and became the United Republic of Tanzania. Under the Interim Constitution approved in September 1965, the President, assisted by two Vice Presidents, exercises executive power. Legislative power rests with the National Assembly, which can consist of as many as 204 members, 107 of whom are elected; up to 55 members are from Zanzibar. The Tanganyika African National Union (TANU), headed by President Julius K. Nyerere, who was elected for a new 5-year term in September 1965, is the only political party on the mainland; the Afro-Shirazi Party (ASP) is the national party in Zanzibar.

Economic. Agriculture, by far the largest economic sector, is the basis of the economy. In 1964, it contributed 57.6 percent of the gross domestic product (GDP), of which about 12 percent was accounted for by nonagricultural primary products, namely livestock, forestry, and fishing. The remainder of the GDP was contributed by services (12.5 percent), commerce (11.6 percent), rent (4.5 percent), transport (4.1 percent), manufacturing (3.6 percent), construction (3.0 percent), mining and quarrying (2.4 percent), and water and electricity (0.7 percent). Sisal (of which Tanzania is the world's largest producer), coffee, and cotton are the principal exports, accounting for over 50 percent of the total in value. The most important food crops grown mainly for domestic

consumption are rice, maize, cassava, wheat, sweet potatoes, bananas and plantains, and millet. Zanzibar is the world's leading producer of cloves, which account for about 95 percent of its exports. The GDP per capita in 1964 was US\$67.20. The primary objective of the 5-Year Plan for Economic and Social Development (1964-69) is the growth of the agricultural cash economy largely through the expansion of cooperatives.

Social. About 99 percent of the population are Africans; the remaining 1 percent is comprised of Indo-Pakistanis, Arabs, Europeans, and others. Of the numerous tribal groups (122), only the Sukuma has over 1 million members. English (the language of commerce and administration) and Swahili (the lingua franca) are co-equal official languages on the mainland. In Zanzibar, Swahili alone is the official language. According to the 1957 census, 30.9 percent of the population practiced Islam, 24.9 percent were Christian, and the remainder were animists. The literacy rate in 1965 was about 10 percent.

Manpower and Employment

Employment and Unemployment. Of the 5.5 million people of working age, only 351,257 (45,221 foreigners) in 1964 were wage and salary earners. The total excludes the very large number of workers in subsistence agriculture, in the military forces, and an estimated 23,000 in domestic service. Forty-seven percent of the wage and salary earners were employed in agriculture, 21 percent in services, 10 percent in construction, 7 percent each in manufacturing and in transport and communications, 5 percent in commerce, and the remainder in mining and utilities.

No statistics are available to indicate the full extent of unemployment. The number of wage and salary earners declined from 411,538 in 1961 to 351,257 in 1964, and the preliminary returns for the 1965 Enumeration of Employees indicated a further decline of over 5 percent, most of which was in the sisal industry. Underemployment is widespread in the large agricultural subsistence sector of the economy.

Productivity, Skills, and Training. Among the factors contributing to very low productivity in the agricultural sector are the poor nutrition and health of the workers, their use of primitive tools to cultivate small plots of land, and impoverishment of the soil by the practice of bush burning. The Government, aware of the shortage of trained and skilled manpower at all levels, is taking steps to increase educational and training facilities. The country has several technical and trade schools, teacher-training centers, the Agricultural College at Tengeru, the Civil Service Training Center and the Institute of Public Administration, and the University of East Africa. At this time, Tanzania has no widespread formal apprenticeship program. A number of individual employers have their own training programs.

Labor Standards

Labor Legislation. Basic labor legislation applies to all employees and assures them the right to organize and bargain collectively. It covers recruitment, contracts of employment, payment of wages, paid holidays, a weekly day of rest, the employment of women and young persons, and the establishment of pension schemes, and provides for the establishment of a Labour Advisory Board,

minimum wage boards for fixing wage rates in various industries, the registration and inspection of factories, and workmen's compensation. Legislation enacted in 1962 provides the procedures for the settlement of industrial disputes through conciliation, arbitration, or boards of inquiry, and makes strikes or lockouts illegal until the parties have exhausted these procedures. Another law covers the registration and regulation of trade unions and empowers the Minister of Labour to appoint a "designated federation" of labor. Legislation enacted in 1964 provides for a provident-fund system initially covering employees of firms with 10 or more workers, financed by equal employer-employee contributions (5 percent of wages), and providing retirement, invalidity, and sickness benefits. Another law requires employers to pay severance allowances when service is terminated, provides for the establishment of workers' committees and conciliation boards in all firms with 10 or more union members, and regulates the dismissal and disciplining of employees.

Administration and Practice. The Labour Division of the Ministry of Labour is responsible for the administration of labor and social security legislation. Factory Inspectors enforce compliance with the Factories Ordinance, and the Labour Commissioner and Labour Officers assist in the investigation and settlement of industrial disputes. The Labour Division also operates a number of employment exchanges. No information is available to indicate how effectively legislation is enforced.

Wages, Hours, Prices, and Level of Living

In 1964, the average cash earnings for all African wage and salary earners were US\$24.64 per month--US\$21.70 in the private sector and US\$31.08 in the public sector. Among adult males, the largest group received US\$14.00 to US\$20.86 per month; 110,560 received more than that amount and 54,950 received less. In the same year, 127,039 African wage and salary earners, mainly on large agricultural estates and in mining, received free housing and 13,800, free rations. Wages have increased in recent years, but the prices of essential commodities have remained relatively stable; the retail price index in Dar es Salaam was 128 in July 1965 (December 1951=100) compared to 122 in July 1960.

The normal workweek for most employees in industry and for industrial grade workers in Government is 45 hours spread over 5½ days. The normal workweek of unskilled agricultural laborers is 36 hours.

Employer Organizations

Employer organizations include the Chamber of Commerce, the Merchants' Chamber, and the Federation of Tanganyika Employers. Employer associations in each industry (such as the Tanganyika Sisal Growers' Association) are affiliated to the Federation; they engage in collective bargaining and are concerned with other problems of labor; they make the views of employers on labor legislation and other matters known to the Government.

Labor Organizations

The National Union of Tanganyika Workers (NUTA), the sole legal trade union center on the mainland, has an estimated membership of 250,000, or about 70 percent of the wage and salary earners in the Republic. Data on trade union

membership on the islands of Zanzibar and Pemba are not available. The NUTA was formed by an act of the National Assembly in 1964, when the Tanganyika Federation of Labour was dissolved following its alleged involvement in an attempted coup d'etat. In accordance with this law, the first general secretary and the first deputy general secretary were appointed by the President of the Republic. (The Minister of Labour became general secretary.) Union membership is compulsory, as is NUTA affiliation with TANU.

