# Labour Disputes Stifling Progressive Labour Relations In The Construction Industry In Zimbabwe (2013-2016)

<sup>\*</sup>Dominic Uzhenyu

Senior Lecturer, Faculty of Commerce and Law, Zimbabwe Open University Harare/Chitungwiza Regional Campus, Harare, Zimbabwe.

Abstract: The purpose of the research was to investigate the causes of labour disputes in the construction industry in Zimbabwe. The industry had a lot of cases that were before the labour courts and that motivated this researcher to investigate the teething problems bedevilling it in order to make recommendations that would help to improve labour relations in the industry. The research was guided by the research objectives centred on the problem. Literature revealed that there was a multiplicity of factors that influenced labour disputes which were centred on the theoretical framework of organisational conflicts. The research philosophy was positivism based on a survey design. Sixty respondents were selected using the stratified sampling technique. A largely structured questionnaire was used to collect empirical data. Data analysis (presentation and interpretation) was done using descriptive and inferential statistics which culminated in a number of exciting results. Major factors contributing to labour disputes were; there was lack of transparency evidenced by lack of employee involvement and participation, low remuneration compounded by erratic salary payments with some workers not paid for several months. The issue of lack of a vibrant health and safety policy was also of major concern as respondents cited lack of compensation of accident victims at workplace and not much was being done to aid their rehabilitation. The fact that collective agreements reached at the National Employment Council were not honoured, served to substantiate another complain by respondents that there was disregard of labour laws by employers who used arbitrary decisions. The issue of massive retrenchments in the construction industry especially after the infamous ruling by the Supreme Court on 17 July 2015 which allowed employers to terminate one's employment upon giving 3 months' notice without need to justify, seemed to have worsened the industrial relations in the industry. The study recommended that there was need to improve remuneration in the industry to reasonable levels such as closer to the poverty datum line since majority were so lowly paid. The firms needed to improve health and safety at the work places by providing safety clothing and safety devices. Transparency and involvement of workers in major decisions were also pivotal to reducing labour disputes.

# Definition of key terms

**Construction Industry-**Sector of national economy engaged in preparation of land and construction, alteration, and repair of buildings, structures, and other real property.

Labour dispute-a conflict between workers and employers on issues related to the employment contract.

**National Employment Council (NEC),** a coalition body of workers' representatives (trade union) and employers' representatives (employers' association) that administers labour issues in a sector or industry. In this case, the construction industry.

**Retrenchment-** Staff attrition, lay off, redundancy or reducing staff establishment (size) usually due to business viability challenges in order to reduce usually unsustainable wage bills and other labour related costs.

**Rewarding Sound labour relations-** mutual cooperation between employers and employees that should promote a conducive and democratic working environment

**Stifling progress-**impediments to mutual agreements between workers and the employer which can create division and resulting in the inability to achieve sound labour relations.

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# I. Background Of The Study

The construction industry in Zimbabwe is one of the biggest sectors which is very pivotal to the success of the economy. The industry involves use of engineering, heavy equipment and contemporary technology in order to put up infrastructure such as buildings (work premises, offices, houses, sporting (e.g. stadiums) and entertainment facilities (e.g. halls), roads, bridges, sewer and reticulation system, maintenance works, public lighting, railways etc. as well as maintenance work. The industry falls under the Ministry of Public Construction and National housing. The workers and employers in this industry negotiate labour relations issues through the National Employment Council (NEC) whose major affiliates are the Builders Association of Zimbabwe and the Construction Federation of Zimbabwe Public works. The labour relations of

late in this sector have been characterised by a number of labour disputes with numerous cases of litigation before the labour courts. That has affected the operations of the construction industry.

### **II. Statement Of The Problem**

Labour relations in the construction industry in Zimbabwe seem to be at their lowest ebb due to multiplicity of disputes over the past three years (2013-2016). These have culminated in poor relations between workers and the employers (management) by creating an atmosphere of animosity and confrontational approach by workers through numerous incidences of labour unrests. Such labour unrests have resulted in disciplinary cases, victimisation of workers' committee leaders and work stoppages, thus affecting sound labour relations, production and service delivery. It is against this background that this study intended to investigate these labour disputes in order to make recommendations to bring sanity to the industry/sector.

