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## Final Independent Evaluation for Technical Cooperation Project for the State of Qatar – Phase 2

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Name of consultant(s): Patrick Breard (Lead), Nahla Hassan

Name of Evaluation Manager: Hiba Al Rifai and Naomi Asukai

Evaluation Office oversight: Naomi Asukai/Guy Thijs

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This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.

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## ACRONYMS AND ABBREVIATIONS

<b>ACTREMP</b>	Bureau of Employers Activities
<b>ACTRAV</b>	Bureau for Workers Activities
<b>BWI</b>	Building and Wood Workers' International
<b>CEACR</b>	Committee of Experts on the Application of Conventions and Recommendations
<b>CLO</b>	Community Liaison Officer
<b>CPO</b>	Country Programme Outcome
<b>DW</b>	Domestic Work
<b>ETM</b>	Evaluation Team Members
<b>EVAL</b>	Independent ILO Evaluation Office
<b>FL</b>	Forced Labour
<b>FPRW</b>	Fundamental Principles and Rights at Work
<b>GB (ILO)</b>	Governing Body
<b>GCC</b>	Gulf Cooperation Council
<b>GOQ</b>	Government of Qatar
<b>GUF</b>	Global Union Federations
<b>HT</b>	Human Trafficking
<b>HQ</b>	Headquarters
<b>IDWF</b>	International Domestic Workers' Federation
<b>ILC</b>	International Labour Conventions
<b>ILO</b>	International Labour Organization
<b>ILS</b>	International Labour Standards
<b>IOE</b>	International Organization of Employers
<b>ITF</b>	International Transport Workers' Federation
<b>ITUC</b>	International Trade Unions Confederation
<b>JC</b>	Joint Committee
<b>KI</b>	Key Informant
<b>LI</b>	Labour Inspection
<b>LOP</b>	Life of Programme
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MADLSA</b>	Ministry of Administrative Development, Labour and Social Affairs
<b>MOF</b>	Ministry of Finance
<b>MOFA</b>	Ministry of Foreign Affairs
<b>MOI</b>	Ministry of Interior
<b>MOJ</b>	Ministry of Justice
<b>MOL</b>	Ministry of Labour
<b>MOPH</b>	Ministry of Public Health
<b>MOT</b>	Ministry of Transport
<b>NAP</b>	National Action Plan
<b>NCCHT</b>	National Committee to Combat Human Trafficking
<b>NDS</b>	National Development Strategy
<b>NOC</b>	No-objection Certificate
<b>OECD-DAC</b>	Organization for Economic Co-operation and Development/Development Assistance Committee
<b>OSH</b>	Occupational Safety and Health

<b>P&amp;B</b>	Programme and Budget
<b>PSA</b>	Planning and Statistics Authority
<b>QCCI</b>	Qatari Chamber of Commerce and Industry
<b>QF</b>	Qatar Foundation
<b>RBM</b>	Results-based Management
<b>ROAS</b>	Regional Office for Arab States
<b>SCDL</b>	Supreme Committee for Delivery and Legacy
<b>SDG</b>	Sustainable Development Goal
<b>SME</b>	Small and medium enterprises
<b>SOQ</b>	State of Qatar
<b>TCP</b>	Technical Cooperation Programme
<b>TOC</b>	Theory of Change
<b>TOR</b>	Terms of Reference
<b>UN</b>	United Nations
<b>UNEG</b>	United Nations' Evaluation Group
<b>UNI</b>	GLOBAL Uni Global Union
<b>WPS</b>	Wage Protection System

## EXECUTIVE SUMMARY

### Background

The first phase of the Technical Cooperation Programme (TCP) (2018-2021) was the outcome of negotiations between the International Labour Organization (ILO) and the government of the State of Qatar (SOQ) following a complaint, which was lodged in 2014 under Article 26 of the ILO Constitution. The complaint against the SOQ was lodged at the International Labour Conference for nonconformity with the Forced Labour Convention, 1930 (No. 29) and the Labour Inspection Convention, 1947 (No. 81). In November 2017, the ILO Governing Body decided to close the complaint based on the SOQ's adoption of a comprehensive technical cooperation programme co-designed in agreement by the ILO.

