



► Final Independent Evaluation

Technical Cooperation Programme in Qatar Phase II (2021–2024)

Programme duration: 1 July 2021 to 31 May 2024

Financing: US\$ 10,404,974.46 (DTF/Qatar)

► Programme background

The Technical Cooperation Programme (TCP) in Qatar is in its second phase (2021-2024) and builds upon and consolidates the achievements of the first phase. The programme's design takes into account a number of the recommendations from the independent evaluation of the programme's first phase.

The second phase of the programme was developed following a series of consultations between the ILO and the Government of Qatar, and its objectives were established to support those set out in Qatar's National Vision 2030 and the National Development Strategy (2018-2022).

The TCP Phase II has four key pillars:

1. Labour market and labour migration governance
2. Enforcement of labour laws and access to justice
3. Social dialogue and workers' voice
4. International cooperation

Evaluation background and methodology

The primary purpose of the final independent evaluation of the TCP Phase II was to assess the programme's overall achievements in comparison to its planned outcomes and outputs in addition to identifying unanticipated outcomes. The evaluation also aimed at generating valuable lessons learned, identifying good practices, and providing recommendations. This evaluation considered the findings from the previous phase's evaluation, along with follow-up to relevant recommendations and account for changes in the enabling environment and context.

The evaluation assessed the programme duration covering the period 1 July 2021-31 October 2023. The geographical coverage was aligned with the scope of the programme.

The evaluation integrated gender equality, inclusion of people with disabilities, and international labour standards and social dialogue as crosscutting concerns throughout its methodology and deliverables.

A mixed-method approach was used to collect data to allow for triangulation and validation of data and enhance the credibility of findings, conclusions, and recommendations. Data collection relied on desk review of secondary sources, 87 interviews and focus groups (51 male and 36 female), and observation to gather evidence of achievements.



► Findings

Relevance

- The programme approach was well suited for the context of labour migration and the sectoral priorities of the State of Qatar (SoQ), though the contextual problems and needs in Qatar could have been better analysed.
- The design of Phase 2 built on the first phase's achievements and prioritized areas identified with the government, yet some stakeholder groups' needs were not fully reflected, showing gaps in stakeholder engagement despite indirect involvement of local businesses.
- The absence of freedom of association and independent trade unions posed challenges for the engagement of social partners in the TCP.

Coherence and validity of design

- The programme lacked coherence and missed critical elements like a comprehensive logical framework, Monitoring and evaluation (M&E) plan, and risk analysis, which affected its ability to address challenges.
- Overall, the programme's design and implementation have been shaped by the ILO's normative values and standards, with a focus on achieving meaningful and sustainable labour reform in Qatar.

Efficiency

- Human and financial resources were efficiently utilized, despite challenges from downsizing and external factors affecting staff workload and M&E efficiency.
- The TCP had an ambitious scope within a limited timeframe. The TCP faced delays, due to external factors, that affected the implementation of the programme.
- The Regional Office for Arab States (ROAS) and Headquarters (HQ) showed a strong commitment to providing technical backstopping to ensure the TCP could be a model for the Gulf region. However, broader engagement opportunities were missed.

Effectiveness

- The TCP made progress on a majority of the intended programme outcomes and outputs.
- Significant progress was made in strengthening labour market governance, though challenges in employer compliance and worker awareness persist.
- Joint Committees promoted workers' voice and social dialogue but fell short of national level tripartite consultation.
- International cooperation and experience sharing were successful.

Impact orientation

- Institutional enhancements were significant, with improvements in occupational safety and health, and the digitization of processes.
- The Joint Committee model proved successful, despite not equating to national trade union representation or tripartite dialogue as per international standards.
- While the TCP has positively impacted workers' lives, enforcement of legislative changes and procedural improvements are ongoing, with more attention required to gender equality and domestic workers.

Sustainability orientation

- The World Cup acted as a catalyst for labour reform, but concerns were voiced about post-event commitment levels.
- While the programme secured strong ownership within the Ministry of Labour (MOL), limited contributions were noted in enhancing private sector awareness of reforms. There's a need to expand reforms and responsible business conduct beyond trailblazing companies and enhance private sector adoption more broadly.
- There were no new ratifications of ILO conventions.

► Lessons learned



In order for the labour reforms to be fully adopted, there is a need for enhanced dismantling of the kafala system, better communication of reforms, and wider dissemination of information to ensure understanding and implementation.



Needs remain for gender-focused initiatives, improved case management, and broader stakeholder engagement including employers and Joint Committees for social dialogue.



The programme's visibility and impact were influenced by the World Cup, necessitating a balanced approach to communication and stakeholder engagement amidst heightened expectations and competing priorities.

Good practices

- The programme enhanced ILO visibility and awareness on the labour reforms, with stakeholder engagement from academia, rights organizations, and diplomatic missions.
- Increased engagement with the International Trade Union Confederation (ITUC) and the Global Union Federations (GUFs) and Community Liaison Officers (CLOs) helped provide support to CLOs and enabled the programme to be well informed of issues affecting workers and thus enabling the programme to engage in advocacy and consultation with MOL to find solutions.

► Key recommendations

For the full report please visit: [i-eval Discovery \(ilo.org\)](https://ilo.org/i-eval/Discovery)



Provide support to enhancing MOL capacities in labour legislation development and enforcement.



Leverage global ILO expertise for programme design and M&E systems.



Provide further support to MOL in promoting existing labour laws and their uptake by the private sector.



Support MOL in data collection and analysis for labour market impact.



Develop a private sector engagement strategy for labour reform promotion.



Aid the Government of Qatar in sharing successful reform experiences regionally and globally.



Support ITUC and GUFs engagement while advocating ILO principles.



Promote ILO conventions and standards.



Advocate for mandatory Joint Committees and promote networking.



Consider installing a national programme governance structure for TCP oversight and strengthen ILO's role in Qatar.

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