

**Report of External Evaluation of Projects:**

**Promotion of decent work at ship breaking industry in Bangladesh by OSHE/  
FNV**

**Poverty reduction and workers in hazardous metal sectors by BILS /LO/FTF  
Council**

**Organising metal workers in Ship-breaking industry in South Asia IndustryAll  
/FNV**

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Submitted to

**Federatie Nederlandse Vakbeweging (FNV) & LO/FTE COUNCIL**

May 2014

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## **Acknowledgements**

We thank FNV and LO/FTE Council for entrusting us the responsibility of evaluating their work among the ship breaking and re-rolling workers in Bangladesh. Special thanks are due to Prabhu Rajendran, Wilma Roos, Lone Ilum Christiansen and Sudharshan Rao Sarde.

We have received enormous help from the project partners in Bangladesh. We would like to acknowledge our gratitude to Nazrul Islam Khan, Secretary General, BILS; Syed Sultan Uddin Ahmmed, Executive Director BILS; Repon Chowdhury, Executive Director, OSHE; Omar Faruq, Project Manager, OSHE; Eusuf Mollah, Programme Officer, BILS/IndustryAll; Mazid, BILS; Pahari Bhattacharjee, field officer, BILS and Titu Mizan from BILS.

We thank all the trade union leaders who co-operated with the evaluation. Special thanks are due to A. M. Nazimuddin, President, BJSD, Chittagong Division, Shaferali, Joint Secretary, JSL, MD. Mojibur Rahman Bhuiyan, General Secretary BMSF, Mufizar Rahman, Joint Secretary, BJSF, Chitagong, Nurul Afsar, Coordinator, BML, Jalal Ahmed, BSSF, Dalip Kumar Nath, TUC and Nura Afsar, BLF.

Finally we thank the ship breaking workers at Sitakund, who very generously shared their lives and struggles with us.

Sobin George

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## EXECUTIVE SUMMARY

The projects under evaluation are: a) promotion of decent work at ship breaking industry in Bangladesh” by OSHE/ FNV, b) poverty reduction and workers in hazardous metal sectors”; BILS /LO/FTF Council and c) organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV.

As per the terms of references, the objectives of the evaluation are to assess the achievements of objectives of these projects “as they are formulated in project proposals and implemented by OSHE, BILS and IGU and its affiliates, and also look at the impact of the project especially the extent to which desired changes have been achieved due to the intervention”.

The evaluation was based on secondary review of relevant project documents and fieldwork conducted in January and March 2014 in Dhaka and Sitakund. Key findings and recommendations are summarised as follows:

### KEY FINDINGS

The success of a project in this specific context should be attributed as the cumulative effects of all the projects together because of their common agenda, strategies and target groups. The significant impact these projects have made collectively is the windows of opportunity opened for organising workers. The advocacy of BILS and the metal team, training programmes of OSHE on OSH, legal help by BILS and OSHE together equipped the trade unions to build the confidence of at least some workers. There is also a change in the perception of employers in some cases.

The activities of the projects are carefully designed towards the realisation of the objectives, if implemented properly. It is also important to note that all the implementing partners including BILS, OSHE and IndustryAll have significant experience in the sector, which helped understanding the issue based needs of the target group and adopting effective implementation strategies. The project wise summary is as follows:

#### ***Promotion of Decent Work at Ship Breaking Industry in Bangladesh” by OSHE/ FNV***

- The objective of “awareness generation among workers” has been achieved moderately in the strict sense of limiting it to workers. Awareness programmes were useful to the extent that it helped workers understand the OSH risks and their rights. However, the job is incomplete without meaningfully engaging with state machinery and employers since at present there is no possibility of workers demanding for better conditions of work, even if they are aware of rights.
- Activities such as medical and legal services undertaken in the project are highly commendable. Nevertheless, lobbying for inspection at yards did not yield many results. Other than a few exceptional instances, labour inspection also did not lead to any action against employers even though violation of labour rights and accidents and injuries are rampant. The project therefore needs to explore other possible proactive and effective options for addressing questions of workplace safety and health. Employers being an important stakeholder, it is time to engage meaningfully with them. This is further elaborated in the sub heading of ‘common concerns’.
- The project interventions positively contributed to the processes of unionisation as part of the collective efforts of TUs and other projects. Project acted as an interface which sensitises workers towards unionisation and an entry point for union to reach to workers.

Therefore it can be said that the project supports union building activities, which the unions also recognise.

### ***Poverty reduction and workers in hazardous metal sectors BILS /LO/FTF Council***

- The biggest impact that this project made is the formation of the metal team, which has the potential to address the issues of ship breaking workers. The metal team has been instrumental in engaging with Ministry of Industry and labour departments in matters related to registration of unions and compensation of workers. The campaigns of the metal team were informed by the research studies conducted on living wages and conditions in the ship breaking yards. The BILS metal team also consists of senior trade union leaders working in the sector, which endorses its credibility.
- The campaigns of the metal team did not bring about significant results as expected (reference to project proposal) mainly due to the importance given to the sector in the name of industrial growth and employment generation. It must be noted that the advocacy with the concerned state departments helped to bring the issues of workers to the notice of the state apparatuses to a certain extent. The expected output of the advocacy campaign as mentioned in the project documents however is lobbying for policy changes in favour of workers. As of now, campaigns and lobbying with government did not lead to effective enforcement of the existing laws in favour of the workers other than making their presence felt, which necessitates serious attention on the strategies. The thrust should be on enforcement of existing labour laws and implementation of ship breaking rules. This is further elaborated in the section on common concerns.
- Media campaign, one of the major activities of the metal team was inadequate in the sense that the industry news significantly outnumbered workers' news that appeared in the major national news papers. The metal team should identify the news papers and other media which are labour friendly and work with them to carry news of workers' concerns.
- Support services to trade unions was one of the significant activities of the project. As in the case of the OSHE project, BILS' local level activities also bring workers and trade unions together. Among the BILS metal team, BJSD could organise workers in two yards and BML in one yard as of January 2014. TUs noted that training programmes of BILS were helpful in the organising activities and these should continue.
- Workers education programmes, another important activity of the project, have made mixed impacts. It helped workers to be aware of their rights. However, workers noted that employers are hostile towards their demand for ensuring safety. As discussed in the context of the OSHE project, BILS should explore possible ways of engaging employers along with worker education.
- As in the case of the OSHE project, there is hardly any evidence that lobbying for labour inspection yielded a positive result. Specific recommendation on labour inspection is given in the section on common concerns.

- There is an immense need for legal aid for workers at ship breaking yards. The project should consider legal advocacy as one of the project components in the context of increasing instances of injuries, accidents and subsequent loss of employment.
- There is a visible under-representation of re-rolling sector in BILS programmes though it is an area of work as mentioned in the original proposal. The nature of employment and conditions of work in the re-rolling sector is also more or less similar to that of ship breaking sector. Trade union presence is also weak in the sector. It is important from BILS' side to extend the project to re-rolling workers. This sub sector may be equally prioritised along with ship breaking sector.

***Organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV***

- The priority areas listed in the IndustryAll proposal for Bangladesh are not found to be matching with the project objectives. For instance, providing drinking water, ambulance and medical facilities and achieving social security are part of the priority areas; however, these are not sufficiently included in the project objectives and activities.
- Unionisation is the major thrust of this project. The project could bring two major trade union federations into its fold. These trade unions also organised workers in two yards, which is an important achievement.
- Though BJSD and BMF, two present trade union affiliates of IndustryAll formed unions, they could not satisfactorily engage with the employers or place a charter of demand to the employers yet primarily due to the resistance from owners. It is also shared by the workers that there is no guarantee that the union would protect them on the events of loss of job and victimization by the employer, which is a major factor that stops many workers from joining union. Some of the non-unionised workers noted that they do not have any expectations from the unions as they have not seen any qualitative improvements in the lives of unionised workers out of their involvement with unions. Union hence must initiate measures for gaining the confidence of workers and create space for wage bargaining and implementation of healthy working conditions and ensuring compensation for workers on instances of casualties.
- There is a tremendous need to gain workers' confidence. Union should try strategies adopted at Alang, India for the same. They can also try measures like forming workers cooperatives, small union managed social security schemes, provisioning of some facilities at a common contact point etc. on a short term basis, which may not require the participation or permission of the employers. It is also important to have committed organizers in the field. Along with that there should be follow up of training programmes and sensitization of new workers coming to the yards. They must also organize frequent gate meetings and programmes which can attract workers.
- IndustryAll intervention in Bangladesh at present is inadequate when it is compared with the activities undertaken in India. The blanket strategy adopted for the South Asia region does not work for Bangladesh due to the differences in its political climate and importance that the ship breaking industry enjoys. There should be a separate Bangladesh plan for IndustryAll, which should be chalked out in consultation with trade unions. They should also include other unions for instance, TUC and BFTUC, who have committed workers at the field level.

- There should be a shift of focus from yard based to sector based union in the ship breaking yards. The jobs in the yards are temporary and workers are mostly under labour contractors. It is also not sure whether the same employer would continue in the yard for a long period of time. Any yard can be closed down anytime, depending upon the arrival of ships. The collective identity of the workers therefore should be as Bangladesh ship breaking, recycling and re-rolling workers union than the yard based identity as in the case in India. IndustryAll should revisit the present strategy of organising workers around yard and explore the option of cluster or sector based union.
- Along with the attempts to form cluster/sector based union, the immediate attempt should be to expand the trade union affiliations of IndustryAll in the ship breaking sector. They should include other unions for instance, TUC and BFTUC, who have committed workers at the field level. It should follow the constitution of a ship breaking and re-rolling workers federations as an apex body of all individual trade unions formed under the IndustryAll umbrella. All programmes under IndustryAll should be organized under this common umbrella platform. Similarly, the common platform should ensure solidarities across all individual trade unions formed if there are any issues of labour rights violations.
- IndustryAll in Bangladesh should develop proper organizational structures with necessary manpower for the better functioning. They should also invest on infrastructure facilities at Sitakund, which involve a vehicle, ambulance, first aid centre and paid volunteers who could reach out to workers anytime.

#### **CHALLENGES AND ISSUES OF SUSTAINABILITY**

- The challenges that the projects face are several including hostile political climate and policies of the government, strong lobby of ship breakers, enforcement failures from labour departments and non recognition of labour rights violation, absence of committed organisers in the field, floating and invisible workers, lack of confidence of workers in the union and fear of victimisation and negligence of the very immediate problems of the workers.
- Important issue of sustainability are lack of unity among trade unions in the ship breaking sector, dependency on external funding and non-predictability of business in ship breaking sector.
- The unions formed at present need external support. However, complete reliability on external support would lead to dependency, which will be against the spirit of trade unionism. Trade union affiliates therefore must think about alternative support mechanisms. A common pool of worker welfare fund from members of other sectors (like garment, public service, construction etc.) could be an option. The unions in the long run can also think about a welfare fund for ship breaking workers with a minimum contribution of workers.

