

▶ **Progress report on the technical cooperation programme between the Government of Qatar and the ILO**

ILO Project Office for the State of Qatar

November 2022

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► Background

1. During the first phase of the technical cooperation programme between the Government of Qatar and the ILO (2018-2021), an annual progress report was presented to the ILO Governing Body (GB) at its November sessions in 2018, 2019, and 2020.
2. Following the commitment of the Government of Qatar to continue building on the significant reforms undertaken in the first phase of the technical cooperation programme, and a series of exchanges with other national and international partners, a second phase of the programme was agreed to run from July 2021 to December 2023.
3. Although this second phase does not require formal annual reporting to the GB, it was agreed that the annual progress report continue to be published in the same format to present the key developments and priorities in a bid to continue communicating with interested parties on the broad scope of the work under way in Qatar.
4. An independent evaluation of the first phase of the technical cooperation project was finalized in June 2022, following a number of interviews, consultations, a desk review, and analysis of data and information. Moreover, the second phase of the project has undergone an evaluability assessment that was finalized in August 2022. This has allowed the project to re-assess the logframe and its theory of change to enhance the performance of the project.
5. In line with the objectives set out in Qatar's National Vision (QNV) 2030 and the National Development Strategy (2018-2022), the second phase of the technical cooperation programme seeks to consolidate the achievements of the first phase, with the inclusion of new areas for cooperation.
6. The following annual progress report covers the period from November 2021 to October 2022. Certain sections of the report summarize developments prior to the previous calendar year, for context, but detailed information on activities run from 2018-2021 is available in the previous annual reports, all accessible on the ILO Qatar website.¹
7. The report covers progress on the programme's priorities, based on its four pillars:
 - Pillar 1. Labour Market and Labour Migration Governance
 - Pillar 2. Enforcement of Labour Law and Access to Justice
 - Pillar 3. Workers' Voice and Social Dialogue
 - Pillar 4. International Cooperation and Exchange of Experience
8. The administrative data presented in this report comes from Government of Qatar sources, unless specified otherwise. Some elements of this report also reflect developments that were not strictly part of the technical cooperation programme between the Government of Qatar and the ILO. However, they have been included in this document to provide further context on the labour reforms.

¹ The previous annual reports are available here: [2021](#) [2020](#), [2019](#) and [2018](#).

► Pillar 1: Labour market and labour migration governance

Labour mobility

9. In September 2020, legislation was adopted that reformed a central element of the *kafala* or sponsorship system, and enshrined in law the right of workers to change jobs without their employer's permission. From November 2020 to August 2022, a total of 348,455 applications to change jobs have been approved by the Ministry of Labour (MOL).² It is important to recall that greater labour mobility is beneficial to both workers and employers – thousands of employers are benefiting by recruiting workers who match their needs via the local labour market.³ A further breakdown of the number of workers who changed jobs during this period shows the following:
10. Out of a total of 532,290 applications to change jobs, 348,455 were approved and 183,835 were rejected⁴ (see para 14). The number of workers who changed job in the first year was likely influenced by the COVID-19 related restrictions on recruitment from abroad in 2020 and 2021, and because many companies were struggling due to the impact of the pandemic on their business.
11. Approximately 16 per cent of approved applications to change jobs were submitted by female workers engaged in the private sector, (the overall proportion of women in the workforce is 15 per cent⁵). An estimated 5.6 per cent of approved applications to change jobs were from domestic workers (male and female).
12. The highest number of workers changing jobs are in construction. However, because a worker's actual occupation is not always accurately reflected in the administrative records, there are limitations to any conclusions that can be drawn on labour mobility across occupations and sectors. The programme continues to work with the MOL to review the existing classification of occupations, used for the private sector in Qatar, to align it with the International Standard Classification of Occupations 2008 and the recent edition of the Gulf Occupation Classification. The adoption of a standard national occupation classification for the private sector (and used by all government entities) would support in collecting and analysing more accurate data reflective of the labour market.
13. Over the past year, the MOL introduced several procedural changes to enhance the effectiveness and efficiency of the process involved in changing jobs. For example, the platform that workers use to submit their application to change jobs is being updated to introduce an electronic version of the employment change form (rather than uploading a scanned copy). The platform is now functioning without the processing delays that were observed when the system was first introduced. To ensure a consistent process of reviewing the employer change applications submitted by workers, the Ministry is adopting internal standard operating procedures.

2 In comparison, 8,653 workers changed employers in 2018, and 17,843 workers changed employers between September 2019 and August 2020.

3 A [short video animation](#), published by the ILO in May 2022, presents the achievements and some of the remaining priorities in terms of the implementation of Qatar's labour reforms.

4 The total number of rejected applications includes multiple applications from the same workers, i.e. a worker can re-apply after a rejection.

