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### FIFTH ITEM ON THE AGENDA

#### **Annual progress report on the technical cooperation programme agreed between the Government of Qatar and the ILO**

##### Purpose of the document

This document provides an annual progress report on the technical cooperation programme agreed between the Government of Qatar and the ILO. The Governing Body is invited to take note of the report (see draft outcome in paragraph 53).

**Relevant strategic objective:** Promote and realize standards and fundamental principles and rights at work.

**Main relevant outcome/cross-cutting policy driver:** Outcome 2: Ratification and application of international labour standards.

**Policy implications:** None.

**Legal implications:** None.

**Financial implications:** None.

**Follow-up action required:** Provide an annual progress report to the 340th Session of the Governing Body (October–November 2020).

**Author unit:** International Labour Standards Department (NORMES).

**Related documents:** GB.331/INS/13(Rev.); GB.334/INS/8.



## **Information on progress achieved in the framework of the technical cooperation programme agreed between the Government of Qatar and the ILO**

- 1.** At its 331st Session (October–November 2017), the Governing Body decided to support the technical cooperation programme agreed between the Government of Qatar and the ILO and its implementation modalities.<sup>1</sup> This technical cooperation programme reflects the shared commitment of both the Government of Qatar and the ILO to cooperate on ensuring compliance with ratified international labour Conventions and on achieving fundamental principles and rights at work in the State of Qatar in a gradual manner during the period 2018–20.
- 2.** The first progress report was presented to the Governing Body at its 334th Session (October–November 2018).<sup>2</sup> The present document contains the second annual progress report on the implementation of the technical cooperation programme, covering the period from mid-October 2018 to mid-October 2019. For ease of reference, a summary of the technical cooperation programme is provided in the appendix.

### **Second year achievements under the five pillars of the programme**

#### ***Pillar 1 – Improvement in the payment of wages***

- 3. Towards the adoption of a non-discriminatory minimum wage** – In April 2019, the ad hoc Minimum Wage Commission, which was established in 2018, reviewed a report prepared by the ILO summarizing the findings of technical studies carried out on a new minimum wage and a sustainable minimum wage system in Qatar. This report provided detailed recommendations and scenario options based on a thorough analysis of the economic conditions, as well as the needs of workers and their families. The report benefited from detailed data generated from the Wage Protection System and other survey data, as well as inputs from employers and workers in different sectors, line ministries, the chamber of commerce, global union federations and others.
- 4.** The draft legislation on the minimum wage law was approved by the Council of Ministers in September, and advanced for review by the Shura Council. Once adopted, this will be the first minimum wage law in the State of Qatar. The draft law proposes that employers must ensure the provision of decent food and accommodation for workers in addition to the basic wage. It applies to all workers, including domestic workers. The draft legislation also calls for the establishment of a Minimum Wage Commission that monitors the impact of the minimum wage and proposes adjustments on a periodic basis.
- 5. A strengthened wage protection system** – A comprehensive assessment of the wage protection system was carried out under the programme, covering the legislation, the institutional framework and the internal operations of the Wage Protection System Unit at the Ministry of Administrative Development, Labour and Social Affairs (MADLSA). A series of recommendations was made on how to strengthen the system. The

<sup>1</sup> [GB.331/PV](#), para. 387.

<sup>2</sup> [GB.334/INS/8](#).

recommendations focus not only on extending coverage to more workers and enterprises, but also on ensuring that various forms of non-compliance can be identified and addressed more quickly, reducing prolonged instances of non-payment. The programme will support the MADLSA in implementing the recommendations over the next 12 months.