## OTHER COMMON CONCERNS

- This combined evaluation of BILS, OSHE and IndustryAll initiatives in the ship breaking sector highlights various issues. The most important one is the realisation that unionisation is still in a nascent stage and there are several challenges to overcome to achieve the broad objective of organising ship breaking workers. Though some unions could organise workers, it does not qualify to be called as workers' unions due to its inability in even winning the confidence of workers and representing their interests. The immediate concern therefore should be strengthening the already formed unions, irrespective of its political affiliation and ideologies.
- Since the broader objectives, implementation strategies, geographical coverage, target groups and strategic partners of all three projects are same, it is recommended to evolve some functional coordination at the planning and implementation levels. This will help save resources, increase efficiency and avoid duplication.
- There is a need to functionally integrate and differentiate activities of trade unions and supporting organisations. The evaluation therefore calls for a joint meeting of all stakeholders of FNV and LO/FTE Council supported projects to explore possible areas of joint action. Implementing organisations must avoid duplicating programmes and beneficiaries. If possible the stakeholders and partners of all three projects explore the possibility of formation of an inter project coordination committee, which can design common programme on larger issues.
- The Ship Breaking and Ship Recycling Rules 2011 opened up a great opportunity for the projects. One of the immediate activities that should be prioritised is the monitoring of the implementation of the same. The suggested common project coordination committee of all three projects may form a Ship Breaking and Ship Recycling Rules 2011 Monitoring Committee which comprises of legal experts, trade union members, academics, civil society members and some celebrities. The monitoring committee should form sub groups on three issues-labour rights, inspection (both ships and worksite) and environmental protection. The committee must have systems to receive information from the field on ship inspection, labour rights violations and OSH requirements on a day to day basis.
- All three organisations should explore the ways of engaging employers along with the programmes on worker education. This should not be in the framework of Corporate Social Responsibility, but under citizenship rights. It is important to identify and engage with employers with good labour practices so that they could be used to articulate the long term economic benefits of decent work and implications of labour rights violations and the possible sustainability issues for the industry due to these to other members of BSBA. The strategy is to identify sympathetic ship breakers to talk to other members in the language that they would understand. As a second step, the campaigns should publicise the names of the employers who follow best and worst practices.
- Both OSHE and BILS should reconsider their present lobbying for labour inspection. There is no point in pressurising the labour inspection department when it does not have adequate personnel to carry out inspection. The most important step hence to be taken is demanding of recruitment of inspection personnel as under the provisions of the ship breaking rules. Possibilities such as shadow inspections by Trade union forum/federation and representation of TU members while inspection should be explored.

- Most of the activities of OSHE, BILS and IndustryAll are pre planned and operating from headquarters, keeping local offices and partners as mere functional units. This seriously handicaps union support activities. All these organisations therefore should have financial earmarking for conducting activities as per the local needs, which are emanating spontaneously.
- One of the important common areas of intervention emerging is the need to enumerate the workers in the ship breaking sector by unions. Unions together with the help of OSHE and BILS must initiate it on a priority basis. Such data base will be a great legitimate step to even engage with government and employers. It is recommended that a consortium of BILS, OSHE, IndustryAll, with the help of trade unions and labour contractors may be formed with adequate support from FNV and LO/FTE Council, which may initiate steps for enumerating workers in the yards. Once the enumeration of the existing workers is over, there should be a provision for registration of new workers coming to the yards. Arrival points of workers to Sitakund, like bus station and railway stations can have ‘trade union booths’ or help desk to register the new workers
- There is a tremendous need for legal advocacy in the context of increasing instances of injuries, accidents, subsequent loss of employment, termination and non-payment of wages. All project partners should address this issue collectively. This will also help unions to gain confidence of the workers.
- Re-rolling sector is found to be completely undermined in the project though it comes under the metal sector. There should be adequate attention on this sector as well.

#### **ROLE OF FNV AND LO/FTE COUNCIL**

- FNV and LO/FTE Council, being widely networked at the international level must initiate advocacy activities at regional and international level on OSH and environmental issues at the host countries. They should explore the possibility of **Responsible Selling of Ships** as most of the ships are coming from European countries, the US and the Arab world.
- LO/FTE council and FNV can explore the possibilities of supporting some issue based activities of the projects together. They should also take care not to support duplicating interventions of partners. In order to take care of these issues, an inter –project coordination committee can be thought of.
- FNV and LO/FTE council should develop long terms plans for interventions in the ship breaking sector. The goal should be formation of workers union at the ship breaking sector, which can represent the interests of workers on its own. Support services of BILS and OSHE should be supplementing to this goal.

## I INTRODUCTION

South Asia has emerged as a major site of ship breaking and recycling activities since 1980; thanks to the persisting unemployment and poverty in the region as well the relatively weaker labour and environment regulations in countries like India, Pakistan and Bangladesh! These three countries together in the region accounted for ship recycling of an volume of 17000000 tonnes in 2011, which was almost 80 per cent of the total in the world (see figure 1). If China and Turkey are added to this figure, it would be nearly 98 per cent of the world's total. In South Asia, Bangladesh is positioned second after India in terms of volume of ship recycling and it is estimated that 100 out of 700 ships scrapped in a year globally are in Bangladesh (Pasha et al 2012). The industry in Bangladesh has an annual turnover of 1.5 million dollars, which underscores its economic importance<sup>1</sup>. Besides, the industry also contributes as much as 73 per cent to the country's steel requirements (see table 1).

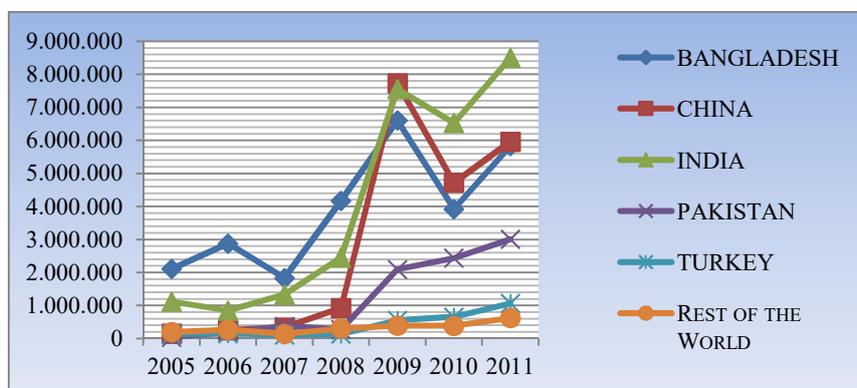
Apart from its economic overvaluation, ship breaking and recycling industry also attracted considerable attention due to its highly hazardous nature and potential environmental damages. The last twenty years have seen several interventions from international organisations and activists' groups to regulate this industry and minimise its health and environment damages. The Basel Convention on the Trans-boundary Movement of Hazardous Wastes, 1989 and Hong Kong International Convention for the Safe and Environmentally Sound Recycling of Ships, 2009 have been two notable interventions at the international level among others. International labour solidarity organisation, trade unions and environmental organisations are also active in the sector with their lobbying for ensuring safe working conditions, labour rights and environmental sustainability. Bangladesh has presence of strong environmental and labour rights organisations and trade unions working in ship breaking and recycling sectors, which have solidarities and networks across the globe. A great deal of successful interventions, which include lobbying for ship inspection and separate rule for ship breaking and rerolling and legal advocacy, have been advocated by these groups toward enabling decent working conditions and limiting environmental and health hazards in the sector. Among others, FNV, LOFTE council and its affiliating civil society organisations and trade unions have been working in these sectors in Bangladesh for the last five years. This report evaluates some of the selected interventions of these

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<sup>1</sup> For details, please see <http://www.shipbreakingbd.info/overview.html> , accessed on 2 February 2014

organisations for organising workers and ensuring workplace safety and other labour rights and poverty reduction in the ship breaking, recycling and re-rolling sectors in Bangladesh.

**Figure 1: Annual ship recycling volume of the largest ship recycling countries**



Source: Compiled from IHS Fairplay

**Table 1: Contribution of ship recycling to total steel use (2011)**

Country	Steel by ship recycling	Steel use	Ratio
Bangladesh	1,495	2,046	73.07
Pakistan	688	2,531	27.18
India	2,715	73,671	3.69
Turkey	522	28,700	1.82
China	1,800	6,49,850	0.28

Source: Mikelis (2013: 10)

## I.1 Objectives of the evaluation

The projects under evaluation are: a) promotion of decent work at ship breaking industry in Bangladesh” by OSHE/ FNV, b) poverty reduction and workers in hazardous metal sectors” by BILS /LO/FTF Council and c) organising metal workers in Ship-breaking industry in South Asia” by IndustryAll /FNV. The present evaluation aims to assess the achievements of the objectives of these projects “as they are formulated in project proposals and implemented by OSHE, BILS and IGU and its affiliates, and also look at the impact of the project especially the extent to which desired changes have been achieved due to the intervention”. The evaluation also addresses the specific objectives as mentioned in the ToR, which include achievement of project objectives, factors affecting the successful implementation and achievement of objectives, sustainability of objectives, institutional development and arrangements, strategic partnership, gender issues and future role of FNV and LOFTE Council.

## **I.2 Methodology**

The evaluation study relied on both primary and secondary sources of data. Primary data on the project was collected through in-depth interviews, observation and discussions from project sites Dhaka and Chittagong. The team interviewed project officials, funding partners, training partners, collaborators, labour officers, and trade union leaders and local level organisers. The team also visited ship breaking yards at Chittagong and interviewed thirty ship breaking workers (both unionised and non-unionised). One FGD was also conducted at OSH house involving local trade union leaders, organisers and workers. Besides, necessary data related to the project, its implementation, activities, achievements, coverage and beneficiaries were collected from secondary resources, mainly project proposal, narrative reports and news paper reports. Documents related to union strength, activities, meetings, litigations, services provided etc. were also physically verified.

## **I.3 Organisation of the Report**

The report is organised in to six sections. Second section presents the findings, which include project relevance and achievements of objectives. The third section looks at the impacts made by the project. The institutional structures and delivery mechanism of the project is discussed in fourth section. Fifth section presents the challenges and issues of sustainability and sixth section concludes the evaluation with specific recommendations.