5 Based on data from the Labour Force Survey 2021, Authority on Planning and Statistics.

14. There are instances in which the MOL will reject employment change (EC) applications. The main reasons include new employers being blocked from recruitment due to non-compliance with the law or not having the correct permits to hire particular workers; errors in the submission or incomplete documentation; or workers cancelling their applications (after finding other jobs or agreeing to stay with their current employer). In some cases, employers invoke Law No. 18 of 2020 (on termination of employment) to block job transfers on the grounds that workers are moving to direct competitors.
15. There are also cases of unscrupulous employers retaliating against workers who wish to change jobs by cancelling their residency permits (QIDs) or filing false absconding charges against them. In response, the electronic systems of MOL and the Ministry of Interior (MOI) have been linked to prevent employers from taking such action after a worker submits their application through MOL's electronic system. Similarly, the linkage between the electronic systems of the two Ministries is being established to ensure that employers cannot cancel a worker's residency permit (QID) or file an absconding case if a worker has an on-going labour complaint with MOL. To address the misuse of the absconding report system as a retaliatory action, the Ministry of Interior has introduced procedural changes based on the discussions with MOL. An employer reporting an absconding case must provide additional information such as information on whether or not the employer owes any financial dues to the worker, whether or not there is a labour complaint, the worker's accommodation address, and information of any witness(es) who can testify. A penalty in case the information provided is inaccurate has also been introduced.
16. The MOL reactivated 284 QIDs from January to August 2022 upon receiving written requests from workers. This process for a worker to have their QID reactivated is being revised to make it more accessible and efficient for workers.
17. It is evident that there remains a need to challenge the predominant discourse that still exists among workers and employers on the need for a No-Objection Certificate. The Ministry is developing a user guide for workers submitting EC applications. Communication on the labour mobility legislation produced in 12 languages was updated ([Q&A for employers](#), [Q&A for workers](#), [flowchart for workers](#)). These materials were circulated through ILO social media platforms, Community Liaison Officers (CLOs), labour attachés, community groups, including domestic workers' community groups and recruitment agencies. Wider dissemination is still required. In addition, periodic meetings were held between MOL's Labour Relations Department, CLOs and ILO to ensure up-to-date information related to procedures to change jobs, while also getting feedback on labour mobility challenges still faced by workers.
18. The [Labour Re-Employment Platform](#) of the Qatar Chamber of Commerce and Industry (QCCI) and the MOL facilitates labour mobility. The technical cooperation programme has facilitated exchanges about this platform with the French public employment platform Pôle Emploi. Based on initial meetings Doha with the French authorities in June 2022, a series of exchanges focusing on public employment services, career guidance and labour market information gathering and analysis will be rolled out in 2023.
19. Since the adoption of Law No. 13 of 2018 and Ministerial Decision No. 95 of 2019, migrant workers have had the right to leave the country either temporarily or permanently without prior approval from their employers. An exception was created for five per cent of a company's workforce, restricted to certain senior positions and for which approval would need to be granted. As of 15 October 2022, there are 45,690 requests for exit permits.

Fair recruitment

20. The technical cooperation programme has developed tools and raised awareness about fair recruitment in recent years. But bringing these to scale is still a challenge.
21. In the first nine months of 2022, the MOL has revoked the licenses of 54 recruitment agencies. MOL and ILO are working on strengthening the system for licensing and monitoring private recruitment agencies. An extensive mapping of the operating procedures and mechanisms used by MOL to license and monitor recruitment agencies (and enforce compliance) was completed as the first step. Based on the findings of the mapping, strategies and procedural mechanisms will be developed and adopted. In addition, a comprehensive training for inspectors will be rolled out in the coming months.
22. With regard to the operations of the Qatar Visa Centres (QVCs)⁶, the programme facilitated an exchange between representatives of MOL, MOI and International Trade Union Confederation (ITUC) Asia-Pacific affiliates during the latter's visit to Qatar. The exchange focused on the objectives, modality and future plans of expansion in addition to gathering feedback on the operationalization of these centres in the six countries of origin .
23. The programme worked with the QCCI and the Institute for Human Rights and Business to develop an amended version of *Promoting Fair Recruitment and Employment: A Guidance Tool for Hotels in Qatar*. The new version is focused on supporting employers in different sectors in Qatar, and international actors looking to engage with private sector entities in Qatar, to conduct effective human rights due diligence of their recruitment practices, direct suppliers and placement agencies. The national social dialogue platform, Tawoon, representing workers' and employers' representatives provided inputs to the draft toolkit. The guidance tool will be launched in early 2023 and the Ministry and ILO will work more closely with QCCI to roll out the toolkit with the QCCI members.

Domestic workers

24. The QVCs in Bangladesh, India, Nepal, Pakistan and Sri Lanka are now processing applications from domestic migrant workers coming to Qatar using the revised standard employment contract adopted by MOL in 2021. MOL's [digital contract authentication system](#) will be expanded to also allow the electronic approval of the standard employment contracts of domestic workers.
25. In January 2022, the Ministry of Commerce and Industry together with the Ministry of Labour placed a ceiling on the recruitment fees that agencies could charge employers.
26. MOL and ILO continued to collaborate with IDWF to raise awareness among domestic workers in Qatar. A series of information sessions and workshops were held with domestic workers focusing on Law No. 15 of 2017 on domestic workers, the standard employment contract, complaint mechanisms, changing of jobs and occupational safety and health. Domestic workers from Ethiopia, India, Kenya, the Philippines and elsewhere participated in these activities. There are positive signs that these community groups are expanding in size, and across more nationalities.
27. The programme continued to disseminate the *Know Your Rights* booklet for domestic workers in Qatar in 12 languages, and the *Guide to Employing Migrant Domestic Workers in Qatar* booklet for employers in two languages, developed in partnership with the non-governmental organization Migrant Rights.

⁶ The Government of Qatar has so far established Qatar Visa Centres (QVCs) in six countries: Bangladesh, India, Nepal, Pakistan, the Philippines and Sri Lanka. QVCs are integrated service centres where workers wishing to migrate to Qatar need to finalize their immigration procedures. All services are free of charge for workers and include biometric enrolment, medical examinations and the signing of an electronic employment contract before departure. Additional QVCs are under consideration for a number of other countries.