- 6. Establishment of a Workers' Support and Insurance Fund** – On 30 October 2018, Law No. 17 of 2018 was adopted, establishing the Workers' Support and Insurance Fund. The Fund pays workers their overdue wages in a timely manner following a decision of a Workers' Dispute Settlement Committee. This will redress the major obstacles faced by some workers in claiming their unpaid wages directly from the employers. The Fund will also provide humanitarian support to vulnerable workers in certain circumstances. The Government provided the initial budget and will subsequently engage with non-compliant employers in order to replenish the Fund. The MADLSA has now completed the recruitment of the Fund managers and has allocated an operating budget. The aim is for the Fund to be fully operational by December 2019.
- 7.** To support the operationalization of the Fund, the programme conducted a review of similar funds and schemes that exist in countries around the world, which could inform a model or systems appropriate for Qatar. These examples include insolvency funds and insurance schemes, funded through a range of different mechanisms, primarily in Asia and Europe. The report of the review put forward actionable recommendations on: the Fund's structure, policies and procedures; how to create a transparent, accountable and professional institution; ensuring resources and sustainability; and the criteria for activating a claim.

## **Pillar 2 – Labour inspection and occupational safety and health systems**

- 8. A strengthened labour inspection system** – A comprehensive assessment of the labour inspection system was carried out, resulting in the development and adoption of a national labour inspection policy, the establishment of a Strategic Unit in the Labour Inspection Department and the preparation of a training plan to enhance the capacity of inspectors.
- 9.** The national labour inspection policy was adopted in April 2019, signalling a key shift towards evidence-based and strategic inspections with a focus on data collection and analysis, strategic planning and action, harmonized guidance and training for all labour inspectors, awareness-raising activities, and transparency and accountability. The policy was disseminated among all labour inspectors and published on the public website of the Labour Inspection Department.
- 10.** The Strategic Unit of the Labour Inspection Department was established in December 2018 with focal points from different units within the MADLSA. A strategic compliance workshop was held in January 2019 and two international study visits were organized to the Netherlands and Portugal in February and March 2019 to build the capacity of the Unit. The Unit has since developed a strategic plan for the Labour Inspection Department, with a focus on data collection and analysis.
- 11.** The Strategic Unit elaborated a training plan for 2019–20 in collaboration with the Institute of Administrative Development, which is the training arm of the MADLSA. To mark the World Day for Safety and Health at Work, 91 labour inspectors received training on occupational safety and health (OSH). In addition, starting in September 2019 and over the course of 2020, all labour inspectors will undergo training on the following: labour inspection skills and labour law; OSH, workers' accommodation and heat stress management; investigations of occupational accidents; protection of wages; forced labour; and recruitment. The training modules are being developed in collaboration with the Institute

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of Administrative Development, the International Training Centre of the ILO (Turin Centre) and international experts.

12. **Adoption of an OSH policy** – A comprehensive OSH profile was developed by the programme, with support from a broad range of government and quasi-government agencies in Qatar, as well as from the Health and Safety Executive of the United Kingdom. The OSH profile describes and analyses the relevant legislation and practice, institutional infrastructure and available resources. It contains a number of recommendations, including on: coordination among the multiple stakeholders in this field; the harmonization of OSH legislation and standards; and the collection and analysis of data on occupational accidents and diseases. The programme has also been actively participating in a joint task force, led by the MADLSA and the Ministry of Public Health, which has developed a national OSH policy that sets out principles, areas of action and the responsibilities of both ministries. The policy draws from the OSH profile and takes into account relevant ILO standards and instruments.
13. The programme supported the MADLSA and the Ministry of Public Health in organizing the first ever OSH Month in April 2018. A number of activities took place during the month to help strengthen the OSH culture in Qatar, including a national OSH conference, training for labour inspectors, a workshop called SafeJam for university students, and a practitioners' forum organized by the Building and Wood Workers' International (BWI). More than 20 companies and more than 15,000 workers took part in OSH-related training and awareness activities in the course of the month.
14. **Pioneering research on heat stress and mitigation measures** – In March and April 2019, drawing on international expertise and experience, two pieces of research on heat stress were produced to inform measures that can be adopted by the Government and by enterprises. The research included a meta-analysis of all academic research ever carried out on heat stress to determine state-of-the-art approaches to measuring and mitigating heat stress. It was carried out in partnership with the MADLSA, Qatar's Supreme Committee for Delivery and Legacy, the FAME Laboratory at the University of Thessaly in Greece and the Health and Safety Executive of the United Kingdom.
15. In July and August 2019, the FAME Laboratory was commissioned to carry out cutting-edge research in Qatar to measure the impact of the environmental conditions in the country on workers' health and productivity. This is the largest study of such physiological measurements ever undertaken. Three mitigation measures were tested to determine their impact, related to work-rest ratios, hydration and clothing. The key findings and recommendations of the study were disseminated among national stakeholders, in order to improve the implementation of the relevant national legislation and enterprise-level standards.
16. Awareness-raising materials related to heat stress were produced for workers and employers. Videos and printed materials were produced in multiple languages. Workers received targeted information on the dangers of heat stress and how to mitigate them. Employers and managers were encouraged to adopt heat stress mitigation plans at the enterprise level, and guidance on conducting a risk assessment on heat stress was published on the MADLSA website, drawing from ILO materials and examples shared by enterprises operating in Qatar. Posters and flyers on heat stress were also distributed at work sites.