Organized along both industrial and geographic lines, NUTA has no affiliates but has 9 industrial sections and 10 regional and 41 branch offices. It has become one of the leading members of the All-African Trade Union Federation (AATUF) since it affiliated in 1964.

The only labor organization on the islands is the Workers' Department of the Afro-Shirazi Party. It was formed in 1965 by incorporation within the Party of all the existing unions in Zanzibar and Pemba.

Labor-Management Relations

Collective bargaining on an industrywide basis is becoming the pattern of industrial relations. In small industries, works committees at the factory level may engage in both consultation and negotiation; in larger industries, joint industrial negotiating councils perform these functions. Wages and other conditions of employment are established by Government bodies. Strict regulations on the use of the strike and lockout weapons have reduced the number of labor disputes from 203 involving 89,000 workers and the loss of 1,494,000 man-days in 1960 to 24 involving 3,500 workers and the loss of 6,000 man-days in 1964.



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LABOR CONDITIONS IN THE REPUBLIC OF TOGO

Togo, located on the west coast of Africa, has an area of 21,850 square miles and had a population estimated at 1.7 million in early 1966.

Factors Affecting Labor

Political. Togo achieved its independence in April 1960. The Constitution of 1963 provides for a president and vice president, both elected for 5-year terms by direct universal suffrage. The President is both chief executive and head of state and he appoints the Council of Ministers. The 56 members of the National Assembly, a unicameral body, are also elected for 5-year terms. The principal political parties are the Union Démocratique des Populations Togolaises (UDPT), the party of President Nicolas Grunitzky, who was elected in May 1963; the Mouvement de la Jeunesse Togolaise (JUVENTO); the Unité Togolaise (UT); and the Mouvement Populaire Togolais (MPT).

Economic. Although subsistence farming is the basis of the economy, only 13 percent of the arable land (42 percent of the total area) is under cultivation. Cocoa and coffee, the country's principal agricultural exports, accounted for 25.4 percent and 10.6 percent, respectively, of total exports in 1965. Other export products include palm kernels, palm oil, ginned cotton, copra, cassava starch, and peanuts. Yams, corn, rice, millet, and sorghum are produced for local consumption. Phosphate extraction, Togo's principal industry, has been increasing in importance; in 1965, phosphate exports ranked first, contributing 32.5 percent of the total. The country's first 5-Year Development Plan (1966-71) places primary emphasis on the development of agriculture and light industries. The estimated gross national product (GNP) per capita in 1963 (the last year for which the GNP was figured) was US\$75.

Social. The population, which is about 99 percent African, consists of more than 35 tribes speaking 25 languages and dialects. French is the official

language and the language of commerce, all public instruction, and most of Government business; Mina, Ewe, Cotocoli, and Cabrais are the major African languages. In 1965, there were an estimated 300,000 Christians and 40,000 who adhered to Islam among the population; the remainder practiced animism. The estimated literacy rate was 8 to 10 percent in 1965.

Manpower and Employment

Employment and Unemployment. In 1965, an estimated 687,000 persons, or 41 percent of the population, were in the labor force. The total number of wage and salary earners in mid-1966 was estimated at 24,500, of whom 52 percent were in the private sector and 48 percent in the public sector. In the private sector, about 5 percent of all wage and salary earners were in agriculture and forestry, 6 percent in mining, 6 percent in construction, 18 percent in commerce, banking, industries, and professions, 11 percent in transportation, and 6 percent in domestic service. Unemployment is a serious problem. It arises in part from the influx of jobseekers from rural to urban centers and from Togolese returning from employment in other African countries. Underemployment is also widespread among the large majority of the population engaged in subsistence farming.

Productivity, Skills, and Training. Low levels of education, limited training and educational facilities, the use of primitive farming methods, and poor health and nutrition of workers contribute to low productivity in both the agricultural and industrial sectors of the economy; Togo, however, has more trained and qualified middle-level personnel than many other African countries, and the civil service has undergone a high degree of Africanization. The country's four vocational schools produce only small numbers of semiqualfified technicians. Artisans acquire their skills mainly through the apprenticeship system, and carpenters, masons, electricians, and other skilled workers, from on-the-job training. Educational and training facilities include the Government's School of Administration, a binational (Togo and Dahomey) institute which opened in 1965, three teacher-training institutes, a school administered by the International Labor Organization for training mechanics, a Regional Heavy Equipment Training Center, which trains operators and mechanics, a Rural Development Training Center at Tchitchao, and several other agricultural training centers.

Labor Standards

Labor Legislation. Labor legislation authorizes the Government to establish basic minimum wages and maximum hours of work and to regulate working conditions. Other regulations relate to paid annual leave, paid overtime, holidays, workmen's compensation, family allowances, and other benefits. Togo does not yet have extensive social security legislation; however, over half of the workers in the private sector are covered by some sort of pension scheme and all regular workers in the public sector benefit from Government pensions and allowances.

Administration and Practice. The Ministry of Labor, Civil Service, and Social Affairs, through its Office of Labor Inspection, is responsible for the administration of labor affairs. Fully effective regulation is handicapped by a shortage of qualified personnel. The Office of Labor Inspection operates one employment exchange located at Lomé.

Wages, Hours, Prices, and Level of Living

The minimum hourly wage rates for nonagricultural workers in the country's three geographic wage zones in 1966 were US\$0.12 in Lomé and vicinity and US\$0.09 and US\$0.08 further inland. The minimum hourly wage rate for agricultural workers ranged from US\$0.07 to US\$0.10. Workers in commerce and industry were paid a minimum monthly wage of US\$20.40 and in transportation, US\$37.55. Wages of senior Government employees, especially those who are university graduates, are relatively high in comparison to those of other wage and salary earners.

The legal workweek in industry and commerce is 40 hours; a 6-day workweek with a half day on Saturday is common. In agriculture, the maximum worktime is 2,400 hours per year. There are 9 public holidays. Overtime in the private sector is paid at the rate of time and a half and on paid holidays at double time. Paid vacations, based on length of service, are required by law.

Under a decree of May 1963, prices of certain essential consumer items were brought under Government control. The cost-of-living index (1960=100) rose from 102 in 1962 to 118 in March 1966. Many Togolese in the predominantly agricultural nonwage economy live at a subsistence level.

Employer Organizations

The Chamber of Commerce, Industry, and Agriculture is active in Lomé, the capital, and in several other towns. An informal association of commercial and industrial employers meets occasionally to discuss matters of general interest.