28. MOL collaborated with the International Domestic Workers' Federation (IDWF) and the ILO to organize an in-person celebration of International Domestic Workers' Day on 17 June 2022. A panel discussion was held with a representative of the Kenyan domestic workers' community group in Qatar, IDWF, Qatar Manpower Solutions Co. (Wisa), the Filipino Association of Manpower Representatives Qatar and MOL. The discussion highlighted the impact of the labour reforms adopted by the State of Qatar that concern domestic workers, challenges faced by domestic workers in Qatar, changing labour market needs for a range of domestic work services, and the role of recruitment agencies in promoting decent work for domestic workers. More than 100 domestic workers representing different nationalities attended the event – the largest gathering yet for such a celebration. A photo exhibition named Domestic Workers' Day Off was on display during the event, following a competition to collect portraits. The aim was to raise awareness around domestic workers' right to take a weekly paid day off. During the week of International Domestic Workers' Day, MOL and ILO used their social media accounts to raise awareness of Qatar's Domestic Workers' Law. This led to a very visible debate in social media on working time for domestic workers, and demonstrated the importance of investing in further communication on workers' rights.
29. The programme designed and developed a two-day training programme on decent work for domestic workers for licensed private recruitment agencies in Qatar. Recognizing the vital role that recruitment agencies play in the employment relationship between domestic workers and their employers, the training will increase their awareness of the relevant legal framework, and provide the agencies with practical guidance on fair recruitment and managing possible disputes in the employment relationship. Training sessions were rolled out by MOL in coordination with the Philippines Overseas Labor Office in Qatar, IDWF, and the ILO for 50 representatives of 32 private recruitment agencies. A booklet for private recruitment agencies is being developed by MOL and ILO. The booklet aims to raise awareness about the relevant legislation on domestic work and to equip private recruitment agencies with concrete steps they can take to facilitate an employment relationship that is mutually beneficial for domestic workers and their employers.
30. As a part of the technical cooperation programme, MOL and ILO are studying the feasibility of a voluntary Wage Protection System for domestic workers. This will look at existing efforts by banks to promote financial inclusion of domestic workers in Qatar while also identifying possible challenges and opportunities for both domestic workers and their employers.

Equality, diversity and inclusion in the workplace

31. As part of the capacity-building programme, MOL and ILO have developed and delivered the first training activities on Discrimination, Violence, and Harassment for joint committees in September 2022. This series of activities includes familiarizing workers' and employers' representatives with the ILO Convention 111 on Discrimination and ILO Convention 190 on Violence and Harassment. As part of the training programme, joint committees will review their company-level policies and procedures addressing discrimination, violence, and harassment.
32. In March 2022, on the occasion of International Women's Day (IWD), an event was jointly organized by the MOL, the Ministry of Social Development and Family, the National Human Rights Committee and the ILO. Speakers from these institutions, as well as from the Shura Council, discussed policies and best practices in the area of women's career growth and development. The participants reaffirmed their commitment to gender equality (as set out in the Constitution and the National Vision 2030) and to further increase the participation of Qatari female workers in technical and non-technical disciplines.

Social protection

33. Social protection is a new element of the MOL-ILO technical cooperation programme. Following up on the first scoping mission undertaken in October 2021, ILO social protection specialists continued the discussion with relevant stakeholders in August 2022. The discussions mainly touched upon ongoing reforms and policy discussions related to access to health care, employment injury benefits and end-of-service benefits. The programme has identified good practices and lessons learned in these three areas and will be facilitating exchanges with relevant stakeholders in Qatar.

Transition from school to work

34. In January 2022, the ILO participated in the Career Guidance Stakeholders Platform 2022, organized by the Qatar Career Development Centre and titled "*Accelerating Human Capital Development through Career Guidance under the QNV2030*". Participants put forward actionable steps to support the realization of QNV 2030's human development pillar objectives through career guidance. Following the event, the ILO published an opinion piece in local media on the role that human-centred career guidance and employment services can play to support the transition or re-entry of job seekers into employment, meet the needs of enterprises and contribute to economic priorities.
35. The Regional High-Level Meeting on Young People's Learning, Skilling, Social inclusion and Transition to Decent Work was co-organized by ILO, UNDP, UNICEF and UNFPA in Jordan in May 2022. The ILO Project Office coordinated worked with the UN agencies in Qatar to support the participation of an inter-ministerial delegation, which made several pledges made at the summit.

► Pillar 2. Enforcement of labour law and access to justice

Wages and wage protection

36. The technical cooperation programme commissioned a survey in May and June 2022, among 1,036 low-wage workers residing in shared accommodation sites. The workers were of multiple nationalities, working in various economic sectors.
37. With its large and representative sample, the survey provides a unique insight into the conditions of low-wage workers in Qatar. The study focused on wages as well as remittances and spending behaviour, and was shared with the Minimum Wage Commission in September for deliberation. Some of the key findings of the report include:
 - a) Overall, 86 per cent of workers interviewed said that the reforms have had a positive impact on workers' lives.
 - b) The median basic wage among the sample was QR 1,400 for men (USD 389), and QR 1,000 (USD 275) for women. The median net income (basic wage + overtime) was QR 1,600 (USD 440) (QR 1,650 for men, and QR 1,350 for women).
 - c) Lower income workers (earning up to QR 1,400 (USD 389)) sent 81 per cent of their income home in remittances, on average. The proportion of income sent home in remittances decreased as workers earned more, and also as workers spent more time in Qatar.
38. When the Minimum Wage Law came into force in March 2021, over 280,000 workers or approximately 13 per cent of the total workforce in the private sector saw their basic wage increase to the minimum threshold. These workers were employed in over 13,554 companies.
39. The Wage Protection System (WPS) allows the Government to monitor salaries and allowances paid to workers, and to detect violations. The system can reduce wage disputes and alleviate some of the workload of the Labour Dispute Settlement Committees. There were 67,128 companies registered in the WPS in August 2022, and of these, 913 showed WPS violations. In the survey conducted in mid-2022, 98 per cent of respondents reported receiving their wages on time. And while 89 per cent received their wages through the bank, 11 per cent received their wages in cash – a violation of the labour legislation.
40. Domestic workers are not covered by the WPS. However, a proposal to pilot a simplified WPS for domestic workers, on a voluntary basis, is being explored with MOL (see para 30).
41. Non-payment of wages and benefits continues to be the primary cause for complaints lodged at the Ministry of Labour – more details can be found in the section below.