## II KEY FINDINGS

### II.1 Project Relevance

Ship breaking is considered as one of the extremely hazardous occupations in the world. The industry is also infamous for its violations of worker's rights in the South Asian countries where labour laws are relatively weak in protecting the interests of workers in the informal sectors. The common forms of labour rights violations as reported from countries like India, Pakistan and Bangladesh include poor occupational and safety standards, poor implementation of safety requirements, absence of first aid and medical facilities on events of casualties, low wages and absence of leave and other allowances, use of child labour and non payment of wages.<sup>2</sup> The estimates of Bangladesh Institute of Labour Studies show that as many as 116 workers died in accidents at ship-breaking yards of Sitakund, Chittagong from 2009 to 2012. These alarming figures of deaths and injuries point to the weaker implementation of health and safety measures and non-compliance of international regulations related with ship breaking. Recognising these, the mentioned projects address the most pertinent issues of workers' education, unionisation, promotion of health and safety at workplace.

The projects are conceived and operationalised considering the appalling conditions of work, health and living conditions of workers in the ship recycling and re-rolling sectors in Bangladesh. The project documents clearly make the case for intervention in the areas such as improvement in health and safety, labour conditions and organising of workers and collective bargaining. The data presented in the proposals on injuries, death, violations of labour laws and environmental hazards prove to it.

It is also important to note that ship breaking and re-rolling will continue to be an important sector in Bangladesh due to the higher dependency of the country on this sector for the requirement of steel and other related materials. As it is given in table 1, as much as 73 per cent of the steel used in Bangladesh come from these sectors. Furthermore, there is a realisation among the ship breakers and governments of ship breaking countries that sustainability of this industry depends also on the compliance of environmental and labour standards primarily due to resistance of trade unions and civil society interventions across the

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<sup>2</sup> For more details, see Kumar (2007), *Ship Dismantling in South Asia: A status Report*, Euroconsult Mott MacDonald and WWF-India

world. All these make these projects particularly relevant and create a space for labour organisations and trade unions to intervene in this sector.

### *II.1.1 Analysis of project objectives*

The important question is how effectively the objectives of organising workers, health and safety, labour rights and environmental concerns are translated into project activities in a manner that it would eventually lead to realisation of the project outcomes. As it is evident from the project documents, the long term objective of all the three projects is organising or supporting trade unions in organising workers, which would further take care of issues of working conditions, living wages, other labour rights, health and safety. Table 2 presents the specific objectives, strategies and activities proposed in the projects. It shows that activities for most of the objectives are carefully designed towards the realisation of the objectives, if implemented properly. It is also important to note that all the implementing partners including BILS, OSHE and IndustryAll have commendable experience in the sector, which helped understanding the need-based issues of the target group and adopting effective implementation strategies.

However, it should be mentioned that specific activities proposed for some of the objectives of the projects appear to be inadequate. For instance, activities proposed to realise the objective “improve work place condition with standard safety and social protection by follow-up actions” under the OSHE project are training for workers and trainers, medical (read doctor) service, legal service and facilitation of labour inspection. Similarly the objective “improve the work place by implementation and monitoring of protection and safety measures by all stakeholders and improved capacities of affiliates to support members in OHS” of IndustryAll lists out similar activities. This approach appears to be less proactive since it emphasises more on the responsibility of the worker to be safe at the workplace whereas the primary responsibility of ensuring safe working conditions lies with the employer. Several reports and studies highlighted that workers do not get adequate PPE measures and employers do not take adequate safety check and measures to prevent accidents in the ship breaking yards. Hence there should be an additional element of lobbying employers through appropriate platform in the list of activities under this objective. One of the objectives of OSHE project (improve work place condition with standard safety and social protection by follow-up actions) also intends to improve social protection; however, no activity is proposed to realise the same.

The priority areas listed in the IndustryAll proposal for Bangladesh are also not found to be completely matching with the project objectives. For instance, providing drinking water, ambulance and medical facilities and achieving social security were part of the priority areas; however, these are not sufficiently included in the project activities.

Objectives and proposed activities of BILS' project are found to be mutually complimenting to achieve the desired output. Achievements of the project objectives along with activities undertaken, which determine the impact of the project, are presented in the following section.

**Table 2: Objectives and strategies/activities of the project**

<b>Project</b>	<b>Objectives/expected outcome</b>	<b>Strategies/activities</b>
Promotion of Decent Work at Ship Breaking Industry in Bangladesh” by OSHE/ FNV	Increase awareness among the workers on various issues which affecting them by follow-up actions	Study circles on OSH and labour laws, awareness campaign,
	Improve work place condition with standard safety and social protection by follow-up actions	training for workers and trainers, doctor service, legal service, facilitation of labour inspection
	Enhance capacities of Trade Unions and other labour support organisations by follow-up actions	consultation, training, information support services
Poverty reduction and workers in hazardous metal sectors”; BILS /LO/FTF Council	BILS Metal sector teams are equipped with capacity to network and skills to plan a campaign for formulation of minimum wage standards and safer working conditions for workers in the re-rolling, and ship breaking industries.	Advocacy planning, joint TU & labour inspection dept, evaluation workshops, TU forum meetings, review meetings
	BILS/Metal Sector teams have advocated to government and employers for ensuring minimum wage standards, occupational health and safety and a functional LIS	campaign, tripartite dialogue, media campaign
	The BILS/NTUC local metal committees have increased knowledge about labour law and skills to advocate for improved metal workers living and working conditions.	training materials, labour law & OSH training
	Metal workers in the re-rolling and ship breaking industries have increased knowledge about basic workers rights, minimum wage and occupational health and safety	OSH support, media campaign, orientation programmes, workshop with TUs and Inspection dept, lobbying for inspection
Organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV	Improve organizing and collective strategies of affiliates to engage government, employers and other stakeholders on policies/implementation and fostering regional cooperation amongst affiliates	union building workshops, strategy meetings, supporting local TUs
	Improve the work place by implementation and monitoring of protection and safety measures by all stakeholders and improved capacities of affiliates to support members in OHS	medical camps, campaign on OSH, workshops for workers on OSH, first aid, PPE and labour rights, training of trainers
	Engage government, employers and other stakeholders to create an environment for social dialogue at local, national and regional levels, and develop mechanisms to resolve various issues of ship breaking workers through dialogue	workshop on collective bargaining, coordination with national centres for tripartite meetings, periodical meetings with govt, employers and contractors, national workshop on social dialogue

Source: Project proposals

## **II.2 Achievements of Objectives**

This section examines the extent to which the objectives are realised by the projects. Before assessing the individual project, we would like to mention that success of a project or a component in the project here does not stand alone; conversely it is the cumulative effect of all the projects together which in fact made the impacts, if any, because of their common agenda, strategies and target groups. However, wherever possible, it is attempted to examine outcomes of the projects in its specific context as well. Analysis of project specific objectives and extent of realisation of the same is presented below.

### ***II.2.1 Promotion of Decent Work at Ship Breaking Industry in Bangladesh” by OSHE/FNV***

First objective of this project is to “increase awareness among workers on various issues which are affecting them by follow-up actions”. Against this objective, OSHE has organised study circles on issues of OSH, labour laws and yard level awareness and sensitisation meetings. The evaluation team interacted with some of the workers who attended these programmes. It is reported that such programmes were useful to the extent that it helped them understand the OSH risks and their rights. The success of this intervention, however, depends on the rate of reduction in accidents, better wages and working conditions, fewer incidences of victimisation and harassments and above all a positive attitude towards unionisation from the workers’ side. Taking the scale of operation and time into account, it is unrealistic to expect the project to achieve all these, but it is reasonable to expect reduction in accidents and injuries and better support services to the processes of unionisation.

The project interventions positively contributed to the processes of unionisation. Regarding incidents of accidents and injuries data do not evidence any decline, though cases of vital accidents decreased over a period of time. It was found that the awareness did not translate into better safety for workers mainly due to the negligence of employers on issues of health and safety. For instance, workers reported that they did not use PPEs because employers did not provide and there are no means of ensuring the same at the workplace. The collective voice of workers on the existing situation at workplace that the evaluation team gathered from the yards of Sitakund are summarised as follows:

“.....we are often exposed to abuse, exploitation, accidents, low wages and long working hours.....there is hardly any protection measure against accidents and injuries for us. ...there is no appointment letter and fixed wage. All workers are working on master roll (No work, no

pay). .....we do not get compensation when they face an accident. ....although in some cases, compensations were provided but the amount was not satisfactory and it took years to realize”

The voices of workers also reveal that the efforts of NGOs and trade unions have not gained the desired momentum for ensuring the enforcement of the provisions of rules for ship breaking. This deserves serious self reflection and further enquiry. The continuing appalling conditions of work enable us to highlight that though Bangladesh has adequate legislative measures and separate rules for ship breaking and recycling workers, it appears that nothing significant has changed in the field. For instance, The *Labor Law 2006* ensures provisions of working conditions, health and safety, hours, leave and compensation. Similarly, the Ship Breaking and Ship Recycling Rules 2011 have specific provisions for minimum safety at workplace.

The objective of “awareness generation among workers” has been achieved moderately in the strict sense of limiting it to workers. The job is incomplete without meaningfully engaging with state machinery and employers since at present there is no possibility of workers demanding for better conditions of work, even if they are aware of rights. The common explanations for the existing conditions of work despite these laws/rules as listed by the key officials of the implementing organisations are lack of resources, political will and poor enforcement. However, organisations like OSHE and BILS need to go beyond such rhetoric and follow a rights framework, which assume the responsibility of evoking public consciousness through interventions. It must however be noted that these two organisations contributed considerably in the making of the Ship Breaking and Ship Recycling Rules 2011. The challenge before these organisations now is to ensure the proper implementation of the rules. There are limitations in the bills in protecting all labour rights of workers as rightly mentioned in the responses of OSHE and BILS on the draft bill. However, to begin with, both the organisations should plan specific activities around ensuring the implementation of the rules. One of the options is formation of the Ship Breaking and Ship Recycling Rules 2011 Monitoring Committee, which should be comprised of legal experts, trade union members, academics, civil society members and some celebrities, if possible. The monitoring committee should form sub groups mainly on three issues-labour rights, inspection (both ships and worksite) and environmental protection. The committee must have systems to receive information from the field on ship inspection, labour rights violations and OSH requirements on a day to day basis. The committee must act upon the basis of information

received from the field in the form of press meetings, media interviews, legal petitions and other suitable measures.