**Pillar 3 – An employment contractual system replacing the kafala system and improved employment conditions and labour recruitment**

- 17. New Ministerial Decision suppressing exit permits to be adopted** – To extend the coverage of Law No. 13 of 2018 suppressing exit permits for workers covered by the Labour Law No. 14 of 2004, the programme provided technical support in the drafting of a Ministerial Decision, which provides workers of ministries and other government entities, workers of public institutions, domestic workers, workers employed at sea, workers in agriculture and grazing, and workers employed in casual work the right to leave the country temporarily or permanently during their contract period. The Ministerial Decision is planned to be adopted by the Ministry of Interior by the end of 2019. The programme has also developed a simple and easy to understand ‘know your rights’ animation in various languages to raise awareness among workers on Law No. 13 of 2018.
- 18. Labour mobility for migrant workers to be granted** – A study was conducted to inform policy reforms related to the mobility of migrant workers in the local labour market. The study assessed the economic impact of the suppression of the no-objection certificate requirement on enterprises, and it captured workers’ perspectives on reform options. The preliminary findings of the study were presented during a workshop with national stakeholders in March 2019. The programme subsequently supported the drafting of amendments to the Labour Law No. 14 of 2004 and Law No. 21 of 2015 regulating the entry and exit of expatriates and their residence with regard to termination of employment and the removal of the no-objection certificate, to eliminate restrictions on workers’ freedom of movement to change jobs. The draft amendments were approved by the Council of Ministers in September, and referred to the Shura Council for consideration. Once approved and adopted, these amendments will put an end to the restrictive sponsorship system. Workers will be able to change employers upon reasonable notice, after their probation period (if such a period is stipulated in their contract). However, if workers decide to change employer during their probation period, the future employer will have to reimburse the current employer a portion of the recruitment fees and related costs.
- 19. Awareness-raising on new laws and ministerial decisions** – The programme has developed a simple Know-Your-Rights animation in various languages to raise awareness among workers of Law No. 13 of 2018. A series of follow-up explainer animations on specific labour rights subjects are also under production. The ILO, together with the MADLSA, held various discussions with the private sector, including the American Chamber of Commerce, the Dutch Business Council, the Spanish Business Council, the Philippines Business Council, the Portuguese Business Council and the Swiss Business Council, on Law No. 13 of 2018 and other legal reforms.
- 20. Broadening of employment models for domestic workers** – A second meeting on the domestic work sector in Qatar, chaired by the MADLSA, was organized in July 2019 with relevant governmental and non-governmental stakeholders. At the meeting, the newly created public company WISA, which recruits and places domestic workers in households on a live-out and part-time basis, was discussed. Participants provided a series of recommendations on the operations of WISA, which started its implementation in September 2019. A study was also commissioned to review good practices related to employment models for domestic workers worldwide, supporting the further development of WISA.
- 21. Awareness-raising on Law No. 15 of 2017 relating to domestic workers** – An awareness-raising video (in Arabic, English and Hindi) was produced on the rights and responsibilities of domestic workers, as well as two informational booklets for domestic workers and employers, in collaboration with the non-governmental organization Migrant-Rights. A booklet for domestic workers was published in Arabic and English and will be distributed at

all Qatar Visa Centres. For the first time in Qatar, an event was held to celebrate International Domestic Workers Day, organized by the International Domestic Workers Federation, the MADLSA and the ILO.