### Project description

During the first phase of the technical cooperation programme between the Government of Qatar and the ILO (2018-2021), a number of reforms were supported in the areas of wage protection and minimum wage, labour inspection and occupational safety and health, labour market mobility through dismantling the kafala system, decent work for domestic workers, forced labour, workers' representation and grievance mechanisms. The second phase of the technical cooperation programme sought to consolidate the achievements of the first phase while adding new areas for cooperation, including active and inclusive labour market policies that contribute to a more competitive and knowledge-based economy. These objectives were aligned with those set out in Qatar's National Vision 2030 and the National Development Strategy (2018-2022). The budget for the second phase of the programme was US\$ 10,404,974.46 for 30 months, from 1 July 2021 to 31 December 2023. The second phase of the programme focused on four key areas of action:

- 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

### Evaluation purpose and methodology

The primary purpose of this final evaluation is to assess the project's overall achievements in comparison to its planned outcomes and outputs in addition to identifying unanticipated outcomes. The evaluation also aims at generating valuable lessons learned, identifying good practices, and providing recommendations. The evaluation provides analysis at country level and examines the relevance, coherence, effectiveness, efficiency, potential impact and sustainability of the project's current phase.

The evaluation assessed the project duration covering the period 1 July 2021- 31 October 2023. Data gathering was performed between 31 August and 6 October 2023. The geographical coverage is aligned with the scope of the project. The evaluation integrates gender equality, inclusion of people with disabilities, ILS and social dialogue, and Covid-19 as crosscutting concerns throughout its methodology and deliverables. The TCP logical framework and indicators were used as a basis for addressing key questions. 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, interviews and focus groups (51 male and 36 female), and observation to gather evidence of achievements. Data analysis was qualitative and quantitative. The evaluation faced and mitigated several constraints, i.e. limited time to conduct the evaluation and consult informants, limited number and types of evaluation informants, limited availability of data.

## **Main findings**

### Relevance and strategic fit

The TCP's second phase was well suited for the context of labour migration in Qatar, aligned with the Permanent Constitution, the National Vision 2030 and the National Development Strategy (NDS) 2018-2022. However, the contextual problems and needs could have been better analysed to ensure full coherence with all national objectives and targets of the labour market and workforce and to the economic context in the country and to help increase buy-in from all stakeholders which requires demonstrating the win-win nature of the kafala reforms. The TCP's second phase was designed building on the achievements from the first phase implemented between 2017-2021, it considered four priority areas identified through a series of consultations with the Government. Nevertheless, the needs of the various stakeholder groups were not all reflected in the design of Phase 2, it was evident from stakeholder interviews that some national actors were not engaged, such as the Qatar Chamber of Commerce and Industry (QCCI), which remained largely uninvolved despite ILO attempts. Nevertheless, local business was indirectly involved through many local business conglomerates who according to stakeholders views have indirect or direct links to members of the government, royal family and shura council given the clan structure of business and politics. The unique country circumstances and the spotlight on Qatar due to the World Cup have shaped the environment in which this project operated. It was aligned with the SOQ's efforts for the protection of workers before, during and after the tournament. Yet, since the conclusion of the World Cup in 2022, there has been a perception from stakeholders that the momentum for the reforms have been reduced as focus from MOL and other government stakeholders shifted. The project's objectives were aligned with the framework of the ILO's Programme and Budget 2020-2021 and 2022-2023. Finally, through 12 interconnected outputs, the TCP aimed to contribute primarily to SDG 8: Decent work and economic growth and SDG 10: Reduce inequality within and among countries.

The relevance of the TCP's activities, outputs and objective have not been a result of traditional social dialogue but of a particular form of social dialogue specific to the labour management context of Qatar. The impediments to social dialogue in Qatar were considered in the design of the project and attempts were made to address them through Pillar 3 which focused on Workers' voice and social dialogue, strengthening existing Joint Committees (JCs) and the establishment of new ones. The engagement was fostered with Global Union Federations (GUFs), International Organisation for Employers (IOE) and members of International Trade Union Confederation (ITUC), but QCCI has not been in the reforms during Phase 2, as was the case in Phase 1. The Joint Committees (JCs) served as a venue to promote workers' voice within enterprises, but they remained client specific, Community Liaison Officers (CLOs) varied in their roles. Workers' unions expressed concerns about worker representation and freedom of association issues; although not part of the objectives of the project, the legal barriers related to freedom of association in Qatar continued to pose challenges for the implementation of the TCP.

