

Independent final evaluation of the ILO technical cooperation programme with the State of Qatar, phase I (February 2018 – June 2021)

Findings and recommendations

Evaluators: Dwight Ordóñez & Nahla Hassan

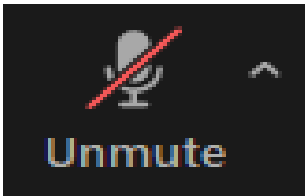
Wednesday, 25 May 2022



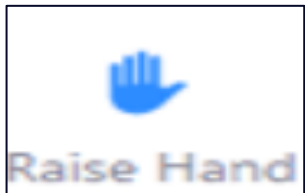
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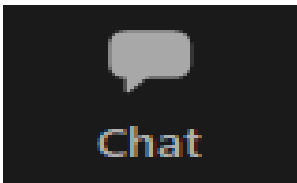
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Evaluation of ILO Technical Cooperation Programme with the State of Qatar, Phase I

Evaluation of TCP

- ▶ Implemented in accordance with the [ILO Evaluation Policy](#), the [Policy guidelines for results-based evaluation, 4th edition \(2020\)](#)
- ▶ Called for in the agreement and project document, focusing on the project as means of implementation of specific activities and action and using procedures governing individual technical (development) cooperation projects
- ▶ Did not assess the broader context and the impact and changes beyond the scope of the project

Evaluation implementation arrangements

- ▶ Evaluation manager: Ritash Sarna, ILO Statistical Department
- ▶ Evaluation team: Dwight Ordóñez & Nahla Hassan
- ▶ Senior Evaluation Officer (evaluation oversight): Peter E. Wichmand, ILO Independent evaluation office (EVAL)

Evaluation implementation arrangements

- ▶ important accountability for ILO support to constituents
- ▶ Input to planning for further work including the ongoing second phase
- ▶ organisational learning for constituents and the Organisation on similar important activities in other contexts

ILO Technical Cooperation Programme with the State of Qatar, Phase I

- ▶ Aimed at ensuring compliance with ratified international labour conventions based on the guidance of the ILO supervisory bodies and at facilitating ratification of additional instruments while promoting the realisation of fundamental principles and rights at work.
- ▶ Addressing GB.331/INS/13 (2017) “*Complaint concerning non-observance by Qatar of the Forced Labour Convention, 1930 (No. 29), and the Labour Inspection Convention, 1947 (No. 81), made by delegates to the 103rd Session (2014) of the International Labour Conference under article 26 of the ILO Constitution*”
- ▶ Programme work in five pillars:
 - wage protection systems and introduction of non-discriminatory minimum wage;
 - adoption of labour inspection policy and occupational safety and health systems;
 - abolition of kafala, improvement of fair recruitment and working conditions;
 - prevention, protection and prosecution against forced labour; and
 - promoting workers’ voice and access to justice
- ▶ Major ILO technical (development) cooperation projects with the USD 25m budget for the programme funded by the Government of Qatar

Methodology of the evaluation

- Mix of evaluation approaches, including qualitative methods and the analysis of quantitative data to ensure the triangulation of information and the validity and reliability of the findings
- Desk Review
- Interviews with project team and EVAL
- Inception report - development of Evaluation Methodology
- 49 Interviews and 4 focus groups discussions with stakeholders

TCP Achievement 1

- ▶ Effective in contributing to major labour reforms in Qatar and in meeting its targets.
- ▶ Successful given the scope and depth of the changes occurred, the preceding situation of labour affairs in Qatar and the short timeframe for implementation.
- ▶ Promoting compliance with ILS is at the core of ILO's and GUs mandates and priorities
- ▶ Participative in nature, based on the permanent and close exchange among the ILO, ADLSA and other relevant stakeholders (GU, IOE, QCCI)
- ▶ Helped generate Qatar's labour inspection and occupational safety and health policies



► TCP Achievement 2

- Contributed significantly to the capacity building of the Labour Inspection Department (e.g., training, creation of a Strategic Unit)
- Five pillars of the project directly respond to the main issues and concerns identified in the complaint lodged
- TCP allowed progressively compliance with the commitments expressed in GB.331/INS/13
- Labour Reform initiatives:

TCP served as a moderator of labor reform initiatives

Contributions by different actors on labour reform done within the TCP framework

TCP framework became the main vehicle for action on labour issues by other relevant actors

- Example of how ILO can **articulate its normative and technical cooperation functions** to deliver change and address Member States and constituents' needs.