### **III.** Objectives

This study aims were;

- **3.1** To find out the adequacy of rewarding system in the construction industry.
- **3.2** To establish if the massive retrenchments experienced in the construction industry were justified and above board.
- **3.3** To establish the major challenges causing labour disputes in the construction industry.
- 3.4 To recommend means of reducing labour disputes in the construction industry

### **IV. Literature Review**

# **4.1 The Theoretical Framework**

# 4.1.1 Model of labour relations.

Industrial relations scholars have basically analysed industrial relations from three theoretical perspectives namely the pluralist approach, the unitary approach and the radical approach sometimes referred to as the conflict model approach (Beaumant, 2005).

### The Unitary perspective:

According to the unitary perspective, the organisation is perceived as an integrated and harmonious whole with the ideal of "one happy family" where management and members of the staff all share the common purpose, emphasizing mutual cooperation (Tony and Brain, 2012). The ideology of this approach is derived from capitalism where labour unions are seen as intruders and in a negative way. Conflict is perceived as bad and is managed through force and freedom is limited through strict rules and regulations.

### The Pluralist perspective:

The pluralist approach views an organisation as a structure that consists of sub groups that are have different values interests and objectives therefore conflict is inevitable (Rubin, 2006; Tony and Brain, 2012). Collective bargaining can be used as a conduit for positive change within organisations. Situations that occur in the labour market such as retrenchments for example as a result of loss making in certain business units make conflict inevitable. The retrenchment of several thousand workers in Zimbabwe's various sectors has resulted in several conflicts between employers and workers and even government at times (Uzhenyu, 2015). Through engagements between workers' unions and the mines such as voluntary retrenchment packages and intercompany transfers and alternative options some conflicts were resolved amicably.

### The Radical approach:

This views conflict as inevitable due to differences created by a capitalist society between the employers and the workers (Flint, 2002). The main objective of the capitalists who are the employers, is to improve productivity through the exploitation of workers by paying a minimum wage. The Marxists do not welcome state intervention as, in their view; it usually supports management's interest. They view the pluralistic approach is supportive of capitalism and the unitary approach as an anathema. Accordingly, therefore the labour-capital conflict, according to the Marxist approach, cannot be solved by bargaining, participation and cooperation. Marxists see trade unions as a natural response of workers to exploitation thus is a weapon to coerce employers by methods such as strikes to effect change. There is no single approach that can be said to be superior to the other. Each approach has its own strengths and flaws thus the three approaches must be applied jointly in analysing industrial labour relations.

# 4.2 Conceptual Framework

# 4.2.1 Labour Dispute

According to Kleinhenz (2011), a labour dispute;

a) always involves two or more parties (individuals or groups), and

b) occurs when one party feels its concerns are frustrated or about to be frustrated.

The above aspects of conflict really explain the situation in Zimbabwe's construction industry between employers and employees.

# 4.2.2 Sources of labour disputes or conflicts

According to Sambureni (2001), disputes may be caused by

- (i) Scarce resources e.g. revenue ratio of profits to wages and the sharing formula.
- (ii) Job or work activities how to share the activities.
- (iii) Differences in goals managers are concerned with efficiency whilst workers are concerned with security of tenure.
- (iv) Differences in values or perceptions.
- (v) Environmental factors e.g. Business fluctuations in the market for a product can threaten workers' jobs.
- (vi) Individual leadership styles as shown by different application of authority and power. Workers seek more power on issues affecting their lives (vertical conflict). Subordinates may resent a superior above them. Horizontal conflict is that between individual managers or among workers.
- (vii)Nature of work itself may be tedious (boring) so that there is no control of the pace of work, no responsibility or group identity.
- (viii) Communication problems.

(ix) Unclear line and staff structures e.g. matrix structure which may create ambiguities in the organization.