The second objective of the project was in continuation or rather a follow up of the first one, which is “improve work place condition with standard safety and social protection by follow-up actions”. Facilitation of labour inspection is a proposed activity, which has the potential to pressurise employers. However, it was found that not much work was undertaken for facilitation of labour inspectors. Interview with the Deputy Chief Inspector, Chittagong revealed that there are only three labour inspectors and a few assistant inspectors in Chittagong who are in charge of the entire area, which itself shows the inadequacy of the enforcement mechanisms.<sup>3</sup> As one of the local trade unionists from Sitakund opined “we need at least 200 inspectors in Chittagong to ensure labour inspection once in two months in all yards and now inspection occurs only once in 2-3 years”.<sup>4</sup> Other than a few exceptional instances, labour inspection also did not lead to any action against employers even though violation of labour rights and accidents and injuries are rampant. The project therefore needs to explore other possible proactive and effective options for addressing questions of workplace safety and health. It is illogical to pressurise the labour inspection department when it does not have adequate personnel to carry out inspection. The most important step hence to be taken is demanding of recruitment of inspection personnel as under the provisions of the ship breaking rules. As mentioned earlier, employers being an important stakeholder, it is time to engage meaningfully with them too. Trade unions which formed worker’s organisation in the ship breaking yards can play a significant role in it.

Other activities such as medical and legal services undertaken in the project are highly commendable. The project made service of a part time doctor available for workers. Workers reported it to be extremely useful. Similarly, legal services helped some of the severely injured workers avail some compensation.

The project also aimed to increase the capacity of local level trade union organisers. The ideal indicator for assessing the effectiveness of this intervention is number of better organised unions and union activities and the support extended by the project to realise the same. However, unionisation itself is in a nascent stage at ship breaking yards in Bangladesh and intervention of a particular project cannot be attributed to unionisation in Chittagong yards.

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<sup>3</sup> Interview with Mr. Aminul Haque, Deputy Chief Inspector, Divisional Office, Chittagong on 21 January 2014

<sup>4</sup> Interview with Mr. Dilip Kumar Nath, trade unionist, Trade Union Cendra (TUC), Chittagong, on 22 January 2014

Hence we take intermediary indicators such as trade union participation in the programmes, frequency of meeting with trade unions and other indirect indicators such as number of application filed for unionisation and case to case settlements of grievances of workers by the union leaders. The project was successful in mobilising trade unions around its activities. Trade Unions including JSL, BJSF, TUC, BFTUC, BMSF and BSSF actively collaborated with the project and sent their field level organisers to the training programmes. Discussions with leaders of the mentioned trade unions revealed that these programmes were helpful for them and the project should continue it.

Though indicators such as number of application filed for unionisation and settlement of grievances of workers by unions cannot be taken as a direct measure of the success of the project, it is important to mention here since union support activities are part of the project. Among the unions working in ship breaking yards, JSL formed unions in 3 yards and applied for 24 yards; BFTUC applied for a cluster union; and others are in the process of mobilising at the time of fieldwork (January 2014). Similarly, workers started approaching union on instances of victimisation by the employer, non-payment of wages etc., which is a positive sign. Workers also use project platforms to approach unions.

Project activities thus act as an interface which sensitises workers towards unionisation and an entry point for union to reach to workers. Therefore it can be said that the project supports union building activities, which the unions also recognise. This is also true for BILS' project as well.

## ***II.2 Poverty reduction and workers in hazardous metal sectors”; BILS /LO/FTF Council***

This is part of a larger project being implemented by BILS with the support of LO/FTE Council. The project aims to a) build capacity of BILS' metal team for campaigning on labour rights; b) engage with government, employers and other significant policy makers to ensure minimum wage standards, occupational health and safety; c) build capacity of local level TU organiser; d) educate workers on workers rights such as minimum wage and occupational health and safety and d) provide essential support services.

Activities undertaken to build capacity of metal team for campaigning on labour rights in metal sector included workshops to draft strategy plan for future advocacy, joint meeting with TU and LIS and meeting of shipbreaking TUF. It must be highlighted that the campaigns are informed by the research studies conducted on living wages and conditions in the ship

breaking yards. The BILS metal team also consists of senior trade union leaders working in the sector, which endorses its credibility.

Realisation of the objective of “building capacity or developing case for campaign on rights of the workers” should be assessed with the second objective of the project, which is advocacy with government machineries and employers. Three major activities proposed under this were advocacy campaign, tripartite dialogue and media campaign. Did these make any impact in terms of changes in the policy by the government in favour of the workers? Probably the new ship breaking rule 2011 is a significant one, however, it can not be singly attributed to the success of this campaign. Other organisations like OSHE and BELA also played an equally important role in the framing of Ship Breaking Rule 2011. It should nevertheless be highlighted that under the BILS initiatives, the Ship Breaking Workers Trade Union Forum had submitted a recommendation to the Ministry of Industry from the workers’ standpoint. The recommendations of the forum highlighted various lacuna in the rules including the absence of provisions of regulating the trans-boundary movement of hazardous waste and their disposal, de-contamination of ships before arrival and full compliance of Basel Convention regarding the cleaning of hazardous materials and gas. It is debatable whether the Ministry of industry took the recommendations of the trade union in its fullest sense; however, the involvement of these organizations in the drafting of the bill is highly commendable.

BILS also initiated various advocacy programmes, mostly in the form of preparatory meetings for advocacy campaign as well as tripartite meetings. As reported by the trade union leaders it did not lead to any significant result due to the importance given to the sector in the name of industrial growth and employment generation. It must be noted that the advocacy activities with the concerned state departments helped to bring the issues of workers to the notice of the state apparatuses to a certain extent. The expected output of advocacy campaign as mentioned in the project documents however is lobbying for policy changes in favour of workers. As of now, campaigns and lobbying with government did not lead to effective enforcement of the existing laws in favour of the workers other than making their presence felt. Similarly, none of the trade unions engaged in tripartite meetings. On the other hand, some of the TUs also expressed the concern that “it is not the right time to pressurise employers as the business is dull”. BILS may form long term advocacy strategies with the state in this regard. The thrust should be on enforcement of existing labour laws and

implementation of ship breaking rules. The suggested ship breaking rules monitoring committee could take up such matters with the state.

Media campaign was the third activity. We have attempted a content analysis of the news appeared in the national news papers related to ship breaking and re-rolling, both in Bangla and English, which is presented in the table 3 below. It shows that issues related to labour rights, health and safety did not find much space in the national dailies as compared to the news items in favour of the industry during 2012 and 13. A careful reading of the news reports shows that industry lobby could successfully push their case and even escape from the regulations imposed by the Ministry of Industry with their lobbying along with media campaign. Media campaign of the metal team therefore was inadequate. The budgetary allocation for the same also testifies to it. The metal team should identify the news papers and other media which are labour freindly and work with them to carry news of workers' concerns.

**Table 3: Issue wise news appeared related to ship breaking and recycling sector in Bangladesh National Dailies**

News category	2010		2011		2012		2013		Total	
	No	%	No	%	No	%	No	%	No	%
Environment & related	23	27.06	7	15.56	3	30	8	22.22	41	23.30
Industry	28	32.94	11	24.44	5	50	11	30.56	55	31.25
Labour, safety and health	13	15.29	9	20.00	-	-	9	25	31	17.61
Legal	2	2.35	3	6.67	-	-	-	-	5	2.84
Policy announcement by the state	14	16.47	11	24.44	2	20	6	16.67	33	18.75
Other	5	5.88	4	8.89		-	2	5.56	11	6.25
<b>Total</b>	<b>85</b>	<b>100</b>	<b>45</b>	<b>100</b>	<b>10</b>	<b>100</b>	<b>36</b>	<b>100</b>	<b>176</b>	<b>100</b>

Source: Compiled from various national daily newspapers, Bangladesh

Third objective of the BILS project was capacity building of local level trade unionists who are part of the BILS/TU metal team. Two important TU allies of the metal team are BJSD and BMF/BML. It was found that local trade unionists from other TUs including TUC also participated in the programmes implemented by BILS for the trade union organisers. Union members attended training programmes on occupational safety and health and rights of the workers organized by BILS. Trade union organizers who attended these programmes noted that the programmes were useful. Thus as in the case of OSHE project, BILS' local level activities also bring workers and trade unions together. Among the BILS metal team, BJSD

could organise workers in two yards and BML in one yard as of January 2014. Discussions with local level trade unionists who are collaborating with BILS revealed that training programmes of BILS were helpful in the organising activities and these should continue.

Educating workers on labour rights was another important objective of the project. Major activities undertaken included orientation programmes for workers on labour rights and lobbying for increasing visits of labour inspectors. It is reported that around 1000 workers benefited from the orientation programme on labour rights including health and safety. The evaluation team interacted with some of the workers who underwent training. It was found that they are aware of the rights and also safety requirements. However, workers noted that employers are hostile towards their demand for ensuring safety. Even though frequencies of yard inspection increased, as in the case of the OSHE project, there is hardly any evidence that lobbying for labour inspection yielded a notable positive result as one of the workers rightly points out:

“.....the labour inspectors hardly make inspection visits at the yards; maximum twice in a year. Normally they come to the yards when there is an accident. They inform the yard owners before coming for an inspection in advance and by then the owners make everything nice and disciplined. The inspectors never talk to the workers or union leaders. They hold meeting with the employers and their people and get a *nice packet* before leaving...”<sup>5</sup>

As discussed in the context of the OSHE project, BILS should explore possible ways of engaging employers along with the programmes on worker education. The Bangladesh Ship Breakers Association (BSBA) has a mandate to train workers on safety issues. It is important to explore this training platform of BSBA to begin discussion on safety enforcement measures with employers. This should not be in the framework of Corporate Social Responsibility (CSR), but under citizenship rights since dangerous working environment is a gross violation of laws for which the employer is responsible for. Sensitisation of employers is also very important along with worker education. The evaluation team has come across employers with comparatively better labour practices. It is important to identify and engage with them so that they could be used to articulate the long term economic benefits of decent work and implications of labour rights violations and the possible sustainability issues for the industry to other members of BSBA. The strategy is to identify sympathetic ship breakers to talk to other members in the language that they would understand. It is also possible that sensitisation might not work for all employers. As a second step, the campaign should publicise the names of the employers who follow best and worst practices. The campaign

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<sup>5</sup> Interview with one of the workers in the ship breaking yard at Sitakund on 18 January 2014

therefore should have four necessary inter-related elements of advocacy for ensuring safety at workplace such as adequate personnel for inspection, regular inspection, sensitisation of employers and monitoring as well as naming of good and bad employers and litigation if possible. Taking the present situation into account the project should also consider other viable strategies for ensuring labour inspection. Shadow inspections by Trade union forum/federation could be a viable option, which should be explored. The trade unions need to gain more legitimacy and acceptance for that.