- 22. Fair recruitment promoted** – The fair recruitment pilot intervention between Bangladesh and Qatar in the construction sector (with QDVC, a private Qatari shareholding company established between the Qatari Diar Real Estate Investment Company and VINCI Construction Grands Projets) is ongoing. Technical support was provided to recruiters, which entailed training and coaching to develop policies and tools required to ensure fair recruitment, as per the ILO's *General principles and operational guidelines for fair recruitment*. A video targeting prospective construction workers from Bangladesh prior to departure was produced, explaining what can be expected from living and working in Qatar. An assessment of the pilot is under way to evaluate the impact of fair recruitment practices on workers and their migration experience, including skills matching.
- 23.** Together with the MADLSA, the Embassy of the United States in Qatar, the Qatar Chamber of Commerce and Industry and the Qatar Foundation, the Programme hosted a high-level conference with public clients in May 2019 to raise awareness of the provision in the Labour Law No. 14 of 2004 that prohibits the charging of recruitment fees to workers. The conference provided a platform for public clients to make a commitment to ensure that no worker should have to pay to get a job and that recruitment fees and related costs should always be paid by the employer, and to conduct due diligence with respect to contractors in this area. A quarterly working group to review the public procurement procedures of several committed public institutions held its first session in September 2019.
- 24. Assessment of relevant legislation and standards regulating recruitment and employment** – The programme commissioned a mapping of Qatar's statutory legislation and related non-binding guidance such as the workers' welfare standards of the Supreme Committee for Delivery and Legacy and the Qatar Foundation. The study will serve as a basis for identifying good practices in different fields, including on the regulation of accommodation.
- 25. Safer migration systems developed** – The ILO is part of a working group with the MADLSA, the Ministry of Interior and the Embassy of the United States in Qatar that is working on the further alignment of Qatar Visa Centre procedures in countries of origin with international labour standards and good practices. The ILO facilitated three round-table discussions between representatives of the MADLSA and the Ministry of the Interior and representatives of trade unions and civil society organizations working on labour migration issues, in Nepal (November 2018), Sri Lanka (June 2019) and the Philippines (September 2019).
- 26. Cross-fertilization of good practices between sectors** – The MADLSA, the ILO and the Institute for Human Rights and Business hosted the first strategic dialogue group meeting on the hospitality sector in December 2018 together with representatives of the Supreme Committee for Delivery and Legacy, the International Tourism Partnership, the BWI, the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations, and the International Federation of Association Football (FIFA). The objective of this group is to exchange knowledge and ideas for engaging with the hospitality industry in Qatar, building on initiatives launched in other sectors, such as construction. Discussions focused on innovative interventions in the areas of fair recruitment, due diligence mechanisms, labour market mobility and workplace cooperation, among others. The second and third rounds of strategic group meetings took place in April and October 2019, which resulted in the adoption of a coordinated approach to supporting the hospitality sector in the implementation of the labour reforms introduced by the State of Qatar.

27. The programme has also initiated capacity-building in hotels in Qatar through the establishment of a working group for sustainable growth and decent work in Qatar's hospitality sector. This multi-stakeholder forum, with the participation of more than 40 hotels, is aimed at exchanging knowledge and developing good practices on the due diligence of suppliers and labour recruiters, establishing workplace cooperation, developing grievance mechanisms and ensuring labour market mobility for workers. Six sessions of the working group were held between March and October 2019. A toolkit on employment and recruitment-related matters, including due diligence of placement agencies and labour recruiters, and effective grievance mechanisms, will be developed with the hotels, national stakeholders and international employers and workers' organizations and will be presented in April 2020.
28. **Enhanced capacity on communications** – The programme conducted a two-day capacity-building workshop for communication officials of the MADLSA and other public institutions on effective communication on labour migration, fair recruitment and forced labour. To complement this workshop, a round-table meeting with editors-in-chief and journalists was hosted to discuss ethical and accurate reporting on labour migration, forced labour and fair recruitment. An action plan was developed in order to continue the engagement with public institutions, media and the academic community on effective communication and media reporting on the ongoing labour reforms.