Access to justice

42. Between October 2021 and October 2022, MOL received 34,425 complaints, primarily through the online complaints platform. In that same period, the online platform received 227 anonymous complaints through the whistleblower channel. The ILO and civil society organizations have provided, and will continue to provide, feedback on the platform.
43. Of the total number of complaints, 66.5 per cent (22,897) were settled, 30.7 per cent (10,565) were sent to the Dispute Settlement Committees (DSCs), and 2.8 per cent (963) are still under review.
44. As with last year, the main causes of complaints concerned non-payment of wages and end-of-service benefits, and annual leave not being granted or paid. In 84 per cent of cases brought before the DSCs, the judge ruled in favour of the worker.
45. The number of DSCs has increased from three to five. Three DSCs were formally opened in October 2022 in the Industrial Area, the two others will remain in the MOL main building in Dafna.
46. The Workers' Support and Insurance Fund has dramatically increased disbursements in the past year. Up until July 2022, QAR 582,400,000 (USD 160m) had been disbursed to over 37,000 workers. This increased to QAR 1,165,316,181 (over USD 320m) of unpaid wages and benefits until 30 September 2022. This demonstrates the scale of the issue of unpaid wages. In April 2022, Decision 2/2022 was published, on the provisions and procedures for disbursing workers' entitlements. The Decision indicated that an electronic platform for applications and follow-up of payments from the fund will be developed. It also sets parameters for the selection of cases and establishes caps on how much can be paid out, clarifies the mandate and authority of the Director and the Board, and establishes further rules for the operation of the Fund. The adoption of the Decision will contribute to greater transparency and efficiency for the Fund, while providing the Board with greater flexibility. An exchange is planned with selected countries that have funds in place, to explore how their experience and lessons learned might apply to Qatar.
47. A booklet on the Labour Law will be published by the end of the year, in English and Arabic and will be translated into multiple languages in 2023. This booklet contains legal references to the most common labour rights violations experienced by workers. A series of FAQs will also be published, covering the complaints process, ranging from submission of the complaint to conciliation, adjudication in the DSCs, and enforcement. This will enable workers and employers to better understand and prepare for each stage of the process.
48. The ILO Doha Office has continued to receive queries from workers. This gives the Office a direct insight into the challenges faced by migrant workers, and where implementation challenges remain. Through 2022, most of the queries received by the ILO Office regarded delays and cancellations of their applications to change employer, together with cancellations of QIDs and other similar forms of employer retaliation. While employer retaliation remains a challenge, the number of cases per month and in total has declined substantially in the second half of the year.
49. A comprehensive training module is being developed by the ILO office, the ITC and MOL, targeting officers in charge of dispute resolution after the filing of a complaint by an employer or a worker. The module will include four main stages, to be implemented from March to September 2023. A first basic training course will familiarize all officers with modern techniques and good practices in dispute resolution. The second and third parts of the module will target a selected group of mostly senior officers who will be additionally trained in the creation and management of a dispute resolution system, SOPs development, performance monitoring and training of trainers. The last (fourth) module will involve a technical meeting for the development of the organizational chart and the SOPs of the new Dispute Resolution System in MOL.

Heat stress legislation

50. This was the second summer during which the legislation to further protect workers from heat stress was applied. The 2021 [Ministerial Decision](#) increased the period when outdoor work is prohibited (from 1 June to 15 September between 10 am and 3:30 pm) increasing the aggregate number of prohibited hours from 426 to 586 hours. Other measures to reduce risk included the establishment of a threshold at which all work must stop, and the requirement for employers to conduct a heat stress specific risk assessment and annual health screenings for outdoor workers. Discussions were held with the MOL, the Supreme Committee, Ashghal, Qatar Energy, Qatar Red Crescent Society and the ILO to learn from existing experience on what tests should be included as part of these medical screenings.
51. In July 2022, MOL published a decision clarifying that delivery riders are protected by the legislation and banned any delivery by motorbikes throughout the prohibited working hours.
52. To support the application of the heat stress legislation, MOL, with the support of the ILO, conducted a campaign to disseminate updated communication materials including posters, flyers and video animations for [employers](#) and for [workers](#) in multiple languages, which received over 850,000 views across various social media platforms, as well as guidance for employers. MOL disseminated these through social media, through SMS and through visits to employers in Qatar.
53. Labour inspectors carried out a targeted inspection campaign in the summer of 2022, focusing on construction worksites, the agricultural sector, delivery companies and the industrial sector. This led to 463 worksites (almost all in construction) being shut down for non-compliance with the legislation. The number of people who visited the four Qatar Red Crescent Clinics with heat-related disorders from 1 June to 15 September was 351. This compares with 620 in 2021 (after the legislation was introduced), and 1,320 and 1,520 in 2019 and 2020 respectively. This sharp decline in 2021 and 2022 can be at least partly attributed to the prevention measures introduced in the new legislation, and the combined awareness raising and inspection campaigns by MOL.
54. The research commissioned by the MOL, SC and ILO in 2019 has since been used in several academic articles, contributing to the global knowledge base on assessing the physiological impact of heat strain. The developments around occupational heat stress have also been shared with ILO colleagues in Geneva who are updating the global report: "Working on a warmer planet".
55. MOL and ILO will organize an international conference in Qatar on occupational heat stress in early 2023. This issue is garnering more attention from all corners of the world in light of climate change and the inevitable impact of workers and the economy. The objective of the workshop is to bring together leading experts from academia, practitioners from various government entities and social partners to share the latest research and policy measures to address this growing challenge.