Establishing an Occupational Safety and Health (OSH) house at Sitakund was one of the important activities of BILS under this project. The local OSH house is the place where training programmes for workers and union organisers are conducted. OSH house also made legal aid available to some workers who were terminated as well as medical support to a few. Though BILS did not intervene directly in legal advocacy, it managed to help families of workers by working in collaboration with BELA, an environmental and legal advocacy organisation.<sup>6</sup> Data on deaths and compensation from 2009 onwards shows that most of the families of died workers received compensation, which ranged from TK 100000 to 125000 (Table 4). However, it must also be noted that there were as many as 21 pending cases out of 116 from 2009 to 2012, which is alarming.

It emerged from the discussions with workers and field level organisers that there is a great need for legal aid for workers who meet with accidents at ship breaking yards. In many cases, accidents and injuries affected their further employability as well. The project should consider legal advocacy as one of the project components in this context of increasing instances of injuries, accidents and subsequent loss of employment. Other important issues of legal aid are termination of employment and non payment of wages. Though it falls in the domain of trade unions, BILS and OSHE could also play a key role in dealing with the litigation.

**Table 4: Cases filed with the First Labour Court of the Chittagong in connection with the ship breaking and re-rolling sector over the last four years (2009-2012)**

YEAR	No. of deaths	Cases settled with compensation	Pending Cases
2009	24	24	0
2010	40	32	8
2011	26	23	3
2012	26	16	10
Total	116	95	21

Source: Project reports of BILS

<sup>6</sup> As reported by Mr. Syed Sultan, Executive Director, Bangladesh Institute of Labour Studies, Dhaka

### *Rerolling sector*

Though re-rolling sector was mentioned in the proposal and proposed activities of BILS, not many activities were found to be undertaken both in Dhaka and Sitakund. BILS' interventions among re-rolling workers were limited to organising some workshops on labour rights in the recent past. Interviews with union activists from Dhaka revealed that there are around 25000 re-rolling workers in Syampur, Dhaka and 30000 in Sitakund, who are under abysmal conditions of work. The nature of employment and conditions of work in the re-rolling sector is also more or less similar to that of ship breaking sector. Trade union presence is also weak in the sector. It is important from BILS' side to extend the project to re-rolling workers. This sub sector may be equally prioritised along with ship breaking sector.

### *II.3 Organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV*

This project has three objectives. The first is “improve organizing and collective strategies of affiliates to engage government, employers and other stakeholders on policies/implementation and fostering regional cooperation amongst affiliates”. Activities undertaken to realise this objective include workshop on organising shipbreaking workers and workshop on developing a national strategy for organising shipbreaking workers. IndustryAll undertakes these activities through its trade union affiliates including BJSD and BML/BMF.

It should be mentioned here that the organising workers in ship breaking yards at Sitakund is in its initial stage. Therefore the focus of the affiliates of IndustryAll has been to reach to workers and win their confidence amidst all difficulties. The trade union leaders based at Chittagong revealed that there were several challenges in the beginning to get access to the ship breaking yards. One of the leaders noted: “it was very difficult to get participants from the yard for training programs. However, after series of dialogues and discussions with the owners access became easy”.

Unions of IndustryAll affiliates at present are organising workers at yard level. Organising workers at the yard level has its own limitations. The jobs are temporary and workers are mostly under labour contractors. It is also not sure whether the same employer would continue in the yard for a long period of time. Any yard can be closed down anytime, depending upon the arrival of ships. The collective identity of the workers therefore should be as **Bangladesh Ship Breaking, Recycling and Re-Rolling Workers Union** as in the case

in India than the yard based identity. The major hindrances in forming the cluster union are with difficulties in the legal registration and the differences among trade unions with the idea of cluster unions. IndustryAll should revisit the present strategy of organising workers around yard and explore the option of cluster or sector based union. Along with attempts to form cluster union, the immediate attempt should be to expand the trade union affiliations of IndustryAll in the ship breaking sector. They should include other unions for instance, TUC and BFTUC, who have committed workers at the field level. It should follow the constitution of a ship breaking and re-rolling workers federations as an apex body of all individual trade unions formed under the IndustryAll umbrella. All programmes under IndustryAll should be organized under this common umbrella platform. Similarly, the common platform should ensure solidarities across all individual trade unions formed if there are any issues of labour rights violations.

The major activities organised by the trade unions as part of their strategy to reach out to workers included holding meetings with workers, dialogues/discussions/negotiations with the yard owners when there is any accident or other labour rights related concerns, looking after the status of safety and security issues, including access to hygienic water and sanitation facilities and arranging health/medical support to workers who are in need. Apart from that the union took up immediate issues of workers such as non-payment of wages and dismissals.

Though BJSD and BMF formed unions, they could not satisfactorily engage with the employers or place a charter of demand to the employers yet primarily due to the resistance from owners. The trade union leaders also recognised the fact that their efforts were not adequate enough due to lack of coordination among the different trade unions which are active in the ship breaking yards. However, some of the workers observed that the unions concentrated more on unionized workers. What is more important to note here is the observation by some of the workers that they usually are not very keen to approach union leaders as it never led to settling of the issues in favour of the workers and in many cases, workers were victimised and lost their jobs subsequent to union interventions.

Whether unions addressed issues of working hours, leave holiday and bonus for workers? Some of the workers mentioned that union leaders took up issues such as minimum standard for working environment, including working hours, holiday, bonus etc. with the employers. However, as the workers noted it did not lead to significant results since the owners/employers are reluctant to listen to the union leaders. Some of the workers also noted

that “the unions have failed to prove their strength”. Though three unions are formed, they remain merely as name-sake unions at present. The unions formed are incapable of addressing workers’ issues effectively as it is evident from the responses of workers given above. Union hence must identify strategies to create space for wage bargaining and implementation of healthy working conditions and ensuring compensation for workers on instances of casualties. It is also shared by the workers that there is no guarantee that the union would protect them on the events of loss of job and victimization by the employer, which is a major factor that stops many workers from joining union.

Workers’ level of confidence is another important indicator to know the impact of unionisation. The evaluation team interacted with a few unionised workers to get their perception on unionisation. Some of the workers felt that they are quite confident on their unions representing them. On contrary, some did not feel that their leaders are capable enough to represent them to the employers. This is due to the fact that the union leaders have very limited access to the owners of the yards. **All the respondents felt that the unions and its leaders should further strengthen their capacity through organizing more workers and developing their negotiating skills.** Otherwise, as the workers observe “they will never be successful in realizing the demands of the workers of the ship breaking yards”.

The team also interacted with non-unionised workers to know whether union has created a favourable environment to attract the non-unionised workers. Some of the non-unionised workers noted that they do not have any expectations from the unions as they have not seen any qualitative improvement in the lives of unionised workers out of their involvement with unions. Rather it had created additional burden on their lives, including loss of job. This raises serious questions on the unions’ strategies to build rapport with workers and leads to conclude that **there is a tremendous need to gain workers’ confidence.** Union should try strategies adopted at Alang, India for the same where they provided essential services of drinking water, first aid box, sanitation facility etc in the beginning for workers. Also, constant involvement of committed organizers was another marker of success in India.

It is observed that reaching to workers and winning their confidence are huge challenges for unions. Trade union leaders and officials of labour department listed out some of the major obstacles for union formation. These include:

- Powerful and politically connected industry lobby
- Hostile political climate

- Temporary status of workers
- Difficulty to establish employer-employee relationship due to the contract system
- Provision of 30 % of membership of the yard at the time of registration
- Absence of identity card for workers
- Ignorance of workers
- Apathy of workers
- Victimisation of employer and fear of loss of job of workers
- Absence of committed organisers
- Higher labour turn over and floating migrant workers
- Lack of financial support

However, there are opportunities too. Though not very common, some of the workers, whom the evaluation team interacted, felt that it would be impossible to ensure the rights of the ship breaking workers without getting organized. As they noted:

“...the owners of the ship breaking yards will not listen to the demand of the workers until and unless strong and common voices are raised. In recent time, workers have gained some benefits in terms of protective measures, compensation, water and sanitation etc. and it has been possible due to unionism. However, till now only two thousands workers (out of around 20 thousand) are organized.”

There is ample opportunity to promote unionism in this sector. Nevertheless, IndustryAll intervention in Bangladesh at present is inadequate when it is compared with the activities undertaken in India. The blanket strategy adopted for the South Asia region does not work for Bangladesh due to the differences in its political climate and the importance that the ship breaking industry enjoys. There should be a separate Bangladesh plan for IndustryAll, which should be chalked out in consultation with trade unions. The IndustryAll project also aimed “to improve the workplace by implementation and monitoring of protection and safety measures by all stakeholders and capacities of affiliates to support members in OHS” (as given in the project proposal). Activities organised to achieve this objective include workshop on OSH and provision of first aid. However, other than a few workshops, there were no specific activities undertaken in this regard. If IndustryAll considers it as an important objective, there should be continuous focussed intervention at different levels. Organising a few workshops alone will not help; but will be a waste of resources. Moreover it also duplicates the work that BILS and OSHE undertake.

Another objective of the IndustryAll project was to engage with government, employers and other stakeholders to create an environment for social dialogue at local, national and regional levels, and develop mechanisms to resolve various issues of ship breaking workers through dialogue. It is found that other than the isolated campaigns of the metal team (which also

includes InsutryAll affiliates) nothing significant has been done towards realising this objective.

Discussions with leaders and local level organizers of BJSD and BML- trade union affiliates of IndustryAll- revealed that involvement of IndustryAll was instrumental in forming unions in the yard. However they also expressed the concern that such support should be continuous on a project basis and there should be proper organizational structures with necessary manpower for the better functioning of IndustryAll in Bangladesh. They also emphasized the need for infrastructure facilities at Sitakund, which involve a vehicle, ambulance, first aid centre and paid volunteers who could reach out to workers anytime.

The IndustryAll project, as per the report given, has not undertaken a survey on ship breaking workers in Bangladesh. This activity seems to be extremely important as any advocacy campaign on such issues of national importance must be evidence based. This comment may be ignored, if the organisation has already begun the survey.

### **III IMPACT OF THE PROJECTS**

We have attempted to assess the impacts of the project in both qualitative and quantitative terms. It must be noted that impact assessments in its fullest sense of the term require assessment of interventions for a long period of time. It is a little premature to use the term ‘impact assessment’ as the interventions have been at a minimal level and also are ongoing. If we look at the expected outcomes of each project, it envisages results such as higher level of unionisation, observation of labour standards, tripartite negotiation, better policies for labour, reduction of fatal accidents and injuries, to list a few. However, as mentioned in the previous sections, interventions of OSHE, BILS and IndustryAll are still confined to creation of a legitimate space for labour unions. We analysed the activities of each project to understand how near are the interventions to realise the expected outcomes of the projects, which can be scaled up to a level of ‘impact’.