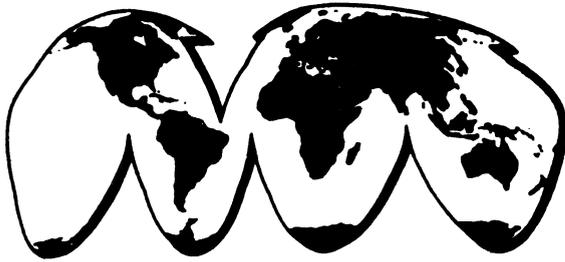
Labor Organizations

The two national trade union centers in Togo have a total membership estimated at about 13,000. Of these, over 70 percent (9,500) belong to the National Union of Workers of Togo (Union Nationale des Travailleurs du Togo--UNTT). The UNTT, formed in 1961 as a successor to the Union of Confederated Syndicates of Togo (Union des Syndicats Confédérés du Togo--USCT), has 19 affiliates.

The Togolese Confederation of Believing Workers (Confédération Togolaise des Travailleurs Croyants--CTTC) has an estimated 2,500 members in seven affiliates. It was formerly known as the African Confederation of Believing Workers-Togo (Confédération Africaine des Travailleurs Croyants--CATC-Togo), formed in 1956. The CTTC is affiliated with the International Federation of Christian Trade Unions (Confédération Internationale des Syndicats Chrétiens--CISC) and its African regional organization, the Pan-African Union of Believing Workers (Union Panafricaine des Travailleurs Croyants--UPTC).

Labor-Management Relations

Collective bargaining contracts governing wages, hours, fringe benefits, and other conditions of employment, negotiated prior to Togo's independence by trade unions representing workers in the private sector, are still in effect. The Office of the Labor Inspector is responsible for the settlement of labor disputes. Appeal may be made to higher courts. There were two minor strikes in 1965 and none in 1964.



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LABOR CONDITIONS IN THE REPUBLIC OF TUNISIA

Tunisia, located on the northern coast of Africa, occupies an area of approximately 63,000 square miles. Its estimated population in 1965 was 4,491,000.

Factors Affecting Labor

Political. A former French protectorate, Tunisia became independent in 1956 and proclaimed itself a republic in 1957. The Constitution of 1959 provides for a strong executive, a single chamber National Assembly, and an independent judiciary. Habib Bourguiba, leader in the struggle for independence and head of the Destourian Socialist Party (the country's only political party), has been re-elected President of the Republic twice since 1957.

Economic. Agriculture, the basis of the economy, accounts for about 50 percent of the national income and some 60 percent of annual export earnings. Other important sectors are mining, light industry, and the processing of agricultural and mineral products (cereal grains, olives, wine grapes, citrus fruits, phosphate rock, and iron ore). Per capita gross domestic product was approximately US\$212 in 1964. As part of the 10-Year Perspective (1962-71), the Government in 1965 issued a 4-Year Plan (1965-68).

Social. Approximately 95 percent of the population are Moslem, and Islam is the state religion. French and Italian nationals constitute the largest non-indigenous groups; most of them are Christians. Arabic is the official language, but most educated Tunisians also speak French. The literacy rate in 1961 was about 25 percent. In 1964, 593,059 children, or about 60 percent of those of school age (6 to 12 years), attended elementary schools.

Manpower and Employment

Employment and Unemployment. The labor force in 1964 was estimated at 1.39 million; about 1.22 million were actually employed (excluding some 25,000

in the Armed Forces and 20,000 employed on regional development projects). Approximately 60 percent of the labor force are in agriculture and fishing; 8 percent in food processing and textile manufacture (mainly handicraft operations); over 7 percent each in commerce and construction; over 6 percent each in Government administration and other services; and the remainder in mining, metal processing, and transport, storage, and communications. The Government claims that unemployment, as such, does not exist in Tunisia, since all persons able and desiring to work find at least brief employment periodically; therefore, such persons are classified as underemployed--a large category which includes seasonal farm workers and the large number of rural workers who are migrating to the cities in search of employment. Data on unemployment, as defined in the United States, are unavailable.

Productivity, Skills, and Training. In general, worker productivity is low, owing largely to the shortage of skilled workers, lags in mechanization, inefficient management techniques, and widespread malnutrition.

The Government began a rapid expansion of its vocational and technical training facilities in 1958, when it introduced "intermediate" schools (collèges moyens) under the Ministry of State for National Education. These schools provide 3-year vocational training for primary school graduates who lack the aptitude for longer range secondary studies. The 6-year secondary school program includes training for middle-level Government and commercial employment. The Ministry of State for Youth, Sports, and Social Affairs conducts pre-apprenticeship training centers, a program of apprenticeship and on-the-job training, a network of adult skill improvement centers, and a specialized mason-helpers program. The Ministry of State for Agriculture conducts a system of agricultural training schools, including a Higher School of Agriculture, agricultural collèges moyens, and agricultural vocational training centers. Other Ministries, as well as trade unions and private employers, conduct training programs designed to meet their own particular needs. In 1963, the Government established a National Institute of Occupational Training and Productivity to train instructors for the various training centers.

Labor Standards

Labor Legislation. The Constitution guarantees freedom of association. A Labor Code enacted in April 1966 mainly codifies existing laws and decrees which regulate other aspects of labor and include provisions for collective bargaining in industry and commerce; minimum wages; maximum working hours; overtime compensation; restrictions on the employment of women, children, and aliens; weekly rest; paid leave; industrial safety and hygiene; social security benefits; and cooperatives.

Administration and Practice. The Ministry of State for Youth, Sports, and Social Affairs has primary responsibility for the administration of most labor affairs. Labor inspectors, who represent the Government in major economic enterprises throughout the country, enforce labor legislation and also help to settle labor disputes at the factory level. The Ministry also operates an expanding employment service and assists in the administration of various vocational training programs. The 1966 Labor Code provides for the creation of a Labor Committee under the Presidency, which will be responsible for advising the Government on all questions pertaining to labor legislation, organization,

placement, manpower, and matters affecting wage and salary earners. The Committee will be headed by the Minister of State for the Presidency and consist of four Ministers, including the Minister of Youth, Sports, and Social Affairs, and four representatives each of management and labor organizations.