### Coherence and validity of design

The project strategies and structures have limited coherence and logical correlations between the objective, outcomes and outputs. The project document presented an implementation plan but lacked several core elements in the design were not adequately covered, such as a comprehensive logical framework, M&E plan, theory of change, and a risk analysis. Not identifying nor analysing risks and assumptions posed a potential gap in addressing them comprehensively. For example, media attention and scrutiny in the run-up to and during the World Cup diverted the team's focus and required substantial time and effort to manage communications. The World Cup did also cause other delays and new priorities that were not identified at the outset of Phase 2. For example, the MOL, ILO and other partners had to prioritize certain labour issues



that were particular to the World Cup, and activities could not be carried out for at least 2 months (Nov-Dec 2022). Within the first year of implementation, an Evaluability Assessment was conducted that reconstructed the theory of change, logical framework and M&E components, in which the adjusted logical framework refined the four pillars into four outcomes and 12 outputs and strengthened links between them, made changes to some outputs, activities and indicators. As such, the adjusted logical framework was introduced and started to be used quite late in the project's lifetime and the indicators had no measured baseline and are mostly not SMART.

Overall, the project'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. Having evolved from the ILO supervisory mechanism, the TCP design in phase 2 clearly identified areas where further actions were needed, it encompasses a wide range of initiatives aimed at ensuring norms, standards and guidelines were effectively developed, owned and promoted by the government and employers.

Building on the findings and recommendations of Phase 1 evaluation, the TCP team through self-reflection and internal lessons learned brought the TCP to address limitations and make adjustments at the design stage of Phase 2, which were later corroborated by the evaluation's recommendations. A shortcoming of Phase 2 was not to consider a revision following the conduct of the final evaluation. The evaluation accounts for some level of consideration of specific gender equality and non-discrimination concerns relevant in the design of phase 2, partially in response to the lessons learned and the final evaluation recommendations.

### Efficiency

The TCP human and financial resources were efficiently utilized, The ILO Office in Doha carried out the implementation of the project, ROAS provided executive management and operational support, with support from HQ when needed. The project was led by a Chief Technical Advisor (CTA) and assisted by three technical specialists, in addition to operation officer, finance, and communication as well as the interpreter, national officers and general staff. The TCP enjoyed technical backstopping from several ILO departments and branches in HQ Geneva and in ROAS. However, challenges were faced due to downsizing and to a number of external factors that added to the staff's workload, particularly in the M&E role, negatively impacting its efficiency. The TCP management was participatory and inclusive, with roles and responsibilities clearly defined.

The project's timeframe did not allow for the efficient achievement of the intended results. The scope in phase 2 continued to involve significant labour reforms that needed to be developed and implemented in a relatively short period of time. The project attempted to achieve a lot in two years, within a challenging context surrounding the project in Qatar. There were external factors that affected the implementation, including hosting the World Cup, internal restructuring within MOL, reduced engagement by GUFs and ITUC and the "Qatar Gate" issue which slowed down engagement between the unions and the MOL and brought to a more direct involvement of the ILO HQ senior management and ACTRAV and ACTEMP in the design of phase 3. Most ILO staff who were interviewed during this evaluation talked about how the project was perhaps too ambitious at the outset compared to its duration and delays in implementation meant that not all of the intended outcomes could be reached. The delays were for multiple reasons including the restructuring and new personnel in the MOL and the World Cup.

The level of coordination between the project and the different stakeholders varied. While there exist examples when coordination contributed to efficient implementation, opportunities for enhanced and inclusive coordination with a wider range of stakeholders were missed. There is evidence of coordination and collaboration between IOM and the ILO in Qatar on migration-related issues, but more limited with UNDP for example as UNDP is still defining its programming strategies in Qatar. There is however, potential areas of collaboration, especially on broader development goals. Overall, there is a recognition of the strong

presence by the ILO in improving the situation of migrant workers in Qatar and the importance of the respective roles of each of UN organization in addressing labour and social issues. The project also collaborated with private sector and academia on the knowledge products, such as with Vinci and Qatar University. Other actors coordinating with the TCP included six different football associations, FIFA and Amnesty international.