Occupational safety and health

56. The collection, analysis and publication of data remains a priority, as per the National Policy on Occupational Safety and Health (OSH), adopted in 2020. A number of the following actions are in line with the key recommendations from the ILO's November 2021 [report on work-related injuries in Qatar](#).
57. In November 2021, a Memorandum of Understanding (MOU) was signed between MOL and the Ministry of Public Health (MOPH), with the objective to improve the collection and exchange of data and statistics, enhance joint cooperation, unify the database between the two ministries, and establish a general strategy aimed at developing the legal framework related to OSH. This has resulted in more regular meetings between the two ministries, and closer coordination in the designation of fatal occupational injuries.

58. The Taskforce on Safe and Healthy Employees of MOPH has a dedicated sub-group on data, which has been a driving force on enhancing inter-agency cooperation. This group prepared a series of four Minimum Data Sets (MDSs), responding to the need for harmonized data points and definitions among key ministries and institutions. The MDSs cover (1) clinical data, (2) data from the employer accident notification system, (3) information from the investigation of occupational accidents, and (4) records of compensation granted to workers and next of kin. The ILO has provided comments on these MDSs, which are expected to be fully operational by mid-2023.
59. Progress is being made on an integrated data collection system among different institutions in Qatar (the health providers, labour inspection, employers and insurance companies). After an extended period of analysing the data collection mechanisms of the different institutions, a tender went out in September to develop and implement a program for a "National Healthcare Incident Reporting and Learning System". This centralized platform will be a major step forward in the systematic and timely collection of data on occupational injury and illnesses for all workers in the State of Qatar.
60. A mortality review has been conducted by Hamad Medical Corporation (HMC), at the request of MoPH, focusing on the deaths of migrant workers over recent years. Medical examiners from the HMC received guidance and reviewed medical records of deceased workers to identify underlying causes and possible contributing factors. The final report is under review by MoPH, before the publication of results.
61. An inter-ministerial working group agreed on an expanded list of occupational diseases. They proposed to increase the current list of occupational diseases set out in the Labour Law, which was last reviewed in 2004. While it is a very positive step that more diseases are being recognized as potentially posing a risk to workers, it is also important to build systems to determine under which conditions a disease can be attributed to a worker's job. The proposed list has not yet been formally endorsed.
62. MOL and ILO continued to carry out campaigns throughout 2022 to raise awareness on the prevention of occupational injuries among workers and employers. Materials presenting the [key DOs and DON'Ts related to the top five causes of work-related injuries](#) in Qatar were widely distributed on worksites and on social media, and a [new video animation on falls from heights](#), a principal cause of occupational injuries, was produced in multiple languages. Two events were organized to celebrate the 2022 OSH Day, in April by MOL and the ILO, and in May by MOPH.
63. The State of Qatar is studying the possible ratification of Convention 155 on OSH. The MOL and the ILO Project Office in Qatar organised a seminar with senior labour inspectors, in which ILO Doha and ILO Geneva experts presented the key aspects of the Convention, as well as remaining gaps and other considerations in relation to the legal framework of Qatar.
64. The ILO provided inputs to a report presented at the WISH Summit in October 2022, entitled "Promoting health and wellbeing among the migrant workforce: A global call to action". The ILO Project Office also maintained a booth all through the Summit, providing visitors with information on the labour reforms and the achieved results, as well as guidance on specific queries.

Labour inspection

- 65. The MOL finalized an annual report on labour inspection for 2021, as per their commitment to ILO Convention 81 on Labour Inspection.
- 66. Between October 2021 and October 2022, 19,978 worksites/facilities and 3,406 residential units were inspected by MOL's Labour Inspection Department. 7,389 violations were detected in workplaces and 1,427 violations were detected in residential units.
- 67. The technical cooperation programme has continued to support the training programme with MOL's Labour Inspection Department. A group of 18 senior labour inspectors (15 men and three women) were trained in OSH subjects and Risk Management by the UK-based National Examination Board in Occupational Safety and Health (NEBOSH) and will receive an international certification on OSH, upon successful participation in the post- training exams. The training was organized by the ILO and the University of Doha for Science and Technology (UDST).
- 68. A programme on a gender-responsive labour inspection was developed in cooperation with the Swedish Work Environment Authority (SWEA). A delegation from Sweden visited Doha to observe inspections, deliver seminars with inspectors, and participate in high-level coordination meetings with MOL. The work with SWEA is continuing, with follow-up consultations, to expand the collaboration to other areas of work (general OSH practices and myoskeletal disorders). An exchange visit to Sweden, is tentatively scheduled for the second quarter of 2023.
- 69. In light of the influx of temporary workers and increased activity during the World Cup, measures are being taken by the MOL and ILO, in coordination with the Supreme Committee for Delivery and Legacy (SC), and others to ensure compliance with Qatari law. In this regard, dedicated labour inspection campaigns will be run in November and December.