Wages, Hours, Prices, and Level of Living

Minimum wage rates are set by the Government and vary according to geographic area, type of industry, and the degree of skill required for specific jobs. The minimum rate for most unskilled agricultural workers is US\$0.73 per day; minimums for workers with special skills are from 15 to 66 percent higher. Average hourly earnings of nonagricultural unskilled workers in 1963 ranged from US\$0.16 to US\$0.22 and from US\$0.18 to US\$0.55 for semiskilled and certain specialized workers. Lower rates prevail for apprentices, women, and juveniles. In commerce and industry, the basic workweek is 40 hours. In agriculture, the annual maximum is 2,700 hours spread over 300 days. The 1966 Labor Code establishes 4 paid holidays.

A study based on 1959 Government estimates showed that 75 percent of the population have a per capita income of less than US\$119.00 a year. Severe inflation has beset Tunisia since World War II. Government efforts to protect the purchasing power of wages have ranged from direct price controls to moral suasion. Despite such efforts, the cost-of-living index was 116.7 in December 1965 (January 1962=100). The Government faces heightened inflationary pressures as a result of the currency devaluation in 1964. Efforts to improve living conditions include the formation of cooperatives, of which there were 350 functioning in 1962. Some are financed by the labor movement, some by the National Agricultural Bank, and some by the Government.

Employer Organizations

Employers have established the Tunisian Federation of Industry, Commerce, and Handicrafts and the National Federation of Tunisian Farmers, both of which function more as mutual benefit organizations than as management associations. There are also several Chambers of Commerce.

Labor Organizations

Total trade union membership in Tunisia is estimated at 150,070; 150,000 are members of the General Federation of Tunisian Workers (Union Générale Tunisienne du Travail--UGTT). Formed in 1946, the UGTT has had a close relationship with the Destourian Socialist Party since the pre-independence period. This relationship has been strengthened since independence, particularly at the 1965 UGTT Congress. Organized along both geographic and industrial lines, the UGTT has 12 industrial federations and 13 regional centers. One of these federations, the General Federation of Civil Servants and State Workers (Fédération Générale des Fonctionnaires et Ouvriers de l'État), encompasses almost one-fourth of the UGTT membership in its 11 national unions.

The UGTT has been affiliated with the International Confederation of Free Trade Unions (ICFTU) since 1951; it is also a member of its African Regional Organization (AFRO), but ceased participation therein in 1964. It is a leading affiliate of the African Trade Union Confederation (ATUC).

Seven International Trade Secretariats (ITS) have affiliates within the UGTT: International Graphical Federation; International Union of Food and Allied Workers' Associations; Miners' International Federation; Postal, Telegraph, and Telephone International; Public Services International; International Federation of Free Teachers' Unions; and International Transport Workers' Federation.

Labor-Management Relations

Legislation establishes national minimum labor standards and outlines the framework within which labor-management relations are conducted. Under a January 1962 decree, works councils, composed of labor and management representatives, have been established. Local aspects of labor-management relations and working conditions above the minimum standards are negotiated by collective bargaining within ad hoc committees or in works councils, where established. The 1966 Labor Code stipulates that industrial disputes at the local level must be submitted to a conciliation commission, presided over by the Governor of the region concerned. He will be assisted by the regional labor inspector and four other members--two labor representatives, one of whom represents the national union, and two management representatives. If a dispute is national in scope, the membership of the commission will correspondingly be at a higher level. Any strike undertaken before this procedure has been followed and/or without the consent of the national trade union is illegal. The UGTT has agreed to avoid strikes as much as possible in support of the Government's plans for economic development. Hence, strikes are infrequent and usually not of long duration.



LABOR DIGEST

No. 140

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN UGANDA

Uganda is a landlocked country of about 93,000 square miles in east-central Africa. The population in 1966 was estimated at 7.5 million.

Factors Affecting Labor

Political. Formerly a British Protectorate, Uganda became an independent member of the Commonwealth on October 9, 1962. In 1963, the Constitution was amended to make Uganda an independent nation, still within the Commonwealth, and the Governor General was replaced by a President, Sir Edward F. Mutesa, who is also King of Buganda. In April 1966, President Mutesa was replaced by Prime Minister A. Milton Obote, who introduced a new constitution. The Cabinet and a unicameral Legislature are elected by universal suffrage. The Uganda People's Congress (UPC), headed by President Obote, is the dominant political party.

Economic. The mainstay of the economy is agriculture, most of which is at the subsistence level. Cotton and coffee, grown almost entirely by peasant farmers, account for about 80 percent of all exports. Copper is the third largest export. Other important products are tea, sugar, sisal, peanuts, tobacco, and livestock. Annual per capita income was estimated at about US\$72 in 1964. Industrialization is characterized by a proliferation of small firms employing fewer than 50 workers. Industrial activity consists mainly of the processing of cotton and coffee. There is, however, a growing small industrial complex at Jinja.

Social. Over 98 percent of the population are Africans. The Baganda is the largest of the more than 28 tribes and comprises about 16 percent of the total African population. The major nonindigenous groups are Asians and Europeans. Literacy in English, the official language, is currently estimated by the Ministry of Education to be about 20 percent. Primary education is not

compulsory. Of the 4,100 primary schools operating in 1966, 2,600 are Government aided; the remainder are operated and administered by voluntary, nongovernmental agencies. Total enrollment in primary schools in 1966 is estimated at 693,600. Approximately 26,000 students are enrolled in 84 secondary schools, of which all but 15 are Government aided.

Manpower and Employment

Employment and Unemployment. The labor force in 1962 totaled 3.7 million persons over 16 years of age. A large majority of this number were self-employed farmers or unpaid family workers. Wage and salary earners in 1964 numbered 224,000 (about 6 percent of the total labor force); almost 31 percent were in public administration, education, and medical services; 23 percent in agriculture, forestry, fishing, and hunting; 15 percent in the processing of agricultural products and miscellaneous manufacturing; 12 percent in construction; and 19 percent in mining, commerce, transport, communications, and miscellaneous services. About 25 percent of the labor force are migrants (mainly manual workers) from neighboring countries.

Statistics on unemployment are unavailable. Many unemployed and underemployed agricultural workers seek employment in urban areas but usually return to farms when they do not find work. Unemployment appears to be most serious among the many migrant Africans from nearby countries who find the cost of returning home beyond their means. The approximately 9,000 largely unskilled schoolleavers entering the labor force annually are expected to aggravate the unemployment problem.

Productivity, Skills, and Training. The small size of farms, inefficient methods of production, and lack of skills have been major factors in keeping productivity low. Increased production has been largely the result of more land under cultivation and more farmers rather than improved farming techniques. The low protein diets of most workers and the migratory nature of the work force also contribute to low productivity.