#### **Pillar 4 – Forced labour**

29. **Improving the prevention, protection and prosecution of forced labour through coordinated action** – The programme collaborated with the MADLSA and the National Committee for Combating Human Trafficking (NCCHT) to strengthen the National Plan to Combat Human Trafficking for 2017–22, which resulted in the broadening of the Plan's scope to include forced labour.
30. The programme also conducted an analysis of national legislation compared to the Protocol of 2014 to the Forced Labour Convention, 1930, and the findings were discussed and validated at a round table of national experts and practitioners. It identified a number of areas in which the legal framework could be strengthened, including Law No. 15 of 2011 on combating human trafficking, and the articles in the Penal Code that relate to forced labour. The analysis also highlighted areas that should be prioritized in the National Plan to Combat Human Trafficking.
31. In March 2019, a workshop was organized by the ILO, the NCCHT, the Embassy of the United States in Qatar and Migrant Forum in Asia to share experiences from other countries in managing shelters. The Government has set up six sites as shelters for victims of trafficking and exploitation, to be run by the Qatar Red Crescent. These shelters are scheduled to be fully operational by the end of 2019.
32. On the occasion of World Day against Trafficking in Persons, the ILO and the NCCHT organized an event to discuss the strengthening of measures related to the protection of victims and prosecution of perpetrators. It brought together members of the NCCHT as well as the wider community, including embassies and labour attachés, lawyers, non-governmental organizations and law students. The Secretary of the Department of Labour and Employment from the Philippines attended the event. One of the recommendations was to explore the possibility of Qatar becoming a pathfinder country under Alliance 8.7.
33. In terms of capacity-building, the programme is developing a module on forced labour as part of the comprehensive training programme for labour inspectors. The NCCHT has expressed an interest in adapting this module for inspectors from other government bodies

that may come into contact with victims of forced labour. Round-table discussions will be organized with judges as part of a collaboration with the Supreme Judiciary Committee.

### **Pillar 5 – Promoting workers’ voice**

34. **New regulation adopted** – The MADLSA issued Decision No. 21 of 2019 on regulating the conditions and procedures for the election of workers’ representatives to joint committees on 21 April 2019. The Decision makes it possible for all workers, whether holding an employment contract directly with the company or with a third party, to elect worker representatives and to run for the position of worker representative. It requires committee members to hold their meetings during regular working hours without any loss of pay or other benefits and requires companies to afford effective protection to worker representatives. Both requirements are in line with the ILO’s Workers’ Representatives Convention, 1971 (No. 135). In addition, the Decision lays the foundation for the proper exercise of rights relating to employee information by stipulating that all election material must be available in a language understood by all the workers. It also requires that the minutes of meetings and texts of decisions be published through appropriate means and in a language understood by all the workers.
35. **Joint committees established** – The Qatar Foundation reviewed its Mandatory Standards of Migrant Workers’ Welfare to make the establishment of joint committees a requirement for all its subcontractors, with the capacity to represent 7,800 workers. To this end, the ILO and the MADLSA are supporting the establishment of joint committee pilots with five Qatar Foundation subcontractors in the cleaning, food (service and production), and facilities management sectors as well as a central joint consultation committee for the services sector. The central joint consultation committee is chaired by the Qatar Foundation and meets every three months with one management representative and one worker representative from each Qatar Foundation subcontractor. The objective of the joint consultation committee is to address worksite-related issues that emerge from each subcontractor’s joint committee discussions.
36. Following the issuance of Decision No. 21 on 21 April 2019, five joint committee elections were organized between July and September. Almost 30 worker representatives were elected, to represent 3,000 workers. The International Trade Union Confederation (ITUC), the BWI, the International Transport Workers’ Federation (ITF), the ILO and the MADLSA were present during these elections. The elections were preceded by meetings with subcontractors to explain the stages and requirements of the pilots and with the Qatar Foundation’s Welfare Department to discuss the evaluation strategy for them. With support from the ITUC, the ITF and the BWI, over ten information sessions were organized with workers in the five companies in order to explain joint committees and seek nominations for the position of worker representatives.
37. Separately from the pilots with the Qatar Foundation’s subcontractors, a sixth joint committee pilot is under way at the Qatar International Cables Company, a subsidiary of the French multinational Nexans. Three workers’ representatives were elected to represent the company’s 200 employees. The six elections were observed by the ILO, the MADLSA and the ITUC.
38. **Review of existing workplace cooperation mechanisms** – Recognizing the importance of context for the establishment of effective joint committees, the ILO and the MADLSA have completed, with support from the Supreme Committee for Delivery and Legacy’s Worker Welfare Department, a review of workers’ welfare forums. The sectors covered by the review are construction, landscaping, security services, labour supply (especially mechanical, electrical and plumbing), housekeeping and pantry supply, and firefighting services. The review established a baseline for the joint committee pilots, identified local