There has been a keen interest by ROAS and HQ to provide the necessary technical backstopping to the TCP to ensure it becomes a successful model for replication in the Gulf countries. Technical backstopping involved specialists, whose level of involvement varied depending on the nature of the interventions. While some areas required in-depth support, others, like OSH, Social Dialogue and Migration had in-house expertise and although there was no dedicated gender specialist in the project, all of the colleagues apply gender-responsive approaches to their work. Involvement in the TCP Qatar by HQ varied from one unit to the other, they played an important role in providing support when needed. For example, while NORMES provided technical backstopping, the ACTRAV, ACTEMP, LABADMIN/OSH and GOVERNANCE departments had some involvement over the years.

### Effectiveness

The TCP made progress on a majority of the intended project outcomes and outputs. The evaluation highlights a large number of the initiatives of the TCP, but not all of them.

The TCP has contributed to strengthen labour market and labour migration governance (outcome 1). The support provided to operationalising the dismantlement of the kafala system has facilitated job changes for migrant workers. Procedural changes supported by the TCP have been adopted by the MOL. Capacities of MOL's staff and partners have been strengthened with trainings. Fair recruitment has been promoted and also supported through trainings and process improvements, but several sources of information indicate that a significant proportion of the workforce still faced the payment of recruitment fees. Guidance tools such as on due diligence have been prepared and work initiated to mainstream labour rights and fair recruitment into public procurement. However, several outputs under this outcome were not delivered. Furthermore, gaps remain in the adoption of the labour reforms, such as with unscrupulous employers still requesting No-objection Certificates (NOCs) to workers changing jobs or with many workers not being aware of labour laws despite some communication tools produced by the project.

As for enforcing labour laws and enhancing access to justice (outcome 2), the project has contributed to developing capacities in the Labour Inspection Department's section covering OSH but had no engagement with the section covering Working Conditions, which was a shortcoming. The project has provided increased momentum and support to enhancing commitment to Occupational Safety and Health. Access to justice has been improved through a range of trainings and the development of standard operating procedures. Significant needs remain for strengthening labour inspection and for compressing the time required by labour courts (or Dispute Settlement Committees) to process the cases submitted by migrant workers.

On promoting workers' voice and social dialogue (outcome 3), the project has successfully supported the growth of joint committees from 20 by the end of phase 1 to 72 in October 2023, currently covering no more than 1.5% of the workforce. Trainings were delivered to hundreds of workers. However, promotion of social dialogue has not led to installing the ILO's model of tripartite consultations at national level. Semi-annual dialogues and steering committee meetings with IOE, ITUC and other GUFs were convened to provide strategic technical guidance to the project.

The TCP has also supported international cooperation and exchange of experiences (outcome 4). Qatar's labour reforms have been presented in 15 international events. The heat stress legislation and implementation, which were promoted through a regional conference on occupational heat stress organized in May 2023, informed other countries. Conversely, cooperation activities organized with Sweden, France, the Netherlands, UK, and Singapore also influenced Qatar's labour reform agenda.

#### Impact orientation

The TCP has supported a range of institutional improvements during the second phase, such as upscaling the former OSH unit into a full-fledged OSH Department in MOL; installing a standalone Labour Disputes Department in MOL; or establishing a dedicated section/team in MOL to promote enterprise-level social dialogue. The GOQ has also created two new Dispute Settlement Committees (DSCs) in November 2022, adding to the three DSCs established during the previous phase of the TCP. Digitisation of processes have brought significant improvements together with procedural changes. This includes introduction by the Ministry of Interior (MOI) of procedural changes and links between electronic systems of the MOL and MOI to prevent unscrupulous employers cancelling workers' residency permits or from filing false absconding charges. To protect workers, measures were also enacted to enhance the efficiency of the Workers' Support and Insurance Fund which was established in 2019. As of August 2023, the amount of the Fund has increased substantially<sup>1</sup>. In 2022, the MOL received 31,549 complaints from migrant workers including 1,530 complaints from domestic workers. Complaints were primarily addressed through the online complaints' platform. The vast majority relate to unpaid wages and benefits, vacation allowance, travel tickets, and end-of-service benefits.