Trafficking and forced labour

- 70. In collaboration with the National Committee for Combating Human Trafficking (NCCHT), the MOL, the ILO and the SC, a training on forced labour was carried out for the hospitality sector in September 2022. Through the Central Labour Management Consultation Committee (CLMCC) (see para 83), worker and management representatives then drafted a set of measures to prevent and address incidents, or even indicators of forced labour, in the hospitality sector.
- 71. A seminar on the Forced Labour Protocol (P29) was conducted by the ILO with MOL officials in October. This builds on the gap analysis that was carried out last year. The seminar identified the key provisions of the Protocol, the areas where Qatar can enhance its policies and action plan, and the process for possible ratification.
- 72. The project has ongoing collaboration with NCCHT and MOL, exchanging information on cases referred to the ILO Project Office, in an effort to provide assistance to vulnerable workers. The NCCHT Humanitarian Care Home (for exploited women and men) was re-opened in October 2022.
- 73. One of the elements of the MOU between Qatar, France and the ILO is to explore cooperation under Alliance 8.7, including the possibility of Qatar signing on as a Pathfinder Country. Qatar would be the first Pathfinder Country in the GCC.
- 74. On 30 July 2021, an MOU was signed by the NCCHT and Qatar's Msheireb Museums with the objective of highlighting the efforts of the two parties to raise awareness of modern slavery and human trafficking. Training and communication materials on forced labour, developed by the ILO and MOL, have been shared for replication with labour ministries and counterparts in other countries in the Middle East & North Africa region.

► Pillar 3. Workers' voice and social dialogue

Dispute resolution

- 75. In May 2022, the ILO and the International Training Centre (ITC) organized a three-day capacity-building workshop on collective dispute resolution and collective conciliation. The workshops targeted members of the MOL Workplace Cooperation Unit, Labour Relations Department, the team that responds to protests, and selected Community Leaders who support the MOL's operations. Discussions are ongoing regarding a planned exchange with the Government of the Netherlands about the possibility of learning from their experience to develop standard operating procedures (SOPs) on managing collective disputes.
- 76. In August 2022, an online portal was launched by MOL to facilitate the registration of joint committees and the escalation of collective disputes by workers' representatives to MOL's labour conciliators. In October 2022, ILO, Qatar Foundation (QF) and MOL's Information Technology (IT) Department organized an information session about the online platform for QF's suppliers.
- 77. A comprehensive training module is being developed by the ILO office, the ITC and MOL, targeting officers in charge of dispute resolution (see para 49).

Social dialogue

- 78. The MOL, ITUC and the global union federations (BWI, IDWF, ITF and UNI Global) continue to meet twice a year to share updates and challenges, and also highlight priorities (the most recent meetings took place in March and October 2022). In addition to the joint meeting with the international trade unions, MOUs have been signed bilaterally, between MOL and BWI, and MOL and ITF (March 2022). The MOU with ITF was signed in the sidelines of the Arab Regional Meeting of the ITF, held in Doha. In October 2022, ITF organized an awareness and training seminar on the Maritime Labor Convention 2006, where discussions focused on labour inspection efforts and labour protection strategies in the maritime transport sector.
- 79. The programme continues to support social dialogue at the enterprise, public client, sectoral, and national levels. Following consultations with the MOL, global union federations (GUFs) and national stakeholders, the project continues to support the establishment of enterprise-level joint committees in four priority sectors: transport, construction, private security, and hospitality. To date, 613 workers are representing over 40,000 employees in 71 joint committees
- 80. Joint committees have been supported through a multi-module training programme. Module 1 on Roles and Responsibilities of joint committee representatives is organized on a rolling basis for newly elected committees. Module 2 is on Employee Participation Rights (see para 96); Module 3 is on ILO R130 on the Examination of Grievances; Modules 4 and 5, on inclusive workplaces, are implemented jointly and cover violence and harassment (C 190) as well as equality and non-discrimination (C 111). Module 6 on Occupational Safety and Health will be rolled out in 2023.
- 81. Module 3 addressing ILO Recommendation on Examining Grievances was held in June 2022, and facilitated by the ILO and MOL in collaboration with the ITC and Ergon Associates. The ILO Office, along with Ergon Associates, held a series of follow-up webinars for participating committees to provide in-depth support towards reviewing, amending, and improving their company grievance procedures in line with R130, with the added objective of formally including joint committee worker representatives within formal procedures.