promising practices and resource persons for capacity-building programmes, and shared lessons learned. Thus far, 62 workers' welfare forum elections have been held at 32 different worker accommodation sites, covering 16,000 workers – roughly 57 per cent of the Supreme Committee's workforce.

- 39. Capacity-building** – Jointly with the Turin Centre, a three-day training course was organized for worker and management representatives of the Qatar Foundation's subcontractors to revise their grievance handling procedures in line with the ILO's Examination of Grievances Recommendation, 1967 (No. 130), and to define the roles and responsibilities of worker representatives in the grievance handling process. The training manual was revised based on input from training participants, for broader roll-out among the Qatar Foundation's remaining subcontractors.
- 40.** Since the elections, workshops have been organized with joint committee representatives from all six subcontractors to develop their job descriptions, specifying roles and responsibilities (that is, chairperson, deputy chairperson and secretary) and the terms of reference of their joint committees. A training course on the roles and responsibilities of worker representatives in relation to discussing matters related to work in the establishment is now under way.
- 41.** In collaboration with the Embassy of Canada in Qatar, a capacity-building session was organized with the Labour Relations Department of the MADLSA to present the experience of the Informal Conflict Management System of Canada's Treasury Board in dealing with disputes that emerge from labour–management councils. The participants explored avenues for the establishment of an informal conciliation system through which the MADLSA would be able to address workplace conflicts that joint committees are not able to resolve.
- 42.** Awareness-raising videos relating to the formation of enterprise-level joint committees were produced – namely: an introductory video that explains the nature, functioning and benefits of joint committees to business owners; an introductory video that explains the benefits of joint committees to workers; and a video that explains to specific company departments (human resources, legal and corporate social responsibility) the steps that are involved in establishing joint committees.
- 43.** In collaboration with the Supreme Committee for Delivery and Legacy, a capacity-building session on workplace cooperation in the hospitality sector was organized for the members of the working group for sustainable growth and decent work in Qatar's hospitality sector (co-chaired by the ILO, the MADLSA, the Institute for Human Rights and Business and the International Tourism Partnership) on 25 July 2019 to explore avenues for transitioning from employee engagement modalities to employee participation modalities and explore models of employee participation that reflect the hospitality sector's business model and business segments in Qatar. The outcome of this meeting is an information brief on workplace cooperation in the hospitality sector.
- 44. Sustainability and scaling up strategy developed** – A community of practice on workplace cooperation in Qatar (Taawon) was established to promote knowledge-sharing on workplace cooperation, promote workplace cooperation in priority sectors, and build on recurring items that emerge in the context of the Supreme Committee for Delivery and Legacy's workers' welfare forums and joint committees, in order to inform policies and regulations. Taawon is chaired by the MADLSA (permanent chair) and comprises representatives of Qatar's Chamber of Commerce, the International Organisation of Employers, the ITUC, the ITF and the BWI, and selected worker and management representatives from joint committees and workers' welfare forums.