Over 90 percent of the wage and salary earners are unskilled. An expanded training program, initiated by the Government in 1958, is enabling increasing numbers of Ugandans to qualify for jobs requiring technical, professional, and administrative skills heretofore provided mainly by Asians and Europeans. The training program includes 5-year rural trade schools specializing in the cultivation of small holdings, 2- and 4-year vocational schools, the Uganda Technical College (which prepares workers for middle-grade supervisory, technical, and commercial employment), 2- to 5-year civil service training schools, and farming institutes. Apprentices receive 2 years of training. In addition, many private firms have training programs.

Labor Standards

Labor Legislation. Labor legislation is embodied in various ordinances. The most important are: The Employment Ordinance of 1955, prescribing general conditions of employment and requiring employers operating firms outside the major cities to provide housing for workers; the Minimum Wages Advisory Boards

and Wages Councils Ordinance of 1957, establishing methods for the determination of minimum wages; the Trades Disputes (Arbitration and Settlement) Act of 1964, consolidating all earlier legislation on industrial relations; and the Trade Unions Act of 1965, prohibiting foreigners from holding trade union offices. Other ordinances regulate the employment of women and children and the organization of trade unions, and provide for the establishment of a pension scheme for certain Government employees and a workmen's compensation system for public and private employees. The Government has not yet instituted a comprehensive social security system.

Administration and Practice. Among the major functions of the Labour Department, which is under the Ministry of Housing and Labour, are the organization and operation of employment exchanges, the establishment of minimum wage rates, the supervision of apprenticeship programs, and the administration of the workmen's compensation system. Enforcement of labor legislation, for which the Inspectorate Division of the Labour Department is also responsible, is hampered by the shortage of adequately trained labor inspectors. The Department also provides advisory services to labor and management with regard to the formation, organization, and administration of trade unions and the development of joint consultation in enterprises.

Wages, Hours, Prices, and Level of Living

Wage rates, set by the Government, represent a sliding scale of regional minimums based on local costs of living. Thus far, rates have been established only for the main towns. In 1966, the new, legal monthly minimum rates for unskilled labor in Kampala and Jinja, the two largest cities, were approximately US\$21.50; minimum monthly rates for Government employees ranged from about US\$19.00 to US\$21.00. Many Government employees receive additional benefits, such as free or low-cost housing. Lower rates prevail for learners and apprentices. All minimum rates include a component for housing which, if provided, may be deducted by employers. In 1966, the housing component in Kampala was about US\$2.80 per month.

The normal workweek in industry is 48 hours and in Government services, 44 hours. Nearly all agricultural workers are paid on the basis of daily tasks, each of which usually takes 4 to 6 hours to complete.

There is no cost-of-living index for the country as a whole. The official cost-of-living index (excluding rent) for Kampala (December 1951=100), which has risen rapidly during the last few years, was 159 in December 1964 and 165 in December 1965. The official index of retail prices in African markets in Kampala (January 1957=100) was 107 in December 1964 and 127 in December 1965.

Employer Organizations

Virtually all major concerns with 50 or more permanent employees are members of the Federation of Uganda Employers (FUE), which has represented management views on the national level. The membership of the FUE, which was 36 in 1960, the year of its inauguration, had increased to 99 by 1966, and an additional 300 enterprises were associated with it.

Labor Organizations

Claimed trade union membership is about 122,500, or approximately 55 percent of the estimated 224,000 wage and salary earners in 1964. By far the largest of the two national trade union centers is the Uganda Trade Union Congress (UTUC), which claims almost 102,000 members. Formed in 1956, the UTUC has been affiliated with the International Confederation of Free Trade Unions (ICFTU) since that time and is a member of its African Regional Organization (AFRO).

The Federation of Uganda Trade Unions (FUTU), which claims about 20,500 members, was formed in 1964 by dissident unions which withdrew from the UTUC. Since its formation, the FUTU has had the support of the dominant political party, the UPC. The FUTU is affiliated with the All-African Trade Union Federation (AATUF).

Twelve International Trade Secretariats (ITS) have affiliates in Uganda. The ICFTU African Labour College, which has been training African trade unionists from English-speaking countries since 1958, is located in Kampala.

Labor-Management Relations

Labor-management relations are conducted mainly through a system of joint consultation. Most governmental departments and private companies have bipartite industrial relations councils and works committees. Legislation enacted in 1964 provided for the establishment of an Industrial Court empowered to arbitrate trade disputes referred to it by either the Minister of Housing and Labour or directly by the parties themselves; however, at the beginning of 1966, the court had not yet begun to function. Strikes or lockouts are prohibited before the existing industrial relations machinery has been exhausted. An Industrial Relations Charter intended to promote industrial peace was signed in 1964 by Government, labor, and employer representatives. In 1963, approximately 67,000 man-days were lost through strikes, a decrease of 30 percent from the previous year.



LABOR DIGEST

No. 141

UNITED STATES DEPARTMENT OF LABOR
BUREAU OF LABOR STATISTICS

1966

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LABOR CONDITIONS IN THE UNITED ARAB REPUBLIC (EGYPT)

The United Arab Republic (Egypt) is in the northeast corner of Africa. It has an area of 386,200 square miles and had a population of 25,771,000 in 1960.

Factors Affecting Labor

Political. A republic was established in 1953. According to the Constitution of 1964, the President is Chief of State and Commander in Chief of the Armed Forces. He establishes state policy, controls its implementation, appoints the Cabinet, and may dissolve the National Assembly. The Arab Socialist Union is the sole political movement.

Economic. Agriculture occupied 56.7 percent of the labor force in 1960. The main crops are cotton, which comprised 60 percent of exports in 1962, sugarcane, onions, and grain. The principal mineral product is petroleum. The main manufacturing industries are the spinning and weaving of cotton, metal processing, and assembly of appliances. The gross national product per capita was estimated at US\$160 in 1963. A new 5-year plan was initiated in July 1965.

Social. The population is predominantly Egyptian; the largest minorities are the nomadic Bedouins, numbering about 600,000, and the Nubians, about 50,000. Islam is the state religion. The Coptic and other Christian population was estimated by the Government in 1960 to form 7.6 percent of the total population. Arabic is the official language. Education is free through the secondary and technical school levels. In 1963, only about 70 percent of the elementary school-age population (6-12 years) were enrolled in schools. The literacy rate was estimated at 30 percent in 1960.

Manpower and Employment

Employment and Unemployment. On the basis of the 1960 census, 7.8 million persons, or 30 percent of the total population, were estimated to be in the

labor force; 57 percent were in agriculture; 17 percent in services; 9 percent in manufacturing; 8 percent in commerce; and 9 percent in other activities. An estimated 3 million children under 15 years of age are seasonal farm workers. A total of 3.8 million, or 48.7 percent of the labor force, were wage and salary earners in 1960. Unemployment was officially estimated at 294,950, or 4.5 percent of the labor force, in 1961. However, the figures did not take into account underemployment and disguised unemployment, which are prevalent particularly in agricultural areas.