### 4.2.3 Dispute management approaches

Pruitt and Rubin (1998) cited in Mudyawabikwa (2004) identified **five strategies** that can possibly be used by the Construction industry in Zimbabwe to reduce cases of industrial relations disputes. These are:

- i) **Contending/competing or dominating** Here the negotiator pursues his/her own outcomes strongly. He/she has little concern for whether the other party obtains his desired outcomes.
- **ii)** Yielding/Accommodating or obliging –Negotiators here show little interest in or concern about whether they attain their own outcomes, but are keen to see to it that the other party attains her/his outcomes.
- iii) Inaction/Avoiding –Negotiators show little concern about whether they attain their own outcomes, nor do they show much concern about whether the other part obtains his outcomes.
- iv) Problem solving/collaborating or integrating Here negotiators show high concern for attaining their own outcomes and great concern for whether the other attains her/her outcomes, so that both sides win.
- v) **Compromising** –It represents a moderate effort to pursue one's own outcomes and a moderate effort to help the other party achieve his/her outcome(s).

### 4.4 Use of third parties to resolve labour disputes

Ways of resolving workplace disputes could involve Third Parties as suggested by Sambureni and Mudyawabikwa (2003). Third parties are people outside the conflicting parties who are called in or who offer to harmonise the tense relations of the negotiating parties. They come in either as arbitrators, mediators or conciliators.

### 4.4.1Conciliation

This is the first third party intervention strategy that helps the disputing bodies identify the cause of their differences and the relative importance of the various issues at stake. The parties are left to agree on a resolution to the dispute themselves. Conciliators do not impose or recommend solutions. The conciliator acts as a medium or a catalyst for the continuation of dialogue aimed at leading the parties to an agreement without interfering in the actual decision making.

### 4.4.2 Arbitration

Arbitration is another popular formal third party labour dispute settlement method whereby one or more impartial persons (arbitrator/s) determine(s) the issue on which the parties are unable to agree. Unlike other forms of dispute settlement methods, where the disputing parties control over the outcome of the dispute, in arbitration the third party is given the power of determination. Any other solution in arbitration is not acceptable. Arbitration is usually used in disputes between businesses and union-organised workers.

### 4.4.3 Mediation

In this third party involvement, the negotiators themselves, reach an agreement and the third party is just a facilitator. Mediators usually have no formal power over outcomes and cannot resolve the dispute on their own or impose a solution. Their strength lies in their ability to motivate the parties to make concessions towards agreement (Uzhenyu, 2015). The mediator himself/herself must be acceptable and credible, deemed neutral and recognized as impartial, experienced and potentially helpful.

# It is the feeling of this researcher that the construction industry can use the third party intervention strategies to reduce some of the industrial conflicts.

# V. Methodology

The research used the Quantitative paradigm (Khothari, 2014). The **Research design used** was the *survey design* since data was sought from those experienced in the relevant construction industry (Leedy and Omrod, 2016). The **Target population was** made up of all grades comprising engineers, managers, technicians, administrators mainly from the National Employment Council (NEC), officers and ordinary employees. The **Sample size** was 60 based on **Stratified sampling** (Khothari, 2014) in order to accommodate all the key staff positions in the industry. The **Research instrument** was a largely structured questionnaire. Respondents indicated their preferred choices on the structured questions. **Research ethics** were observed throughout the study and included the need to first seek informed consent from respondents, confidentiality, honesty and integrity (Cresswell, 2014; Porter, 2014). On **Data presentation and analysis**, findings were analysed using Descriptive and inferential statistics for the quantitative data which arose from responses to structured questions (Leedy & Omrod, 2016).

# VI. Results And Discussion

# 6.1 Data presentation and analysis of personal details (Biodata)6.1.1 Gender composition of respondents

Table 1: showing gender	composition
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Gender	Absolute frequency	Relative frequency (%)
male	52	87
female	8	13
total	60	100

The results showed that the construction industry is mainly dominated by male employees due to the nature of the work which is very demanding. Majority of respondents were male. The results confirm to the general gender distribution in the construction industry, which is thereby skewed in favour of male workers the world over (Tony and Brian, 2012).