► Progress towards long-term objective

- Sizeable contribution to long-term objective of ensuring compliance with ILS and ensuring adequate protection for workers in Qatar
- TCP helped bring a “180 degree change” to labour relations and labour laws in Qatar by achieving most of its expected results in each of the 5 pillars
- Successful during its first stage in establishing the legal foundations and kicking off the mechanisms for improving the protection of labour rights
- Focus on future ILO cooperation in Qatar should be on generalizing the application of the new labour standards and strengthen implementation mechanisms for increased compliance with Qatari labour law
- Assessment of long-term impact and sustainability **after the end of phase two**

Challenges/Gaps (1)

- Gaps remain in terms of full compliance with ILS - namely freedom of association and collective bargaining
- Project design could have focused more on strengthening the relationship with employers especially QCCI
- Pillar 4 - Increased prevention, protection, and prosecution against forced labour – component showing more modest results among all
- Some of the new laws remain to be fully operationalised and adopted by all recruitment agencies
- A limited span of time for implementation (3 years)
- Challenges in the local business and employment practices

Challenges/Gaps (2)

- Perceived effects on economic interests generated opposition to change among conservative sectors of business and society
- Limited awareness of migrant workers with regards to their recently acquired labour rights
- Domestic work being considered as part of the family sphere/ affairs
- Absence of labour related statistics and labour inspection monitoring systems at the onset of the project
- COVID 19 restricted programme's direct activities (face-to-face meetings with government, employers, workers)
- Absence of exit strategy - but "second phase" of the programme with unspent funds to consolidate certain changes
- Need for more compact M&E framework

Some lessons learned

- ▶ ILO's **supervisory function can be effective and relevant driver** for legislative reform
- ▶ **Role of the ILO Social Partners** in leveraging the supervisory system of the ILO for legislative reform
- ▶ **Social dialogue together with governmental commitment and political key for an enabling environment** that makes labour reform viable
- ▶ **Gradual and systematic approach**, based on a clear roadmap may be an effective way to promote Member States compliance with ILS

Some highlighted good practices

- ▶ The TCP general implementation approach: **Working step by step, on multiple parallel fronts**, towards the implementation of ILS in those aspects in which it is realistically feasible to obtain change
- ▶ Taking the backseat: TCPs efforts to promote programme ownership by **broadening the scope of stakeholders engaged** - ILO did not take open and direct credit for programme's successes
- ▶ TCP's communication strategy, which delivered diverse awareness-raising materials in multiple languages, addressed to the migrant workers' community.

▶ Recommendations

General recommendations

- ▶ 1. Implement **periodic media campaigns** to promote a culture of respect for labour law and foster the sustainability of TCP results
- ▶ 2. Give **gender equality a more visible** role as complementary driver of labour reform
- ▶ 3. Document and disseminate the results of the TCP Phase I among other GCC countries
- ▶ 4. **Systematize** the main features of the joint normative and technical cooperation model for replication in other appropriate cases

Specific recommendations for Phase II

- ▶ 5. Review the possible inclusion of food and accommodation costs within a more comprehensive calculation of the minimum wage
- ▶ 6. Integrate **fair recruitment practices and labour rights to all public procurement** processes
- ▶ 7. **Promote legislative reform** to make Joint Committees become mandatory for all workplaces with/above a certain number/threshold of workers
- ▶ 8. **Promote the ratification** by the SOQ of ILO conventions C155 and C187, and of the 2014 Protocol (C29)
- ▶ 9. Identify and implement activities and stakeholders that contribute to the sustainability of programme results

► **Thank you**