Productivity, Skills, and Training. Although productivity in agriculture is relatively low because of the small size of farms, lack of skills, and use of primitive techniques, yields are high because of the unusual fertility of the arable areas. Low productivity in industry has been attributed in part to the workers' poor physical condition. Because of the rapid development of industry under the Government's development plan, there is a shortage of skills in all fields, particularly managerial and administrative, engineering, technical, and scientific.

During the period 1961-62, a total of 123,066 students were enrolled in 27 vocational schools. About 5,000 students were enrolled during 1962-63 in higher specialized institutes, and about 41,000 students were enrolled in 49 centers for industrial, agricultural, and commercial training. Apprenticeship training is being expanded.

Labor Standards

Labor Legislation. As revised in 1964, the Labour Code contains the entire body of labor law and applies to all workers and employees. It provides for conciliation, arbitration, and collective bargaining procedures, wage fixing and inspection, placement and dismissal procedures, apprenticeship and vocational rehabilitation, and regulates hours of work and the employment of women and minors. Decree No. 362 of 1962 establishes a minimum wage for workers over 18 years of age in Government and nationalized industries. Decree No. 111 of 1961 provides for a profit-sharing system for workers in industrial and commercial enterprises, whereby a portion of 25 percent of company profits is to be distributed directly to individual workers and the remainder is to be spent on social projects benefiting the workers as a group. A number of so-called Socialist Laws of 1961 provided for nationalization of the greater part of the industrial sector. Law No. 63 of 1964 provides for a comprehensive social insurance system.

Administration and Practice. The Ministry of Labour is the chief administrative body concerned with labor. The General Organization for Social Insurance operates under the Ministry of Labour. The economic development plan (1960-70) provided for the establishment of 99 regional offices of the Ministry of Labour by 1965. The shortage of staff and operating funds, lack of emphasis by the trade union movement, and obstacles of an administrative nature have caused enforcement of the numerous labor laws to be confined to the larger firms. Most of the labor laws represent targets to be achieved gradually rather than standards already in force.

Wages, Hours, Prices, and Level of Living

The wage structure is based on a minimum wage supplemented by fringe benefits and a profit-sharing system for workers in industrial and commercial

establishments. In 1962, the daily minimum wage for workers over 18 years of age in industrial companies was US\$0.58. The daily minimum wage for agricultural workers ranged from US\$0.41 for adult males to US\$0.23 for women, boys, and girls. In 1963, average weekly wages were: Manufacturing, US\$5.45; construction, US\$6.03; and transportation (including storage and communications), US\$7.71. The official workweek is 42 hours--7 hours per day for 6 days. There are 10 legal holidays. Overtime, which is limited to 12 hours a week, is paid for at time and a quarter for daywork and time and a half for nightwork. Double time is paid for time worked on a paid day off. Employers are required to grant to each worker an annual vacation of either 14 or 21 days, depending on the number of years of employment.

The Government exercises price and rent control. Official figures showed that the cost-of-living index (June-August 1939=100) rose from 302.0 in 1963 to 339.0 in 1964. From February 1963 to February 1965, the retail price index rose from 368.0 to 478.3, or 29.9 percent. The level of living differs among the people; a majority of the population live at the subsistence level. In 1963, the annual per capita income was US\$136.39.

Employer Organizations

The Egyptian Federation of Industry has as affiliates about 20 chambers of specialized industries. The federation operates under governmental control and, because of the nationalization of most industries, its real role is difficult to assess. An additional 31 Chambers of Commerce are located throughout the country.

Labor Organizations

The United Arab Republic Federation of Labour (UARFL), the only national trade union center in the country, claims a total membership of 1 million, or almost 40 percent of the 3.8 million wage and salary earners in 1960.

The UARFL was established in 1964 as a result of a reorganization of the Egyptian Federation of Labour (EFL), which was formed in 1957 under the name Egyptian Confederation of Labour (ECL). As a result of the reorganization, the UARFL is composed of 27 industrial unions.

The UARFL took the initiative in the formation of the International Confederation of Arab Trade Unions (ICATU), which has its headquarters in Cairo. It remains one of its most influential affiliates. The UARFL also played a leading role in the formation of the All-African Trade Union Federation (AATUF) and continues to participate actively in AATUF affairs.

Two International Trade Secretariats (ITS) have affiliates in the UAR: The International Federation of Petroleum and Chemical Workers and International Transport Workers' Federation. The Arab Federation of Petroleum Workers, which has its headquarters in Cairo, also has an affiliate in the UAR.

Labor-Management Relations

The Labour Code prescribes the basic provisions of collective agreements. However, collective agreements are not common, and most labor matters are handled

through Government channels by such committees as the Joint Committees for Fixing Wages and the Joint Committees on Dismissals. Tripartite regional boards for the amicable settlement of disputes engage in conciliation. If they do not bring about a settlement, the case is forwarded to local or regional labor relations offices of the Ministry of Labour. Cases involving less than 50 workers and employees are decided by regional offices and cases involving 50 or more workers and employees, by a tripartite conciliation committee or a tripartite arbitration board.

The nature of labor-management relations is evolving as a result of two institutional changes in recent years: The establishment of Arab Socialist union groups in every factory, which have taken over some of the functions of trade unions in some cases, and the election of workers to the boards of directors of the larger firms.

Strikes and lockouts are prohibited during conciliation and arbitration procedures. However, an employer may declare a lockout if he obtains written approval from the Ministry of Labour within 30 days of his request. Legislation limits the right to strike when the work involves the national interest. Few strikes have taken place over the last several years.



LABOR DIGEST

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LABOR CONDITIONS IN THE REPUBLIC OF UPPER VOLTA

The Republic of Upper Volta covers an area of about 105,900 square miles in the tropical zone of former French West Africa. The population in 1964 was estimated at 4,760,000.

Factors Affecting Labor

Political. As a result of a labor-led civil uprising on January 3, 1966, and the subsequent resignation of the President, Upper Volta is administered temporarily by a military government, headed by Lieutenant Colonel Sangoule Lamizana and comprised of a Consultative Committee of 10 military officers and 31 civilians.