- 45.** In the context of Taawon, and with input from its members, the ILO and the MADLSA are collaborating with Ergon Associates, Global Labour Justice and the BWI to develop comprehensive practical guidance on the establishment of joint committees. The guidance aims to bring the laws, regulations and practices governing workplace cooperation in Qatar further into line with the ILO's Co-operation at the Level of the Undertaking Recommendation, 1952 (No. 94), which entails that laws and regulations on the establishment of consultation and cooperation bodies should determine the scope, functions, structure and methods of operation for such bodies, as appropriate to national conditions.
- 46. Assistance to workers in submitting complaints through the MADLSA** – In accordance with the agreed protocol, the ILO has continued to facilitate the submission of complaints by workers to the MADLSA. Thus far, the ILO has lodged 72 complaints for 1,870 workers, resulting in the conclusion of 43 cases (1,700 workers). The remaining cases are either on appeal, pending the outcome of criminal cases, or in process.
- 47.** In addition, a joint review by the ILO and the MADLSA of Qatar's disputes resolution mechanism was carried out. The resulting report has made a number of recommendations on ways to improve access to justice and increase the operating efficiency of the dispute settlement committees. The ILO will work in partnership with the MADLSA to implement those recommendations and to increase workers' knowledge of how to fully and properly engage with the complaints mechanism in the future. Furthermore, the ITUC and the ILO jointly organized a legal clinic specifically aimed at possible improvements to Qatar's dispute settlement committees, covering issues such as the importance of access and transparency, the adoption of an efficient case management system, the capacity to ensure compliance with process and outcomes, and the importance of public awareness and public accountability.

## ***Partnerships***

- 48.** The National Steering Committee of the programme has continued to meet regularly providing guidance and support at the national level.
- 49.** The semi-annual meetings convened by the MADLSA, the ILO, the ITUC and the Global Union federations took place in April and October 2019, with the participation of the following workers' organizations: the ITUC, the BWI, the ITF, the UNI Global Union and the International Domestic Workers Federation. These meetings have been instrumental in ensuring the involvement and support of Global Union federations in the implementation of the programme.
- 50.** One additional community liaison officer representing UNI Global Union joined the programme's team in Doha, bringing the total number of community liaison officers to four, covering the construction, transport, security and services sectors.
- 51.** The programme partnered with the International Organisation of Employers and the Global Union federations as well as with civil society actors to organize three events on its work and ongoing reforms, namely: a side-event to the Intergovernmental Conference to Adopt a Global Compact for Safe, Orderly and Regular Migration in December 2018; a round-table discussion in parallel to the meeting of the United Nations High-level Political Forum on Sustainable Development in July 2019; and a meeting of the Global Forum on Migration and Development's Business Mechanism in October 2019.
- 52. Series of thematic days** on the Discrimination (Employment and Occupation) Convention, 1958 (No. 111) – The MADLSA and the ILO partnered with the Qatar Financial Centre to organize a round-table discussion entitled "Fair access to care, equal access to employment". The event was organized on 7 March 2019 to mark International Women's Day and was

attended by United Nations agencies, civil society organizations, the private sector and research centres. Participants shared research findings and good practices from Qatar on promoting women's labour market participation and female entrepreneurship through fair access to care. As background, the MADLSA rolled out its series of thematic days on Convention No. 111 in September 2018 to strengthen the commitment of national institutions and the private sector to the principles of the Convention, which Qatar ratified in 1976.

## **Draft outcome**

- 53. *The Governing Body took note of the annual progress report on the technical cooperation programme agreed between the Government of Qatar and the ILO contained in document GB.337/INS/5.***

## Appendix

### Summary of the technical cooperation programme agreed between the Government of Qatar and the ILO (2018–20)

#### *The programme's objectives*

The technical cooperation programme falls within the scope of the Government of Qatar's efforts to implement numerous reforms related to laws and regulations on employment and to provide additional guarantees that promote and protect workers' rights. It was developed as a result of consultations conducted between the ILO and Qatar.