### 6.1.2 Age group of respondents

**Table 2:** showing age composition

Age (years)	frequency	%
below 25	0	0
25 to 35	18	30
35 to 49	36	60
50 and above	6	10
Total	60	100

Majority of respondents were in the age group 35 to 49 years. The results indicate that a number of respondents were mature and that should have enhanced data validity (Khothari, 2014).

### 6.1.3 Highest level of education attained

Table 3: showing level of education.							
Education level	frequency	%					
'0' level	2	3					
'A' level	12	20					
Journeyman certificate	4	7					
degree	15	25					
diploma	20	33					
post graduate	7	12					
Total	60	100					

Majority had diplomas and a sizeable number with degrees as well as 'A' level and post graduate qualifications. Majority of the respondents (97%) had received education at least up to 'A' level, which shows that they were highly literate and were able to answer the questionnaire fully, thereby enhancing the validity of data collected (Khothari, 2014).

### 6.1.4 **Position of respondents**

**Table 4:** showing position of respondents.

Position	frequency	%
ordinary/skilled worker	18	30
Technician	10	16

administrator	4	7
engineer /manager	12	20
Union/workers committee	16	27
Total	60	100

This study revealed that the majority were workers and workers' representatives (trade union or workers' committee). This should have aided the validity of the study as the majority were workers who are usually disadvantaged in terms of their welfare. The fact that senior members like engineers and managers constituted a significant number (20%) made the study balanced in terms of sample composition as suggested by Leedy and Omrod (2016).

### 6.2 Effectiveness of the rewarding system in the construction industry.

**Table 5:** showing the effectiveness of the rewarding system in the construction industry.

Comment	Strongly Agree	Strongly Agree		Agree		Not sure		Disagree		1
	Actual	%	Actual	%	Actual	%	Actual	%	Actual	%
Amount of Wages/salaries is quite satisfactory	0	0	0	0	8	13	36	60	16	27
Wages/salaries are paid on time as per contract of employment	0	0	6	10	4	7	46	76	4	7
Benefits such as housing and transport allowances are quite satisfactory	0	0	14	23	14	23	32	54	0	0
Salaries /Wages paid are in line with the NEC agreements	0	0	32	53	6	10	22	37	0	0
Pensions and insurance cover are honored as per NEC or company policy	0	0	14	23	30	50	16	27	0	0
Overtime is paid as per remuneration policy	0	0	34	57	14	23	8	13	4	7
Salary reviews involve all stakeholders so that there is consensus or rationalization	0	0	0	0	4	7	38	63	18	30

The results showed that there were challenges regarding remuneration issues which seemed to be ineffective. There was an overwhelming response that the wages/salaries were inadequate and rated as not satisfactory. In addition, benefits such as housing and transport allowances were also inadequate. It appeared that the payment system used by majority of the employers was not confining or in line with the NEC agreements. To compound the situation, the wages/salaries and benefits were not paid on time as per contracts of employment. Issues of salary reviews did not involve all stakeholders so that there was consensus or rationalisation. All these challenges were not peculiar to the construction industry alone as 85% of workers in the entire economy earned below the poverty datum line of \$560 per month (*ZIMSTATS, July 2016*). The average earnings in the construction industry was around \$350. The situation of remuneration for the entire economy had been worsened by critical cash shortages that had been witnessed since the announcement by the Reserve bank governor, Dr Mangudya around March 2016 that there was to be introduction of bond notes to remedy the cash shortage (*Financial gazette, 3 March 2016*). The results showed a gloomy picture about the welfare of employees in the construction industry even up to the time of finalising this study, March 2017.