Economic. The economy consists almost entirely of subsistence agriculture, which provides a livelihood for a majority of the population. Over 70 percent of the small volume of exports consists of livestock and hides and most of the remainder, of peanuts, cotton, and small quantities of gold. Industrialization is in an embryonic stage; however, the Government anticipates that recently planned projects will provide gainful employment for several thousand workers by 1970. Per capita income in 1964 was about US\$50. Remittances to the Government from migrant Upper Voltans working in neighboring countries total about US\$4 million annually and provide an important source of foreign exchange earnings.

Social. The population is predominantly African. Europeans, the largest nonindigenous group, numbered approximately 3,000 in 1964 and were mainly French. There are some 17 different tribal groups, the largest of which, the Mossi, accounts for about half of the population. French is the official language. The literacy rate in 1964 was 6 to 7 percent. In 1965, primary school enrollment totaled 85,000, representing about 7 percent of the school-age population (6 to 14 years of age).

Manpower and Employment

Employment and Unemployment. The labor force in 1964 was about 2.5 million; of this number, 32,800, or 1.3 percent, were wage and salary earners. Thirty-three percent were in Government service, 27 percent in manufacturing and construction, 23 percent in transportation, 8 percent in commerce and banking, 5 percent in domestic service, and 4 percent in commercial agriculture. From 200,000 to 400,000 Upper Voltan workers, representing about 10 to 20 percent of the male labor force, migrate annually to Ghana and the Ivory Coast to seek seasonal employment. Government officials estimated that in 1964 89 percent of the positions in firms with 10 or more employees were filled by foreigners, mainly French nationals.

Statistics on unemployment are unavailable, but it is known to be high in urban areas. Underemployment is extensive in rural areas.

Productivity, Skills, and Training. Methods of farming are largely traditional, utilizing crude implements and heavy inputs of hand labor. Most of the total labor force and about 40 percent of the wage and salary earners are unskilled. The Government is attempting to raise the level of skills and productivity through an expanded program of agricultural training, which combines primary education with instruction in modern agricultural techniques. In 1964, approximately 9,000 students were enrolled in about 400 rural education centers. In addition, about 955 students were enrolled in 10 technical schools, some of which were privately operated and some Government operated.

Labor Standards

Labor Legislation. Labor laws, based largely on the 1952 French Overseas Labor Code, were codified and revised in August 1962. The main provisions of the new code prohibit forced labor; provide for the formation, administration, and functioning of trade unions; prescribe the contents and methods of concluding employment contracts and collective agreements; require that all workers receive equal pay for equal work; authorize the Government to set minimum wages and conditions of payment; prohibit strikes and the use of the checkoff system; establish standards for workers' hygiene and safety; require all establishments to maintain medical facilities; and establish general conditions of employment, including maximum hours of work, paid leave, weekly rest, travel and transport allowances, and limitations on nightwork and on the employment of women and children. An old-age and survivors' pension system was established in 1960. An agreement concluded with the Ivory Coast in 1960 to regulate the recruitment and employment conditions of Upper Voltans in the Ivory Coast has never been implemented. Trade union affiliation with non-African unions was prohibited by law in 1964.

Administration and Practice. The Ministry of Labor and Civil Service administers most labor legislation through its Department of Labor, Manpower, and Vocational Training. Systems of family allowances, industrial accidents, and old-age pensions are administered by the Social Security Fund. A permanent, tripartite Advisory Committee for Workers' Education was established in 1961. The Labor Code of 1962 provides for the establishment of a tripartite Consultative Commission of Labor to advise the Government on all matters concerning labor.

Implementation and enforcement of labor laws have been severely hampered by the acute shortage of trained enforcement personnel. In 1963, for example, there were only two labor inspectors.

Wages, Hours, Prices, and Level of Living

The legal hourly minimum wage varies from US\$0.12 in the three largest urban centers--Ouagadougou (the capital), Bobo-Dioulasso, and Banfoura--to US\$0.09 in the remainder of the country. The maximum worktime in industry and commerce is 40 hours per week; in agriculture, the maximum is 2,400 hours per year. Increases in prices and the overall cost of living have generally exceeded wages, which have remained unchanged since 1960. The cost-of-living index for Ouagadougou (May 1961=100) rose to 115.1 in May 1964.

Employer Organizations

The leading employer organization is the Syndicat des Commerçants, Importateurs, et Exportateurs (SCIMPEX), which claims as members the major commercial employers. Chambers of Commerce function in Bobo-Dioulasso and Ouagadougou; the former concentrates on industrial and agricultural activities and the latter on commerce.

Labor Organizations

Claimed trade union membership in Upper Volta is about 12,370, or approximately 38 percent of the 32,800 wage and salary earners.

The largest of the three national trade union centers is the Federation of Voltan Workers' Trade Unions (Union Syndicale des Travailleurs Voltaiques--USTV), with an estimated 4,300 members in 14 affiliates, or about 35 percent of the organized workers. The USTV, which was formed in 1958, was formerly known as the General Federation of Workers of Black Africa of Upper Volta (Union Générale des Travailleurs d'Afrique Noire de la Haute Volta--UGTAN-HV). It is affiliated with the All-African Trade Union Federation (AATUF).

The Voltan Organization of Free Trade Unions (Organization Voltaïque des Syndicats Libres--OVSL), which was formed in 1960, claims 2,500 members in seven affiliates. Formerly known as the National Federation of Workers' Unions of Upper Volta (Union Nationale des Syndicats des Travailleurs de la Haute Volta--UNSTHV), the OVSL is affiliated with the International Confederation of Free Trade Unions (ICFTU) and its African Regional Organization (AFRO).

A third center, the African Confederation of Believing Workers (Confédération Africaine des Travailleurs Croyants--CATC), which was formed in 1950 as a local of the French Confederation of Christian Workers (Confédération Française des Travailleurs Chrétiens--CFTC), claims 3,000 members in 19 affiliates. Both the OVSL and the CATC are affiliated with the African Trade Union Confederation (ATUC). All three national centers cooperated in presenting demands to the former Government in December 1965 under the banner of the Joint Action Committee, which served as a catalyst for the coup d'etat. It is believed the unions continue to cooperate through the committee.

Labor-Management Relations

Individual grievances are handled by Labor Tribunals, which hear cases involving contracts of employment and apprenticeship and those concerning work accidents or illness. Collective agreements must include provisions for the conciliation of collective disputes. In the event that conciliation procedures fail, the Labor Inspector attempts mediation and, if unsuccessful, he submits the case to the Minister of Labor and Civil Service for arbitration.



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LABOR CONDITIONS IN THE REPUBLIC OF ZAMBIA

The Republic of Zambia is a landlocked country of about 290,587 square miles in south-central Africa. The population in 1964 was approximately 3.7 million.