#### ***III.1 Promotion of Decent Work at Ship Breaking Industry in Bangladesh” by OSHE/ FNV***

The project has three major expected outcomes which are a) unionisation of workers, b) observation of core labour standards related to OSH and c) an active trade union in the yard, which support workers (Table 5). As it is discussed in the previous section most of the activities of the project were related to generating awareness on OSH and implementation of OSH measures. The project could sensitise a number of workers and train a few trade union

organisers on matters related to OSH, which is an important impact in measurable terms. However, other than acting as an interface between union and workers, the present project appears to have no significant role in unionisation. This also defines the space of intervention of OSHE in the sector. The project as it does at present may engage only in union facilitating/support activities and the responsibility of unionisation must be left to trade unions. If we rephrase the expected outcome of “workers increasingly unionised” as given in the original project proposal to “facilitated union support activities”, one could conclude that the project has made some impacts towards it.

### ***III.2 Poverty reduction and workers in hazardous metal sectors BILS /LO/FTF Council***

The biggest impact that this project made is the formation of the metal team, which has the potential to address the issues of ship breaking workers. The metal team has been instrumental in engaging with Ministry of Industry and labour departments in matters related to registration of unions and compensation of workers. However, realisation of the expected outcomes such as advocating to government and employers for ensuring minimum wage standards, occupational health and safety seem to require more targeted interventions. For instance, BILS and metal team could not negotiate with the employers on matters related to OSH and other rights of employees as of now.

### ***III.3 Organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV***

This project is in a very nascent stage and hence it will be methodologically incorrect to assess the impacts. The project could bring two major trade union federations into its fold. These trade unions also organised workers in two yards, which is an important achievement. Apart from that, the project with its South Asia coverage could represent the workers’ concerns at a global level. The project also enabled opportunities for the organisers of its trade union affiliates to learn from experiences of other countries including Pakistan and India, which is also a significant achievement. However, the project has to go way ahead to achieve the desired output such as unionisation of all ship breaking workers, collective bargaining, tripartite mechanism and social dialogue.

**Table 5: Projects and the expected outcomes**

Project	Expected outcome
Promotion of Decent Work at Ship Breaking Industry in Bangladesh” by OSHE/ FNV	<ul style="list-style-type: none"> <li>• Ship breaking workers with improved awareness and increasingly unionised under newly formed unions and associations.</li> <li>• Observation of Core Labour Standards related to H&amp;S Implementation of framed H&amp;S guidelines at labour law and relevant instructions by court.</li> <li>• Good representations on H&amp;S policy and implementation carried out with various stakeholders and improved capacity of unions to support members in yard level OSH issues.</li> </ul>
“Poverty reduction and workers in hazardous metal sectors”; BILS /LO/FTF Council	<ul style="list-style-type: none"> <li>• BILS Metal sector teams are equipped with capacity to network and skills to plan a campaign for formulation of minimum wage standards and safer working conditions for workers in the re-rolling, and ship breaking industries.</li> <li>• BILS/Metal Sector teams have advocated to government and employers for ensuring minimum wage standards, occupational health and safety and a functional LIS</li> <li>• The BILS/NTUC local metal committees have increased knowledge about labour law and skills to advocate for improved metal workers living and working conditions.</li> <li>• Metal workers in the re-rolling and ship breaking industries have increased knowledge about basic workers rights, minimum wage and occupational health and safety</li> </ul>
Organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV	<ul style="list-style-type: none"> <li>• Increased membership and communication/ network of SBW unions in Bangladesh;</li> <li>• Improved labour policies for ship breaking workers with better implementation by government and employers</li> <li>• Improved work place safety with implementation of OHS measures and medical facilities for ship breaking workers</li> <li>• Improved capacities of affiliates on OHS, better training facilities and access to skill up-gradation to ship breaking workers</li> <li>• Improved capacities of affiliates in collective bargaining as part of a tripartite mechanism and creation of a conducive environment for social dialogue at local, national and regional levels</li> </ul>

Source: Project proposals

### **III.4 Collective impacts**

The significant impact these projects have made collectively is the windows of opportunity opened for organising workers. **The advocacy of BILS and metal team, training programmes of OSHE on OSH, legal advocacy by BILS and OSHE together equipped the trade unions to build the confidence of at least some workers.** There is also a change in the perception of employers too in some cases due to the pressure from international community to observe human rights and environmental issues. The most important impact probably is the beginning of the change which was reported from the yards in terms of supply of PPEs drinking water, first aid and sanitation facilities by some employers. One of the workers explains the changes that he has witnessed for the last two years:

“...the working environment has changed a lot (in a positive sense) compared to what it was five years back. This was possible due to various internal and external pressures. However, there are rooms for further improvement. Approximately 10 percent yards providing minimum facilities for workers which include safe drinking water, hygienic sanitation facility, first aid and personal protective equipments. Workers of these yards also get compensation on time in case of any accident. However, the workers especially mentioned that in most cases it was possible not only for the pressure from unions but also the good behavior of the individual owner. Some of the owners are well educated and they understand their business. Therefore, they always try to maintain a good working environment in their yards.”<sup>7</sup>

Other important impacts made collectively by the projects are the increased level of confidence of unionised workers and the compensation made available for families of died workers and retrenched workers through legal advocacy. However, as mentioned elsewhere also, legal advocacy is one of the key areas where more attention is required.

#### **IV INSTITUTIONAL AND DELIVERY STRUCTURES**

This section briefly discusses the structure and administration of the projects.

##### ***IV.1 Promotion of Decent Work at Ship Breaking Industry in Bangladesh” by OSHE/ FNV***

The structure of the mentioned project is illustrated in figure 2 given below. The project at Sitakund is managed from its head office at Dhaka. The project management involves a team, which comprises a project coordinator at Dhaka office who is in-charge of implementation of all planned activities at Sitakund and elsewhere of the project. The project coordinator reports directly to the Executive Director of OSHE. The project also has an accounts-cum-assistant at the Dhaka office. The project has a field office at Sitakund. The project assistant at the field office is in charge of mobilising workers and trade union motivators for conducting training programme. The field office also has a part time medical doctor. The present operational structure of the project shows that the project coordinator/officer has the responsibility of reporting from the field office to the head office at Dhaka and from head office to FNV through the Executive Director. It also appears that most of the activities are planned and executed from the Dhaka office and the field office operates as an outlet of the implementation of the planned activities of the project.<sup>8</sup>

The field office at Sitakund does not have the physical and financial capacity for initiating any activity for workers as per the felt need or responding to any casualty (read accidents,

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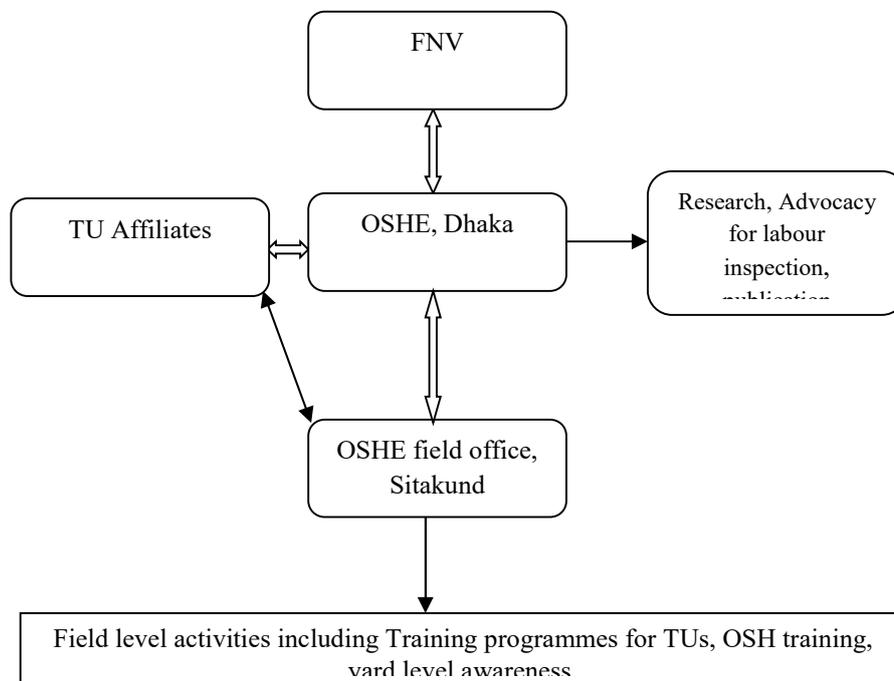
<sup>7</sup> Interview with a ship breaking worker on 20 January 2014 at Sitakund

<sup>8</sup> Information is gathered through observation and interviews. Also see, the section “monitoring and evaluation” in the project proposal which states that “the project director assigns tasks to the field office”

labour rights violations, dismissals) that is rampant at the yards. For instance, on instances of a major accident or a dispute, the field office will have to wait for the directions from Dhaka office. This is a major handicap of the field office as the project with this present structure is unable to initiate any activity from the field other than the planned ones from the head office.

It must also be noted that the financial transfer for activities of the field office is directly met from the head office through direct payment. There is an immense need to re-structure and strengthen the field operation at Sitakund with an assistant project officer, a project assistant, an account assistant and a vehicle (preferably a small ambulance). **The field office can use the vehicle as a mini ambulance with an ‘accident helpline’ for workers.** The field office should also have a bank account and all financial transactions must be made through bank transfers. The project when it expands should also have a project advisory committee with experts from OSH background, trade union leaders, academics and representatives of other likeminded organisations. As per the project proposal, the project has an internal monitoring and evaluation system. These are carried out through monthly meetings by the project officer. The project implementation committee also meets once in every four months to monitor the progress.