### 6.3 The extent of retrenchments experienced in the construction industry

Table 6: comments related to the retrenchments being experienced in the industry

Comment		ly	Agree		Not sure		Disagree		Strong disagr	
	Actu al	%	Actu al	%	Actu al	%	Actu al	%	Actu al	%
Discussions are first held between workers and management on need to retrench	0	0	30	50	0	0	16	27	14	23
Options to manage retrenchments such as volunteering or use of Last in first out (LIFO) methods are discussed first	0	0	2	4	14	23	14	23	30	50
The company just applied/applies the 3 months' notice to terminate employment without any discussion	16	27	30	50	0	0	14	23	0	0
The retrenchments are done willy-nilly (no planning) without justification	16	26	16	26	18	30	10	18	0	0
Retrenchments are being used to threaten workers over salary erratic payments or disputes	14	23	32	54	0	0	14	23	0	0
The employers are disregarding labour laws such as the Labour Act that requires use of code of conduct and applying to the Labour Retrenchment Board first for approval	12	20	2	3	14	23	32	54	0	0
Hardly any payment is made immediately after retrenchment and those retrenched find themselves faced with poverty and struggle to get the retrenchment benefits should they be awarded after	36	60	12	20	8	13	4	7	0	0

all					

The issue of massive retrenchments in the construction industry seemed to have worsened the industrial relations in the industry. The results showed that a number of companies just applied the 3 months' notice to terminate one's employment without any discussion based on the infamous ruling by the Supreme Court on 17 July 2015 (Uzhenyu, 2015). Most employers seemed to have been not aware of the amendments thereafter, when the New Labour amendment Act became law on 26 August 2015 (Uzhenyu, 2015). Options to manage retrenchments such as the traditional approach of volunteering or use of Last in first out (LIFO) methods were no longer being used. No discussions were held between the employer and the workers on the retrenchment package as employers seemed to disregard labour laws such as the use of the code of conduct and/or applying to the Labour Retrenchment Board first for approval before retrenching. Results showed that there was hardly any payment made immediately after retrenchment and those retrenched found themselves faced with abject poverty and showing nothing for all the years they had worked for. This is in contradiction to the Amended Labour Act 28: 01 which clearly spells such action as unfair labour practice. Failure to observe proper procedures of retrenchment has been one of the major challenges causing labour disputes in the construction industry.

6.4The major	challenges c	ausing labour	disputes in t	the construction	industry
	Table 7. m				

Comment		Strongly Agree		Agree		re	Disagree		Strongly disagree	
	Actu al	%	Actu al	%	Actu al	%	Actu al	%	Actu al	%
Low remuneration (wages/benefits)	40	67	20	33	0	0	0	0	0	0
Erratic salary payments with some workers not paid for several months	2	3	50	83	8	14	0	0	0	0
Agreements reached through collective bargaining not honored at times with no reprimanding of the culprits especially employers by NEC	2	3	52	87	6	10	0	0	0	0
Workers committee members usually victimised if they want to present workers grievances or if critical of management	16	27	40	67	0	0	4	6	0	0
No meaningful pensions paid to those after retirement	6	10	52	87	2	3	0	0	0	0
Compensation of accident victims at workplace and their rehabilitation not effective and at times ignored	2	3	56	94	2	3	0	0	0	0
Disregarding labour laws by employers who use arbitrary decisions	14	23	14	23	16	27	16	27	0	0

The above results indicate that there is lack of sound industrial relations between the workers and the employers. There was a plethora of problems that contributed to labour disputes such as retarded welfare of workers as evidenced by lack of provision of decent housing and infrastructure development, medical assistance and pension. This was also exacerbated by the ineffective manner in which the National Employment Council (NEC) slowly moved to have grievances quickly addressed, as well as the lack of government enforcement of the New amended Labour Act 28: 01 Number 5 of 2015. Also such problems had been experienced in the UK coal mining industry which had led to almost its demise as highlighted by Clegg (1979). Low remuneration was cited as evidenced by low salaries/wages and benefits. This was being compounded by erratic salary payments with some workers not paid for several months. The issue of lack of a vibrant health and safety policy was also of major concern as respondents cited lack of compensation of accident victims at workplace and not much done to aid their rehabilitation. The fact that collective agreements reached at the National Employment Council were not honoured serves to substantiate another complain by respondents that there was disregard of labour laws by employers who use arbitrary decisions. Such conduct by the NEC constituted unfair labour practice which is usually resolved by the other party (workers) seeking recourse (Mudyawabikwa, 2004). This is strongly evident by strong sentiments raised by the workers that they were being left out in key decision making processes. The absence of a cordial dialogue platform was exacerbated by mistrust between the two parties, which could culminate in a confrontational approach as what usually happens with industrial action in Rustenburg in South Africa (Twale, 2013).