This technical cooperation programme reflects the common commitment of both the Government of Qatar and the ILO to cooperate on ensuring compliance with ratified international labour Conventions and on achieving fundamental principles and rights at work in the State of Qatar in a gradual manner during the period 2018–20. This will be done through: improvement in the payment of wages; enhanced labour inspection and occupational safety and health (OSH) systems; refinement of the contractual system that replaced the *kafala* system and to improve labour recruitment procedures; increased prevention, protection and prosecution against forced labour; and promotion of the workers' voice. During the life of the project, the ILO Senior Technical Adviser in charge of this programme will submit an annual progress report to the ILO Governing Body at its October–November session.

#### Strategic and immediate objectives

Area for action	Immediate objectives to be achieved
1. Wage protection	<ul style="list-style-type: none"> <li>■ The wage protection system is enhanced and sanctions for non-payment of wages are enforced.</li> <li>■ A wage guarantee fund is established.</li> <li>■ A non-discriminatory minimum wage is adopted.</li> <li>■ The effective coverage of the wage protection system is expanded to cover small and medium-sized enterprises, subcontractors and eventually domestic workers.</li> </ul>
2. Labour inspection and OSH	<ul style="list-style-type: none"> <li>■ A labour inspection policy is implemented with a clear strategy and a related training plan for labour inspectors.</li> <li>■ The enforcement powers of labour inspectors are effective.</li> <li>■ Communication with migrant workers is improved through adequate interpretation facilities.</li> <li>■ An OSH policy is implemented with a clear strategy, including with respect to heat-related risks, and is supported with an awareness-raising campaign.</li> <li>■ A system for registering work injuries and occupational diseases is operational.</li> </ul>
3. An employment contractual system replacing the <i>kafala</i> system	<ul style="list-style-type: none"> <li>■ Law No. 21 and other relevant laws regulating the recruitment and employment terms and conditions of migrant workers is implemented, reviewed and revised in line with the comments of the ILO Committee of Experts on the Application of Conventions and Recommendations.</li> <li>■ Relevant stakeholders are fully trained on the law and its subsequent revision.</li> <li>■ The domestic worker law is implemented and reviewed by the ILO.</li> <li>■ The recruitment practices are improved through better monitoring and regulation and the implementation of the ILO's <i>General principles and operational guidelines for fair recruitment</i> in three migration corridors.</li> <li>■ Restrictions on migrant workers' ability to change employer and exit the country are removed.</li> </ul>

<b>Area for action</b>	<b>Immediate objectives to be achieved</b>
4. Forced labour	<ul style="list-style-type: none"> <li>■ Effective policies on human trafficking are developed based on a clear definition and forced labour indicators.</li> <li>■ A national action plan on forced labour, which includes measures to address passport confiscation, contract substitution and impediments to accessing justice for victims, is implemented.</li> <li>■ Assistance is provided for the development of the national strategy on human trafficking.</li> <li>■ In collaboration with the Qatar National Committee on Human Trafficking, support is provided to improve coordination among relevant international bodies on forced labour and human trafficking.</li> <li>■ Training plans are developed and implemented to build the capacity of national enforcement authorities (police, public prosecutors, judges and labour inspectors).</li> <li>■ Technical assistance is provided for the consideration of the ratification of the 2014 Protocol to the Forced Labour Convention, 1930 (No. 29).</li> <li>■ Awareness-raising activities on forced labour and the ILO's <i>General principles and operational guidelines for fair recruitment</i> are carried out in collaboration with the Qatar Chamber of Commerce.</li> </ul>
5. Promotion of the workers' voice	<ul style="list-style-type: none"> <li>■ The national complaint mechanisms are strengthened through the establishment of monitoring systems aimed at improving performance.</li> <li>■ ILO support to workers submitting complaints through the Ministry of Administrative Development, Labour and Social Affairs to the national complaints mechanism improves the performance of the national system in ensuring fair and speedy process and absence of retaliation.</li> <li>■ Expatriate workers are aware of their rights and obligations, especially with regard to the submission of complaints, the documents required and various other procedural matters.</li> <li>■ Representative joint committees are established.</li> <li>■ The functioning and regulation of workers' committees are improved.</li> <li>■ A national awareness-raising campaign on rights at work is carried out to support capacity-building for all workers, employers and relevant government officials in Qatar.</li> </ul>