**Figure 2: Institutional and delivery structure of OSHE project**

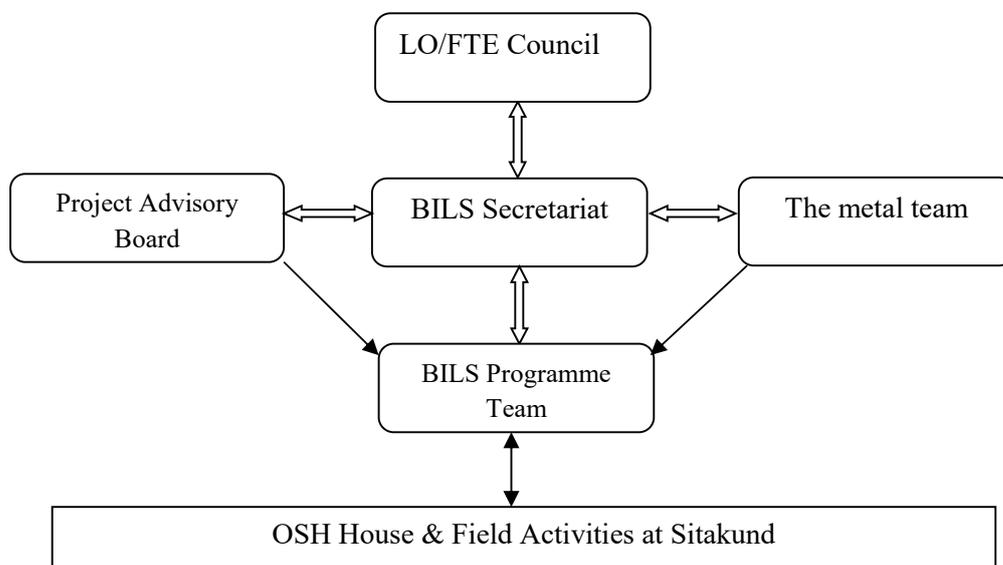


**IV.2 Poverty reduction and workers in hazardous metal sectors”; BILS /LO/FTF Council**

The mentioned project is a component of a large project “Decent Work and Poverty Reduction in Bangladesh” of BILS, supported by LO/FTE Council. The project has an advisory board (see figure 3). The role of advisory board is to monitor the project along with providing directions for the advocacy campaigns of the metal team. The project has also created additional institutional structures like the metal team with the involvement of trade unions and civil society members as part of the interventions. The metal component has a project management team at BILS headquarters, which include a programme officer and an assistant programme officer. The project has a field office at Sitakund, which also works as ‘OSH house’ for providing training for workers on first aid and labour rights. The OSH house has a full time coordinator and one office assistant.

The BILS field office also appears to be less equipped with necessary infrastructure facilities. With the available facilities it is doubtful whether the local office is able to take up any activity other than the planned ones from the BILS headquarters. In a project like organising of workers, most of the activities to be undertaken are emerging from the field on a day to day basis or a need basis than planned. For instance, helping workers and trade unions to deal with issues such as accidents, dismissals, non-payment of wages, protests, litigations etc. are often unplanned, but very important in such projects. The BILS field office hence must be equipped to meet such eventualities by providing adequate infrastructure and financial supports.

**Figure 3: Institutional and delivery structure of Metal component of BILS project**



### ***IV.3 Organising metal workers in Ship-breaking industry in South Asia”; IndustryAll /FNV***

This is part of a large project of organising ship breaking workers in South Asian countries including Pakistan, India and Bangladesh. The project has made notable achievements in India through its trade union partners. The project also has structures with strong backward and forward linkages in India. The project in Bangladesh, however, is in its beginning stage and has to evolve. At present the project is operating from BILS office in Dhaka and being implemented through two major trade union initiatives. The organising efforts also are in the beginning stage.

The evaluation team observed that IndustryAll has to build strong institutional structures for supporting union activities. It includes physical infrastructure and man power along with continuous financial supports to trade unions for organising workers till it becomes membership based unions. The project must have a Bangladesh office with a project management team and support staff. The project should also form an advisory board at the national level and an implementing committee, which is a collective of members of all affiliating TUs and key staff of IndustryAll.

### ***IV.4 Inter-project Coordination***

One important observation emerging is the commonalities in the three projects. One of the common objectives in the projects undertaken by OSHE, BILS and IndustryAll is to ensure decent working conditions for ship recycling and re-rolling workers. The common strategies of these projects include supporting organising activities of trade unions, training of organisers and workers on labour rights, health and safety and advocacy at appropriate levels. The geographical coverage, target groups, local trade union and NGO partners are also more or less similar for the three projects. We have also noted instances of same workers undergoing trainings of all these three projects and working with the same local TU organisers to mobilise workers. Nevertheless, there is hardly any coordination found in the implementation of activities. This is mainly due to the fact that these projects are managed by three different agencies with two different funding partners.

Taking all these into account, it is felt that there could be a desirable level of functional coordination in the planning and implementation without compromising the identity, larger

goals and ideologies of the implementing partners so that impact of the interventions will be manifold. It could be at two levels. First is at the level of funding partners who could explore the possibility of avoiding duplication of activities that they are supporting. Second is at the implementation level where trade unions could effectively play a role since most of the activities undertaken by these organisations are with the same TU leaders and organisers at the field level. The metal team or the Trade Union Forum/Federation could be used as a platform for coordination of activities.

Other option could be functionally differentiating of the activities according to the core area of expertise of each organisation. However, first option seems to be more effective for realising objective of organising workers. Trade unions which are partnering with BILS and OSHE also expressed the concern of a functional coordination and differentiation. Some of the recommendations they made are:

“...all organizations should not do everything. BILS may be focusing on organizing labour and promoting labour rights as they have got adequate expertise on this issue. OSHE may concentrate on the issues like occupational health and safety, general health and personal protecting equipments. The main issue is who will do what should be determined by the capacity they have. On top of all there should be a strong coordination at the donor level in order to ensure coordination at the field level”.

#### ***IV.5 Role of FNV and LO/FTE Council***

The implementing partners and trade unions are found to be completely satisfied with the present partnership between them and FNV and LO/FTE Council with regard to fund flow, reporting and monitoring and evaluation. Some areas of attention in the role of FNV and LO/FTE Council are as follows:

1. FNV and LO/FTE Council, being widely networked at the international level must initiate advocacy activities at regional and international level on OSH and environmental issues at the host countries. They should explore the possibility of “Responsible Selling of Ships” as most of the ships are coming from European countries, the US and Arab world.
2. FNV should explore the possibility of a separate Bangladesh programme with IndustryAll in organising workers. The present activities of the project are visionless and inadequate in realising the final output of unionisation. IndustryAll must expand the trade union allies
3. LO/FTE council and FNV can explore the possibilities of supporting some issue based activities of the projects together. They should also take care not to support duplicating interventions of partners. In order to take care of these issues, an inter – project coordination committee can be thought of.

## V CHALLENGES & SUSTAINABILITY ISSUES

The challenges that the projects face are several ranging from hostile political climate to non-realisation of the problems of ship breaking workers and the general apathy existing in the public spheres towards trade unions and labour rights organisations. The implementing partners, though recognise most of the problems, could not overcome these due to various reasons. The following sections discuss these problems in detail.

### *V.1 Hostile political climate and policies of the government*

Organising workers in a sector like ship breaking is not an easy task, especially in countries like Bangladesh, which is pitching on the advantage of labour intensity in attracting investments and jobs. In most of the cases, workers also consider that “some employment” is important than being jobless. Ship breaking and recycling, though involves huge risks on their life hence attracts chronically unemployed poverty ridden population.

The interventions of trade unions in most of the situations have a political dimension. It is important to note that unions from both ruling and opposition parties in Bangladesh have their presence among ship breaking workers. It is doubtful to what extent these unions could come together and stand for the common issues of ship breaking workers. At present, the interventions of two major trade unions (one supporting the ruling party and other from opposition) stand alone, which is a major constraint. Apart from that, Bangladesh also witnessed frequent political unrest and instability, which seriously affected the implementation of several planned activities of OSHE and BILS. For instance, it is brought to the attention of the evaluation team that some of the activities could not be implemented properly due to the unforeseen political development in the country.

Another important aspect is the differences in interests existing among various stakeholders. For instance, departments of industry and steel prioritise the ship breaking and rerolling sectors (Zakaria 2013). The question here is how to strike a balance among the conflicting interests of stakeholders from industry, environment and labour. The project partners though are aware of the issues, have not adequately engaged with all these groups. There is also difference in views among implementing partners on the scope of ship breaking as a possible source of decent employment. While some of them (though not reflected in project implementation) take extreme position of rejecting ship breaking sector due to its hazardous

nature and environmental damages, some others take a moderate position of making the sector green, sustainable with decent jobs. **It is important to take a common position by the implementing agencies, which could be a moderate one taking all views into account. It calls for framing strategies for bringing stakeholders from industry, labour and environment together.**

## *V.2 Strong lobby of ship breakers*

Ship breakers association in Bangladesh is a strong body, which is economically powerful, politically influential and regionally networked with their counterparts in India and Pakistan. It has been a challenge for organisations like OSHE and BILS to bring the Bangladesh Ship Breakers Association (BSBA) on board on issues of OSH and labour rights. Similarly, trade unions could also not exert pressure on BSBA on issues such as mandatory training of workers and provision of medical care. It is mandatory that owners should train the workers on OSH before deploying them for work. Also, BSBA is committed to build a hospital for workers, which has not yet realised.

It is important to note that BSBA could successfully take up various issues including extension of ship breaking zones, easy availability of loans from banks and lessening of the procedure of obtaining No Objection Certificate (NoC) with the government. The owners association also staged protests along with workers on closure of ship breaking yards. It shows that owners could win the confidence of workers in some instances, which works against the interest of unionisation.

Employers also threaten workers who keep good relations with the trade unions. This strategy of the employers seems to be working against unionisation. Discussions with workers revealed that most of them are afraid of losing their job due to taking part in union related activities. They further noted that owners are apprehensive of union activities because they know very well that if the workers are organized then they will have to pay more wages, compensation and other rights of the workers. As a result, owners through their associates always try to stop workers from union related activities. They create pressure on the workers by dismissing union leaders from job. This creates panic among general workers and they take them away from union activities. Most importantly, as the workers noted “the existing union leaders yet to prove the benefits of the unionism except few cases”. Therefore, the general workers often do not find union activities useful or relevant for them.

### ***V.3 Enforcement failures from Labour Departments and non recognition of labour rights violation***

Although both BILS and OSHE made efforts to lobby with labour inspectors to ensure regular inspection, it did not produce favourable results. Reports of these organisations evidence the efforts of trade union leaders meetings with labour commission to make the ship breaking industries safe. It is important to note that the joint meeting took following decisions to implement:

- The Inspection Department will issue a letter requesting Bangladesh Ship Breaking Association and all yard owners to follow clauses of the Ship Breaking and Ship Re-rolling Rules 2011.
- Inspectors will make sure that the owners provide personal protective equipments to all workers and workers use this regularly.
- Regular follow up will be made to by the labour inspectors to expedite the process of the on-going cases with the Labour Court and Trade Union leaders will provide support in this regard.

While interacting with the labour inspection department, trade union leaders and workers, it is understood that none of the above decisions are implemented. Labour department noted that they do not have adequate number of inspectors to undertake regular monitoring visits at the ship breaking yards. There are only three Labour Inspectors in for Chittagong and one position has been vacant for a long time. Existing two labour inspectors are responsible for inspecting all sectors, including ship breaking sector. At the moment the RMG sector is the most prioritized area for the government to monitor given the prevailing labour unrest and tension in the RMG sector. As a result, the labour inspectors are expected to spend most of their time on the RMG sector and therefore they have got very little time to monitor labour situation at the ship breaking yards. According to one of the Inspectors they cannot even make one visit in three months time.