Data collection efforts on occupational injuries are being strengthened after the publication in November 2021 of a landmark baseline study compiling and presenting available data on occupational injuries in Qatar. Since then, work is underway around harmonizing and consolidating data on occupational injuries with the prospective launch of a consolidated electronic platform end of 2023. However, more broadly, some steps have been taken towards measuring the reforms undertaken during the course of the project, but impact monitoring has not been systematized and there are gaps in data collection and dissemination.

Joint committees have been effective in enabling dialogue, prevention, and resolution of conflict in the workplace, and members expressed strong interest for additional capacity development, scaling, and networking. This does not equate to national level trade union representation and tripartite national dialogue modalities as set forth in international labour standards but can be considered as a successful proof of concept and first step towards workers' representation.

The TCP has contributed to strengthening international cooperation and to developing the capacities of some but not all national partners. The TCP sought to develop a range of tools for enterprises, including in collaboration with the QCCI, eventually addressing themes such as entrepreneurship, gender equality and non-discrimination, conflict resolution, skills training programmes. However, the evaluation recorded few achievements. In addition, the TCP did not intend and did not make much contribution to engaging the private sector in international cooperation activities.

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<sup>1</sup> Supporting data not yet publicly available.

Evidence was conveyed through the evaluation's interviews and secondary resources that the project has contributed to improving the lives of workers in Qatar, although with variations in terms of scale and scope. According to a study commissioned by the project to the University of Qatar in 2022, 86% of the low-wage migrant workers in the survey indicated that the labour reforms have had a positive impact on their lives. From September 2020 to October 2023, a total of 669,198 applications to change jobs were approved by MOL and 364,053 rejected, compared to 348,455 applications approved for the period spanning from November 2020 to August 2022. The minimum wage law, which came into force in March 2021, has benefited more than 280,000 workers. Furthermore, after the Ministerial Decision to set working hours and other measures to protect workers from heat stress, the number of people who visited the four Qatar Red Crescent Clinics with heat-related disorders went from 1,320 in 2019, and 1,520 in 2020, to 620 in 2021 (in other words, after the legislation had been introduced), and 351 from June to September 2022.

Enforcement of legislative changes as well as implementation of procedural improvements still remain a work in progress. The project contributed to promoting opportunities for women in the workplace, but gender equality was not among the project's main priorities and effects are unclear. Furthermore, the contribution of the TCP to improving the lives domestic workers was limited as well as the attention provided by the project to gender equality. In addition, joint committees currently reach about 30,000 workers compared to more than 2 million migrant workers in the country. Improving the lives of migrant workers is a systemic agenda. The TCP has primarily concentrated its support on the MOL, but other administration institutions are also engaged in implementing labour reforms. By design, the TCP has provided some but limited support to these ministries, with room for stronger engagement. Similarly, collaboration with the private sector and the QCCI appeared another under-used avenue to scale and accelerate impact.

### Sustainability

Project interventions suggest sustainable outcomes with room for consolidation. The World Cup was referred by project partners as a strong incentive for change due to the global attention that it brought to the labour sector. The event having passed, several informants questioned the ability for national institutions to maintain the same level of commitment. A few informants indicated having perceived an institutional and administrative relief but also a sort of slowdown after December 2022. Several informants, including members of the joint committees, also indicated the need to scale reforms, i.e. to move from a pool of innovative or progressive companies to much broader adoption across the private sector. The project achieved high ownership in the MOL but more variable levels of appropriation in other institutions. The project had limited contribution to QCCI's institutional capacity development and to enhanced awareness of the private sector on labour law reforms. The evaluation also noted the absence of new ratifications of the ILO conventions since the start of the TCP, although this would guarantee the institutionalisation and sustainability of project outcomes.

### **Recommendations**

**Recommendation 1:** The TCP should continue improving the capacities of the MOL in developing and enforcing labour legislation.

**Recommendation 2:** The TCP should provide further support to the MOL in promoting existing labour laws and in facilitating their uptake by the private sector.