- 82.** In 2022, a substantial investment was made in enhancing social dialogue in the hospitality sector. This was the result of the support of the Supreme Committee for Delivery and Legacy. Worker-management committees have been established and trained in 39 hotels, as of October 2022. The MOL, the SC, the Embassy of the Kingdom of the Netherlands and the ILO have supported the delivery of Module 2 training on Employee Participation Rights to Chairpersons and Deputy Chairpersons of joint committees across seven hotels and one supplier.
- 83.** In collaboration with MOL and Supreme Committee for Delivery and Legacy, the first Central Labour Management Consultation Committee (CLMCC) was established in the hospitality sector including hotels and suppliers. The founding meeting took place in May 2022 during which the committee elected their first workers and management co-chairs. The committee also underwent training on Forced Labour with the National Committee for Combating Human Trafficking (see para 70). During this session, CLMCC and NCCHT members jointly drafted a series of measures to tackle forced labour and prevent exploitative labour practices in the hospitality sector. In addition, as agreed in the founding meeting, in early 2023, the committee will meet to discuss a sectoral approach to mitigate workplace violence, harassment, and discrimination.
- 84.** The ILO has continued to work with Qatar Foundation to set up new joint committees and support existing joint committees through capacity-building. In 2022, the ILO has supported the establishment of four project-level joint committees of Qatar Foundation suppliers. With new joint committees, the ILO has provided information sessions to workers in both English and Hindi. The ILO and MOL also continue to support the Secretariat of Qatar Foundation's central labour-management consultation committee, including the creation of a new sub-committee for women workers during its 9th session in October 2022.
- 85.** Mowasalat has been an active partner in the transport sector. The company hosted a workshop for their new joint committee members and for Qitarat's staff committee. The workshop was implemented by ILO and ITF.
- 86.** In the construction sector, the MOL, Building and Wood Workers' International (BWI) and the ILO have supported joint committee elections for one company. A training of trainers was conducted for local trainers to deliver the Module 1 training on roles and responsibilities of joint committee members to workers in Hindi, Bangla, and Nepali. The training was then delivered to the company's committee members in July 2022.
- 87.** Taawon is the national level social dialogue platform that convenes workers' and management representatives along with MOL and the ILO. Its aim is to engage in tripartite dialogue and contribute to the development and implementation of policies, procedures, and guidelines towards decent work and promote workplace cooperation in priority sectors. In May 2022, the ILO, MOL, and the ITC held a training for Taawon members on consensus-building skills and negotiation. In August 2022, the ILO and MOL held a workshop for Taawon members where workers' and employer's representatives met to discuss and contribute feedback on the draft Fair Recruitment Toolkit and Due Diligence Checklist that is being adapted for multiple sectors in Qatar.
- 88.** A study is being carried out on the possibility of making joint committees mandatory for companies of a certain size.

Engagement with the private sector

89. The ILO Office in Doha has regular conversations with companies to discuss the status of the reforms, the risks related to their operations, and the measures that can be taken to mitigate those risks.
90. The programme has continued to hold meetings with the foreign business councils of several countries, to discuss the labour reforms, and specifically the importance of workplace cooperation for enterprises. In October 2022, a roundtable was held with MOL, QCCI, ILO and representatives of the international business community, to discuss the labour reforms. In particular, the roundtable provided an arena to discuss what support international companies may need from MOL and QCCI to navigate new legislation, and how companies can also be in compliance with the laws, including on recruitment fees.
91. A booklet is being prepared that documents a number of interventions that have been introduced in the hospitality sector in recent years, by the MOL, SC, ILO and others – including the work supporting worker-management committees.
92. To sustain the work of the project with the private sector in the long-term, collaboration is underway with Qatar University's College of Business and Economics to promote a focus area on business and labour rights as well community engagement on labour rights. Further, the College will host a series of consultations in January 2023 with staff and faculty from several universities in Qatar on aligning university codes of conducts, regulations and SOPs on violence and harassment and equality and non-discrimination with ILO Conventions 190 and 111. The programme will also partner with Qatar University's Center for Entrepreneurship to develop Qatar-specific case studies on business and human rights for the private sector in Qatar.

► Pillar 4. International cooperation and exchange of experience

Engagement with trade unions and NGOs from countries of origin

93. In February and March 2022, delegations from ITUC Africa (11 members) and ITUC-Asia Pacific (ten members) were received in Qatar. The delegations represented a mix of national, sectoral and sub-regional trade unions. They met with Government officials, worker and management representatives, community liaison officers from the GUFs; and visited shared accommodation, government offices and the Red Crescent Clinics. Press statements were issued by both [ITUC Africa](#) and [ITUC-AP](#) following their visits.
94. The technical cooperation programme has helped to foster engagement between the MOL and civil society organizations in a constructive dialogue. Building on a series of online meetings between the MOL and Migrant Forum in Asia (a coalition of CSOs from across Asia), an MOU was signed in October 2022 to enhance cooperation in the areas of awareness raising and training in 2023.

Bilateral exchanges with other States

95. The technical cooperation programme has facilitated cooperation with the labour ministry and other technical counterparts in several countries, on a range of technical subject areas.
96. Collaboration with the Embassy of the Netherlands continues in the area of social dialogue. In May 2021, the programme facilitated a second course of training on employee participation rights for joint committee representatives, focusing on the practical implementation of the information and consultation procedures developed during the first training course. For example, participants have learned to analyse safety and health, human resources, and financial data, and to ask important questions about the financial health of the company, turnover rate, sickness rate and absenteeism. In November 2021, a third course was delivered in Qatar for the recently established joint committees, focusing on information and consultation in the hospitality, transport and facilities management sectors. The fourth course was held in August 2022 for joint committees in the hospitality sector. An MOU is being drafted to formalize and further strengthen the cooperation between the MOL, the Embassy of the Netherlands and the ILO.
97. A Declaration of Intent (DoI) between the Government of France, the Government of Qatar and the ILO was signed in March 2022 focusing on social dialogue, gender and non-discrimination, inspection and employment platforms. In June 2022, a mission was coordinated by Expertise France, with representatives from various bodies of the labour ministry. The outcome of the mission was the identification of a specific workplan. As France is currently chairing Alliance 8.7, the MOL took the opportunity to express Qatar's willingness to join the Alliance as a Pathfinder Country on combating forced labour.
98. In March 2022, the MOL undertook a mission to the UK to exchange experiences and explore the possibility of further cooperation with a number of institutions. Meetings were held with the Health and Safety Executive (HSE), the Gangmasters and Labour Abuse Authority (GLAA) and the Advisory, Conciliation and Arbitration Service (ACAS). In addition, meetings were held with the Foreign, Commonwealth and Development Office (FCDO) and the Modern Envoy for Migration and Slavery. An MOU is under development between the MOL, UK Embassy and the ILO to advance cooperation with these above-mentioned authorities.