# VII. Conclusions

The study concluded that there was generally low remuneration which was being compounded by erratic salary payments with some workers not paid for several months. Majority of the retrenchments were not justified but based on victimisation of those who were most vocal. The influx of Chinese companies was posing

a lot of competition to indigenous firms forcing a lot of companies to fold up or downsize their operations. Most companies did not use the Code of conduct as required or to apply to the Retrenchment Board to effect retrenchments. The issue of lack of a vibrant health and safety policy was also of major concern as well as lack of compensation of accident victims at the workplace. Not much was being done to aid their rehabilitation. The fact that collective agreements reached at the National Employment Council were not honoured, served to testify that that there was disregard of labour laws by employers who used arbitrary decisions and threats taking advantage of the macro-economic challenges in Zimbabwe as evidenced by lack of employee involvement and participation in major decision making.

# VIII. Recommendations

In light of the Conclusions made on VII above, the study came up with the following possible remedies to avert the numerous labour disputes and bring sanity to the construction industry.

### 8.1 Enforcement of the new Amended labour Act Number 5 of 2015.

The Ministry of labour should spearhead the enforcement of the new Amended labour Act Number 5 of 2015so that employers do not exploit workers and that they provide the necessary framework in order to create cordial and conducive working environment. In order to avoid exploitation of workers by unscrupulous employers, law enforcement agencies should bring culprits to book and they should be severely punished.

### 8.2 Improved corporate governance

There was urgent need to ensure that all companies in the industry put in place a sound corporate governance framework. This should include having company boards with technocrats, transparency in the financial matters of the firms so that workers have correct financial status information. Above all, communication at all levels should be encouraged especially by allowing the involvement and participation of workers in all major decisions affecting the firms.

### 8.3 Provision of better remuneration and other benefits

The issue of low remuneration in the industry especially for the shop floor levels was one of the most sensitive area which always made workers disgruntled. As such construction firms could implement a performance related pay scheme and to improve welfare of workers by proving medical and insurance cover. This would enhance the workers' welfare and motivation. Payment of pension and insurance to the National Social Security Authority (NSSA) should be made mandatory to all firms in the industry in order to enhance social security and social protection.

### 8.4 Improving occupational safety by reducing occupational hazards and accidents.

Construction firms should prioritise occupational safety by improving employee health and safety to reduce rampant cases of casualties and fatalities at the workplace most of which did not receive much attention like compensation of victims or facilitating their recuperation or rehabilitation.

### 8.5 Use of voluntary third party conflict resolution mechanism

Settling disputes through use of voluntary third party interventions such as use of voluntary arbitration, mediation and conciliation can help the Labour courts which have serious shortage of judges worsened by a heavy backlog of dispute labour cases, which in some instances a case could take up to 2 years before a hearing and determination of judgement.

**8.6 Expediting the settlement of lots of disputes cases pending at the labour court** since 'justice delayed is justice denied''. More judges should be availed so that cases can be expeditiously resolved.

# 8.7 Alignment of the 2013 National constitution with major administrative laws

There was urgent need for the rationalisation of current conflicting labour procedures by aligning them with the major labour laws. For example, there is need to ensure that employees' fundamental rights such as the right to associate and organise and to participate in collective bargaining in line with such International Labour Organisation (ILO) conventions like numbers 87, 98 and 154 are protected, since Zimbabwe is a *bonafide* member of ILO. Workers should freely exercise their right to show their discontentment by embarking on a collective job action as provided for in the New Constitution Section 65(3) but yet to be aligned with the major piece of labour legislation, the Labour Amendment Act 28:01 of 2015.

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