**Recommendation 3:** The TCP should develop a private sector engagement strategy to strengthen the engagement of employers in accepting and promoting labour reforms.

**Recommendation 4:** The TCP should continue supporting the engagement of the ITUC and GUFs in the project while promoting the ILO's model and fundamental principles including on social dialogue.

**Recommendation 5:** The ILO should advocate for joint committees to become mandatory within companies of certain sizes and be expanded to smaller size companies. The ILO should also promote their networking and advocate for sectoral and inter-sectoral committees.

**Recommendation 6:** The ILO Project Office in Doha should more systematically leverage the ILO's global technical expertise in the design and implementation of the project including on the development of solid M&E systems.

**Recommendation 7:** The TCP should continue supporting the MOL and national institutions in the collection, analysis, and dissemination of data on the labour market and impact of the reforms.

**Recommendation 8:** The TCP should continue supporting Qatar in sharing successful experiences and lessons learned across the region and globally.

**Recommendation 9:** The ILO should continue promoting the ILO Conventions and International Labour Standards.

**Recommendation 10:** The ILO and partners should consider installing a national project governance structure to monitor and guide the operational management of the TCP and strengthen shared ownership. The ILO's role in Qatar should also be promoted to improve understanding of its mandate and create opportunities for meaningful partnerships with other ministries and entities.

## 1 INTRODUCTION

1. This draft evaluation report presents the independent evaluation team’s final evaluation of the project “Technical Cooperation Project for the State of Qatar – Phase 2” (QAT/21/01/QAT). The evaluation is required per ILO Evaluation Policy and was managed by the ILO’s Evaluation Office (ILO/EVAL) and based on Terms of Reference (Annex 5) that guided the assessment. The evaluation was conducted between 20 August and 20 October 2023. The evaluation was informed by a review of secondary sources, by meetings with the ILO staff, national partners and other project stakeholders, and by observing on-site the delivery of several project activities.

2. The report starts by presenting the context that led to the design of the project and by describing its key components. The report continues by conveying the purpose and scope of the evaluation, exposing the evaluation criteria and questions, and providing the methodology that was used during the assessment. The next section presents the findings of the evaluation per evaluation criteria. The final sections of the report formulate conclusions and recommendations. Lessons learned and good practices have been placed in the annexes.

## 2 PROJECT OBJECTIVES AND ORGANISATION

3. In June 2014 at the International Labour Conference (ILC) a complaint following procedures set out in Article 26 of the ILO Constitution was lodged against the Government of the State of Qatar for non-conformity with the Forced Labour Convention, 1930 (No. 29) and the Labour Inspection Convention, 1947 (No. 81). At the heart of this complaint were allegations that the kafala (sponsorship) system was contributing to the exploitation of migrant workers and that the inspection systems and the labour complaints systems in the country were not adequately detecting or resolving the concerns of migrant workers. As a means of addressing the concerns raised in the complaint, the ILO and Qatar agreed to implement a 3-year technical cooperation programme (TCP), to be delivered through an ILO Project Office in Doha, and monitored through annual reporting to the Governing Body (GB). Based on this agreement, the GB decided during its 331st session in October-November 2017 to close the complaint.

### 2.1 Project approach

4. The TCP in Qatar reflects the common commitment of both the Government of Qatar and the ILO to cooperate on ensuring compliance with relevant international labour Conventions and the effective implementation of national laws and policies, particularly when it comes to the protection of the rights of migrant workers.

5. In its first phase (2017-2021), the project supported a number of reforms in the areas of wage protection and minimum wage, labour inspection and occupational safety and health, labour market mobility through dismantling the kafala system, decent work for domestic workers, forced labour, workers’ representation and grievance mechanisms. Qatar’s labour reform agenda made substantial strides, which was recognized by the ILO Governing Body, the Committee of Experts on the Application of Conventions and Recommendations (CEACR), and by several other international partners.

6. A final independent evaluation of phase 1 took place in 2021. The evaluation concluded that the design of phase 1 adequately responded and addressed the issues that were previously raised in Article 26 of the Complaint against the State of Qatar before the ILC in 2014, which was subsequently closed in 2017.