- 99. Activities were carried out under the scope of the MOU with Sweden, in the area of labour inspection (see para 68).
- 100. Cooperation with Singapore (on domestic work, accommodation and fair recruitment) and with Belgium (on labour inspection) are under discussion. Cooperation is also envisaged with Germany.
- 101. In addition to frequent engagement with the diplomatic community in Doha, the ILO has also provided briefings to senior officials and parliamentarians from several countries, including Austria, Belgium, Canada, the EU, Finland, France, Germany, Italy, the Netherlands, the UK and the US.

Sharing experiences through international forums

- 102. In the framework of the International Migration Review Forum, held in New York in May 2022 to review progress towards the objectives of the Global Compact for Migration (GCM), the MOL co-organized two side events, with support from the UN Working Group on Migration. One event, entitled *"Beyond the Sponsorship System: Improving Labour Migration Governance in the Qatar-Bangladesh Migration Corridor"*, saw participants discuss good practices and lessons learned from reforming labour migration policies and investing in fair and ethical recruitment, from the perspective of the Qatar-Bangladesh corridor. The second side event, *"Working together to ensure fair recruitment and decent work in the Philippines-Qatar migration corridor"*, highlighted the key developments and achievements in the Philippines and Qatar in respect to fair recruitment and decent work. Participants also presented future steps that can be taken in countries of origin and destination to enhance progress towards Goals 6, 10 and 23 of the GCM and the Sustainable Development Goals (SDGs). The Supreme Committee also participated in both side events.
- 103. The technical cooperation project shared experiences from Qatar at a number of international conferences, including the G7 conference on sustainable value chains in May, in a session on forced labour; at a meeting of the German-Arab Friendship Association in February on "Reforms and current development in labour law in GCC countries in times of mega projects and major international events"; at a panel event entitled "The Social and Human Legacy of the World Cup" at the Concordia Summit in September 2022; at a hearing on "Sports governance and social rights: the protection of workers' rights in Qatar" organized by the Parliamentary Assembly of the Council of Europe in October 2022; and at the international seminar "From Antwerp to Qatar: The long road to decent work in the construction sector" organized by KU Leuven in October 2022.
- 104. MOL Qatar participated in several ILO meetings, in the region and beyond, including the 12th ADBI-OECD-ILO Roundtable on Labour Migration in Asia in May 2022, and meetings of the Fair Recruitment initiative as a member of the Advisory Committee. In these meetings, MOL Qatar shares its experiences, and receives insights from other countries.
- 105. The technical cooperation programme shared lessons learned from the Bangladesh-Qatar fair recruitment pilot in a roundtable discussion held by the Bureau of Manpower, Employment and Training, Government of Bangladesh and ILO Country Office Dhaka. Bringing together government and non-government representatives, the discussion focused on how Bangladesh can promote fair recruitment and on the roles of different stakeholders in this process.
- 106. The MOL and the African Union Commission have had several discussions to plan an inter-regional meeting on labour migration, between the Arab and African States. It was originally planned to take place in 2022, but has been postponed to 2023.

Cooperation with the football world

- 107.** The ILO has engaged with a number of the entities organizing or participating in the World Cup, including FIFA, the UEFA Working Group on Human Rights, national football associations and sponsors. This included providing briefings on the status of the labour reforms, and also providing support to selected football associations and sponsors in their due diligence efforts with regard to the hotels where they will be staying during the tournament. This complements the comprehensive audits and the follow-up action carried out by the SC. A number of the football associations have also carried out their own checklists, conducted site visits and organized briefings with the trade unions and NGOs in their home countries. Many of the football associations and sponsors are conducting due diligence for the first time, and will carry this experience into future sporting events.
- 108.** The ILO encouraged football associations and sponsors to use their leverage as customers to support the worker-management committees (see para 82), as part of their due diligence efforts, but also to support the reforms in the longer term by leaving a legacy. Several football associations did champion the importance of such social dialogue as a means to identify and resolve issues; encouraged the hotels to participate in the training organized by the SC, MOL and ILO; and met with these worker and management representatives when in Doha.
- 109.** In 2021, the Centre for Sports and Human Rights (CSHR) also circulated a starter toolkit for football associations with questions they can raise with their partners in Qatar (mainly hotels and adjacent services such as transportation, security, and so forth).⁷ The toolkit has been based on the [Promoting fair recruitment and employment: A guidance tool for hotels in Qatar](#) developed as a part of this technical cooperation programme. The Doha Dialogue on Sports and Human Rights, organized by the CSHR, brought together a wide range of stakeholders from NGOs, trade unions, governments, sporting institutions, sponsors, and others. It was co-convened by the ILO, OHCHR, ITUC, IOE and the World Innovation Summit on Health.

UN cooperation

- 110.** The ILO is engaging and collaborating with several of the UN agencies present in Qatar on matters of common interest, building on our respective mandates and comparative advantage.
- 111.** The State of Qatar has provided a UN House to the UN agencies resident in Qatar. The ILO worked with the UN agencies and MOFA in the procurement process for cleaning, maintenance and security services for the UN House. This experience has been shared with the diplomatic community in Doha, in several meetings and in a workshop organized with the Embassy of the Netherlands on decent work and due diligence in the procurement process. Several embassies report to have adopted the checklist shared in this workshop.
- 112.** Qatar is hosting the Fifth Conference on Least Development Countries (LDC5). It was originally scheduled for 2022, but was re-scheduled due to Covid, and is now planned for March 2023. The ILO and MOL are seeking to launch a digital cooperation partnership platform that will share digital solutions to decent work in LDCs and elsewhere.

⁷ <https://sporthumanrights.org/library/labour-rights-in-qatar/>

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