Factors Affecting Labor

Political. Zambia (formerly called Northern Rhodesia) was part of the British-administered Federation of Rhodesia and Nyasaland until 1963. The Constitution of 1963, effective January 22, 1964, granted Zambia internal self-government and provided for a prime minister and cabinet. In October 1964, Zambia became an independent republic. The Government, republican in form, is headed by a president who, along with the National Assembly, is elected by universal adult suffrage for a 5-year term. The leading political party is the United National Independence Party (UNIP), headed by Kenneth Kaunda, President of the Republic; the other major parties are the African National Congress (ANC) and the National Progress Party (NPP).

Economic. Subsistence agriculture is the mainstay of about 75 percent of the population. The money economy is based on mining (mainly copper), which provided 50 percent of the gross domestic product (GDP) and accounted for over 90 percent of export earnings in 1964. The major agricultural export is tobacco; among other important crops are corn, peanuts, and cotton. The small but growing manufacturing industry provided almost 6 percent of the GDP in 1964. Per capita GDP in 1964 was about US\$190.

Social. Africans constitute over 97 percent of the population. The non-indigenous population consists mainly of South Africans, Southern Rhodesians (both primarily of European stock), and Asians. The African population is divided into more than 70 tribal groupings, speaking some 30 languages and dialects. The three largest tribes--the Tonga, Bemba, and Lozi--together represent over 16 percent of the population. English is the official language. The literacy rate in 1964 was approximately 20 percent. Primary school enrollment in the first half of 1965 was about 410,000.

Manpower and Employment

Employment and Unemployment. In December 1964, the total number of wage and salary earners was 285,000, representing about 8 percent of the total population, who were distributed as follows: Mining and quarrying, over 18 percent; Government services, almost 18 percent; construction, 14 percent; domestic service and agriculture (including forestry and fishing), almost 13 percent each; commerce, banking, and insurance, almost 8 percent; manufacturing, over 7 percent; and transport, communications, and miscellaneous activities, 9 percent. African migration to urban centers has caused considerable unemployment among unskilled workers. The unemployment situation is being further aggravated by the increasing number of unskilled school leavers who join the urban labor force each year. The Government estimated urban unemployment in 1964 at 80,000 persons.

Productivity, Skills, and Training. Factors such as the traditional migratory nature of much of the labor force and the lack of skills and industrial experience of most workers contribute to low productivity. The mining companies have succeeded in reducing the high rate of labor turnover by developing permanent towns for the workers and their families. More than 80 percent of the African mineworkers live in such communities. The emigration of Europeans, rapid expansion of the economy, and limited facilities for education have contributed to a shortage of skilled labor. However, the Government and private industry, as well as religious missions, have encouraged the development of skills through a variety of training programs. In 1964, under an extensive Government program to expand training facilities, construction was begun on 2 teacher-training colleges, 21 rural secondary schools, 3 urban secondary schools, 950 rural primary schools, and 23 urban primary schools. In the first half of 1965, 2,058 students were enrolled in teacher-training and vocational education institutions.

Labor Standards

Labor Legislation. Labor legislation is embodied in numerous ordinances, the most important of which include those concerning trade unions and industrial disputes, conciliation, conditions of employment, apprenticeship, minimum wages, employment of women and children, workers' housing, and workmen's compensation.

Administration and Practice. The Ministry of Labour and Mines administers most labor matters through its Labour Department. The main functions of the Department include promotion of good industrial relations and safe working conditions, supervision of apprenticeship training, operation of employment services, collection of labor statistics, and enforcement of labor legislation. The Workmen's Compensation Fund Control Board administers a compensation program. A tripartite National Apprenticeship Council was organized in 1964 to help formulate policies affecting apprenticeship training. An Office of National Development and Planning was established in 1965; its responsibilities include manpower development planning. Several other administrative bodies dealing with labor serve in advisory capacities to the Government.

Wages, Hours, Prices, and Level of Living

Minimum wage rates are set by Wages and Conditions of Employment Boards, which have been established for various industries and, within some industries, for certain racial groups. The Government believes that minimum wage rates should be

determined mainly through collective bargaining; consequently, statutory minimum wage boards have been set up only for industries such as agriculture in which there are no well-established trade unions. In March 1964, the minimum monthly wages (including the value of rations) for agricultural workers were as follows: US\$15.46 in the western, central, and southern provinces and US\$11.22 in the eastern province. During 1964, the average annual earnings of Africans in paid employment varied from a low of approximately US\$246.40 in commercial agriculture to a high of about US\$834.40 in mining and quarrying.

The standard workweek ranges from 40 to 48 hours; in 1964, it was between 43 and 47 hours in most industries.

During 1964, plans were under study to establish price controls. The consumer price index (January 1962=100) was 108.5 in January 1965.

Employer Organizations

Information on employer organizations is unavailable.

Labor Organizations

Total claimed trade union membership is about 105,000, or about 37 percent of the estimated 285,000 wage and salary earners. The affiliates of the Zambia Congress of Trade Unions (ZCTU), the nation's only trade union center, claim a total membership of about 58,526, or over 50 percent of all organized workers. The ZCTU was formed in 1965 as a successor to the United Trades Union Congress (UTUC), which was dissolved by the Government at the UTUC's own request. Under Zambian legislation, the ZCTU is a quasi-official national center, affiliation to which accords certain privileges to national unions, such as the right to apply to the Government for compulsory checkoff in certain industries. The Zambian Government appointed the present Interim Governing Council of the ZCTU to serve until a special delegates' conference can be called to elect a permanent executive. The ZCTU is affiliated with the All-African Trade Union Federation (AATUF).

The largest union in the country is the Zambia Mineworkers' Union, which has 33,842 members. To date, it is not affiliated with the ZCTU. The eight anti-Communist International Trade Secretariats (ITS) which have affiliates in Zambia are the International Federation of Building and Woodworkers (IFBWW); International Federation of Commercial, Clerical, and Technical Employees (IFCCTE); International Federation of Chemical and General Workers' Union (ICF); Miners' International Federation (MIF); International Federation of Plantation, Agricultural, and Allied Workers (IFPAAW); Postal, Telegraph, and Telephone International (PTTI); Public Services International (PSI); and the International Transport Workers' Federation (ITF).

Labor-Management Relations

In 1963, 409,559 man-days were lost during 194 strikes involving 41,686 workers. Legislation was passed in that year permitting strikes only for specific reasons and only after all other methods of settling labor-management disputes have been exhausted. The Government anticipates that this measure will contribute much toward ensuring industrial peace.