7. The second phase of the project (2021-2023) builds upon and consolidates the achievements of the first phase, and the project design takes into account a number of the recommendations of the independent

evaluation conducted on the first phase of the project. A few other priority areas identified with the Government have also been added to the programme. The second phase of the project was developed following a series of consultations conducted 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).

8. The project supports primarily SDGs 8 (Decent work and economic growth) and 10 (Reduce inequality within and among countries). Additionally, within the framework of the ILO Programme and Budget 2020-2021 and 2022-2023, the project falls under the ILO Country Programme Outcome (CPO) QAT 826 (Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations) and continues to report primarily against Outcome 2 (International labour standards and authoritative and effective supervision); and secondarily against Outcome 7 (Adequate and effective protection at work for all) through CPO QAT105 (Increased capacity of Members States to develop fair and effective labour migration frameworks institutions and services to protect migrant workers).

## 2.2 Expected outcomes and theory of change

9. For this second phase, the project focused on the following four key areas of action (or 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**

10. The Project Document (PRODOC) for the second phase provided an indicative implementation plan presenting, along the 4 above pillars, a total of 12 intended outcomes. The implementation plan also associated a range of objectives (i.e. 30) to the outcomes, without stipulating if these were to be considered as project outputs. However, within the first year of implementation, the ILO-TCP (the TCP), in line with ILO evaluation policy requirements, commissioned an Evaluability Assessment (EA) to determine the extent to which the project was ready for an evaluation and identify changes required to improve the Monitoring and Evaluation (M&E) components for enhanced and effective performance of the project. In addition to findings and recommendations, the EA revised and sharpened the PRODOC’s logical framework (logframe) by introducing an impact statement, output statements, and indicators. The EA logframe (Table 1) built on the PRODOC’s implementation plan but proposed also some transformations by positioning (and reformulating) the four key areas of action (or pillars) as project outcomes and using (and also reformulating) the above outcomes of the implementation plan as now project outputs.

**Table 1: Project logframe (synopsis).**

<b>Impact (Development Objective)</b> Establishment of a more comprehensive legal and policy framework, in line with international labour standards, implemented and enforced more effectively.	
<b>Outcomes</b>	<b>Outputs</b>
<b>Outcome 1 - Labour market &amp; labour migration governance are strengthened</b>	Output 1.1 – Enhanced active and inclusive labour market policies that contribute to a more competitive and knowledge-based economy
	Output 1.2 - Labour migration governance measures contribute to safe, regular, and orderly migration

	Output 1.3 - Enhanced knowledge-based to inform legislative and policy measures providing protection for all workers, including domestic workers
<b>Outcome 2 - Enforcement of labour laws and access to justice enhanced</b>	Output 2.1 – Capacity of Labour Inspection Department enhanced to promote compliance more effectively with the Labour Law
	Output 2.2 - Enhanced commitment to Occupational Safety and Health (OSH) at all levels, leading to more effective prevention of accidents
	Output 2.3 - Capacity of Labour Relations Department enhanced to improve access to justice mechanisms and processes
	Output 2.4 – Enhance capacity to more effectively combat forced labour and human trafficking
<b>Outcome 3 - Workers’ Voice and Social Dialogue promoted</b>	Output 3.1 - Enhanced mechanisms to facilitate social dialogue result in sound industrial relations, including through joint committees
	Output 3.2 - Enhanced cooperation with employers' organizations contributing to a more competitive and dynamic private sector
	Output 3.3 - Strengthened dialogue among the national constituents and international social partners
<b>Outcome 4 - International cooperation and exchange of experience are enhanced</b>	Output 4.1 - International experience and best practice is contextualized and used to inform Qatar's labour reform agenda
	Output 4.2 - Enhanced position of Qatar as a regional leader in adopting and implementing forward-looking labour reforms

Source: *Evaluability Assessment, 2022.*

11. In consultation with the TCP team, the Evaluability Assessment also developed a provisional Theory of Change (Annex 1). The provisional TOC described causal linkages and rationalised hierarchy of result to express a plausible trajectory of change as expected to happen due to TCP interventions. The EA still noted that an improved conceptualisation, elaboration, and rationalisation of the theory of change was needed and recommended to “Improve conceptualisation of the ‘whole systems’ theory of change” (EA Recommendation 1). The evaluation analysed the provisional TOC and underlying drivers and assumptions (see section on Findings).