Another important challenge before OSHE, BILS and trade unions is the non-recognition of the labour rights violation by the implementing authorities (read labour department). For instance one of the officials of labour department at Chittagong claimed that “around 80 per cent owners of the ship breaking yards follow the labour laws while dealing with the workers”, which really contradict with the statements made by the workers and trade union leaders. They also claimed that most of the owners provide Personal Protective Equipments to their workers however, majority of the workers are not willing to use those equipments. Taking this into account, all three organisations should revisit their strategy of lobbying for labour inspection.

#### *V.4 Absence of committed organisers in the field*

One of the reasons for the success of ship breaking unions in Mumbai and Alang , India is the committed work of local level union organisers. Unions at Sitakund must develop leadership among workers who could later on work as union organisers. Union organisers should also be accessible to workers anytime. Events like gate meetings, weekly meetings, and cultural programmes should also be organised under the banner of the union to attract workers.

#### *V.5 Floating and invisible workers*

As it is evident from the BILS study on Living Wages in Metal Sector (2010), the ship breaking workers are mostly migrants and non-literate. The most important challenge before the union, hence, is to educate the workers about the advantages of being organised. However, higher labour attrition in the sector could limit the unions to continue with its awareness generating programmes and organising activities. It is therefore important to enumerate the existing workers and new workers coming to the yards. **It is recommended that a consortium of BILS, OSHE, IndustryAll, with the help of trade unions and labour contractors may be formed with adequate support from FNV and LO/FTE Council, which may initiate steps for enumerating workers in the yards.** Once the enumeration of the existing workers is over, there should be a provision for registration of new workers coming to the yards. Arrival points of workers to Sitakund, like bus station and railway stations can have ‘trade union booths’ or help desk to register the new workers.

#### *V.6 Lack of confidence of workers in the union and fear of victimisation*

The unions could not win the confidence of the workers since in several instances, unionisation led to loss of job for workers and even union leaders. According to the workers the relationship between union and owners/employers is not healthy. Union leaders are often considered as enemy by the employers. Union workers and leaders have little access to the owners. Union leaders are always at the threat of losing job and there are instances where numbers of union leader have lost their job due to their involvement with the union as leaders. For example, ten members and leaders of a newly registered union at the GIRI Subedar yard have lost their jobs over the past three months. They formed their union without any pre-consultation with the owner of the yard. When the owner came to know that some workers formed a union the owner immediately dismissed ten members, including the President, Vice-President, Secretary and Joint Secretary from the job. Till then they do not

have any access to the yard and there are no activities of their union over the last three months. They have informed the central leaders of the BMSF they are affiliated with but yet to receive any support. They are now unemployed as no other yard is willing to offer them a job.

#### *V.7 Need to identify workers' immediate problems*

The major demands of the workers include ensuring safety at work, minimum and timely wage, regularizing their work as opposed to master roll basis work, providing identity card and appointment letter. In addition, appropriate compensation in case of accident and death of a worker and proper treatment for the injured workers, including full time ambulance service at the yards. Following are some of the specific concerns of workers for which they expect solutions with the help of TUs and civil society organisations:

- Accident free working environment
- Permanent job
- Adequate wages with bonus and overtime allowances as well as payment on time. Wages should also be revised from time to time
- Paid leave
- Reduction of workload
- Medical facilities
- Housing facilities
- Safe drinking water and toilet facilities
- No victimisation
- Legal support for compensations

Another important issue of sustainability is the lack of unity among trade unions in the ship breaking sector. Though the trade unions come together under the banner of trade union forum and federations on certain key issues, there are no convergences in their activities. IndustryAll can play an important role in it. **It is recommended that IndustryAll must expand its existing network and accommodate all the unions in the ship breaking yards.**

#### *V.8 Dependency*

External support is yet another concern for sustaining the union building efforts. It is unrealistic to believe that the ship breaking unions would become membership based and self dependent in the near future. The unions at present need external support. However, complete reliability on external support would lead to dependency, which will be against the spirit of trade unionism. Trade union affiliates therefore must think about alternative support

mechanisms. A common pool of worker welfare fund from members of other sectors (like garment, public service, construction etc.) could be an option. The unions in the long run can also think about a welfare fund for ship breaking workers with a minimum contribution of workers.

## **VI CONCLUSIONS, LESSONS LEARNED & RECOMMENDATIONS**

It must be mentioned that whatever achieved or not achieved by the projects are with several constraints ranging from availability of resources, political crisis to shorter duration of intervention. Therefore, it is extremely important to continue supporting these activities. Now the projects together created a conducive environment. The challenge is to take it up further to realise the common objective to ensure decent working conditions for ship recycling and re-rolling workers by organising them.

This combined evaluation of BILS, OSHE and IndustryAll initiatives in the ship breaking sector highlights various issues. The most important one is the realisation that unionisation is still in a nascent stage and there are several challenges to overcome to achieve the broad objective of organising ship breaking workers. Though some unions could organise workers, it does not qualify to be called as workers' unions due to its inability in even winning the confidence of workers and representing their interests. The immediate concern therefore should be strengthening the already formed unions, irrespective of its political affiliation and ideologies. This is the space of organisations like OSHE and BILS. The future programme for unionisation ideally could be a joint effort of trade unions and labour supporting organisations.

However, it requires tremendous efforts to bring all these actors on a common platform. There is also a need to functionally integrate and differentiate activities of trade unions and supporting organisations. The evaluation therefore calls for a joint meeting of all stakeholders of FNV and LO/FTE Council supported projects to explore possible areas of joint action. Implementing organisations must avoid duplicating programmes and beneficiaries.

Another common important concern emerging from the evaluation is the need to revisit lobbying and advocacy strategies. For instance, lobbying for labour inspection was a failed strategy. Similarly, most of the activities of OSHE, BILS and IndustryAll are pre planned and operating from headquarters, keeping local offices and partners as mere functional units. This seriously handicaps union support activities. All these organisations therefore should have

financial earmarking for conducting activities as per the need. Other issue is follow up. There is hardly any evidence that training of workers and trade unions result in awareness generation. It is important to equip workers to train other workers who have not attended such programmes. At present, it is observed that same set of organisers and workers attend programmes of OSHE, BILS and IndustryAll. OSHE and BILS must ensure that same workers are not repeated in their training programmes. Efforts must be taken to bring workers in the weekly awareness raising trainings, covering all yards.

One of the important common areas of intervention emerging is the need to enumerate the workers in the ship breaking sector by unions. It appears to be extremely important to register the workers coming to ship breaking yard due to the present difficulty in establishing employer employee relationship on instances of casualties and loss of jobs. Unions together with the help of OSHE and BILS must initiate on a priority basis. Such data base will be a great legitimate step to even engage with government and employers.

The Ship Breaking and Ship Recycling Rules 2011 has opened up a great opportunity for the projects. One of the immediate activities of all three projects is to monitor the implementation of the same. The suggested common project coordination committee of all three projects may form a Ship Breaking and Ship Recycling Rules 2011 Monitoring Committee which comprises of legal experts, trade union members, academics, civil society members and some celebrities. The monitoring committee should form sub groups on three issues-labour rights, inspection (both ships and worksite) and environmental protection. The committee must have systems to receive information from the field on ship inspection, labour rights violations and OSH requirements on a day to day basis

All three organisations should explore the ways of engaging employers along with the programmes on worker education. This should not be in the framework of Corporate Social Responsibility (CSR), but under citizenship rights. It is important to identify and engage with employers with good labour practices so that they could be used to articulate the long term economic benefits of decent work and implications of labour rights violations and the possible sustainability issues for the industry due to these to other members of BSBA. The strategy is to identify sympathetic ship breakers to talk to other members in the language that they would understand. As a second step, the campaigns should publicise the names of the employers who follow best and worst practices.

Both OSHE and BILS should reconsider their present lobbying for labour inspection. There is no point in pressurising the labour inspection department when it does not have adequate personnel to carry out inspection. The most important step hence to be taken is demanding of recruitment of inspection personnel as under the provisions of the ship breaking rules. They should explore possibilities such as shadow inspections by Trade union forum/federation and representation of TU members while inspection.

Following are the specific recommendations:

- There is a need for identifying appropriate and proactive activities for the realisation of some of project objectives in all three projects, which are detailed in the main text
- Since the broader objectives, implementation strategies, geographical coverage, target groups and strategic partners of all three projects are same, it is recommended to evolve a functional coordination at the planning and implementation levels. This will help save resources, increase efficiency and avoid duplication.
- Awareness campaigns on labour rights without proper follow up will not help. This is true for all the three projects. The projects also need to explore other possible proactive and effective options for ensuring safety at workplace, which is a common objective in all the projects. Employers being an important stakeholder, it is time to engage meaningfully with them too.
- The projects of OSHE and BILS are found to be contributing to the efforts of trade unions to organise workers. Project activities act as an interface which sensitises workers towards unionisation and an entry point for union to reach to workers. It was expressed by the unions that these activities must continue
- Advocacy campaigns as well as media campaigns organised by the BILS-metal team did not bring out desired impacts though there was adequate groundwork before the launch of the campaign. This is partially due to the political climate and the influence of the powerful industry lobby. Metal team in this context should explore more intensive strategies to engage with policy makers and employers and allocate more resources for media planning. This is extremely important for invoking both the state and the civil society.
- There is a tremendous need for legal advocacy in the context of increasing instances of injuries, accidents, subsequent loss of employment, termination and non-payment of wages. All project partners should address this issue collectively. This will also help unions to gain the confidence of the workers.

- Re-rolling sector is found to be completely undermined in the project though it comes under the metal sector. There should be adequate attention on this sector as well
- IndustryAll should evolve proper organizational structures with necessary manpower for the better functioning in Bangladesh. The present infrastructure arrangements are inadequate to attain the intended objectives
- The blanket strategy adopted for the South Asia region by IndustryAll does not work for Bangladesh due to the differences in its political climate and importance that the ship breaking industry enjoys. There should be a separate Bangladesh plan for IndustryAll, which should be chalked out in consultation with trade unions. They should also include other unions, which are working among metal workers.
- IndustryAll should revisit the present strategy of organising workers around yard and explore the option of cluster unions
- There is a tremendous need to gain workers' confidence. Union should try strategies adopted at Alang, India for the same. They can also try measures like forming workers cooperatives, small union managed social security schemes, provisioning of some facilities at a common contact point etc. on a short term basis. It is also important to have committed organizers in the field. Along with that there should be follow up of training programmes and sensitization of new workers coming to the yards. They must also organize programmes which can attract workers. Day to day interaction of the organisers with the workers and frequent gate meetings are essential.

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