## **2.3 Programme management, financing, and monitoring**

12. The ILO Project Office in Doha has been coordinating with the Ministry of Labour (formerly known as the Ministry of Administrative Development, Labour and Social Affairs) to implement the project. The project is headed by a Chief Technical Advisor (CTA). The CTA is responsible for overall management of the project, including the delivery of the activities and outputs, representing the Office, managing human resources<sup>2</sup> and

<sup>2</sup> [https://www.ilo.org/beirut/countries/qatar/WCMS\\_650434/lang--en/index.htm](https://www.ilo.org/beirut/countries/qatar/WCMS_650434/lang--en/index.htm)



the budget, etc. The CTA of the second phase reports to the Regional Director and the Deputy Regional Director of the ILO Regional Office for Arab States (ROAS).

13. The CTA and the Assistant Undersecretary of MOL meet on a frequent basis, and accordingly, this cooperation guides the project on a strategic level. The strategic direction of the project is informed by the bi-annual meetings between the project team, MOL and the social partners.

14. The Project Office was given the opportunity to collaborate with several ILO departments and branches, including NORMES which is the project's technical backstopping unit, and with LABADMIN/OSH, FPRW, MIGRANT, WORKQUALITY, GEDI, ACTRAV, ACTEMP, DCOMM, etc. Specialists from these Departments – in Geneva and in ROAS –work with project staff and provide technical assistance on specific outputs.

15. The project was funded by the State of Qatar through the DTF modality (DTF/Qatar) and the budget was US\$ 10,404,974.46 for 30 months, from 1 July 2021 to 31 December 2023. Additionally, the donor had approved on 12 October 2023 a no-cost extension of the project until 31 March 2024.

16. A midterm evaluation (MTE) was planned for early 2023 but was delayed due to the World Cup and the unavailability of most of the stakeholders during that time. In 2023 it was decided not to conduct two evaluations in the same year (midterm and final). It was decided with EVAL HQ that the project hire an M&E consultant to focus on preparatory work for the final evaluation. Thus, the immediate objective of the consultancy was to assist the project team in responding to the findings and recommendations from the Evaluability Assessment (EA) and supporting the monitoring of project activities. This allowed the project to focus on implementing the recommendations of the EA and also to avoid evaluation fatigue and overlap with the final evaluation.

### **3 PURPOSE AND SCOPE OF THE EVALUATION**

17. This section presents the objectives, scope, methodology and limitations of the evaluation.

#### **3.1 Objectives of the evaluation**

18. The primary purpose of this final evaluation is to assess the project's overall achievements in comparison to its planned outcomes and outputs in addition to identifying unanticipated outcomes. The evaluation also aims 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.

19. The evaluation provides analysis at country level and examines the relevance, coherence, effectiveness, efficiency, potential impact and sustainability of the project's current phase. The evaluation report reflects findings from this evaluation on the extent to which the project has achieved its stated objectives, produced the desired outputs, realized the proposed outcomes as well as the unanticipated results (positives and negative). The evaluation also considers sustainability issues and exit strategies. This evaluation also identifies strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations. Furthermore, it touches upon cross cutting issues such as gender equality, disability, social dialogue, international labour standards, and covid-19 in terms of challenges and opportunities for tackling the most vulnerable segments in line with guidelines and protocols set by ILO/EVAL.

## 3.2 Scope of the evaluation

20. The evaluation assesses the project duration covering the period 1 July 2021- 31 October 2023. Data gathering was performed between 31 August and 6 October 2023. The geographical coverage is aligned with the scope of the project.
21. The evaluation integrates gender equality, inclusion of people with disabilities, ILS and social dialogue, and Covid-19 as crosscutting concerns throughout its methodology and deliverables, including the final report. It also assesses possible entry points related to just transition. These are based on ILO/EVAL guidance and protocols on integrating crosscutting issues.
22. Specifically, the evaluation examines the following aspects:
- A. Changes in context and review of assumptions (relevance)
  - B. Alignment with international frameworks and other national initiatives (Coherence)
  - C. Results in terms of outcomes and outputs achieved (effectiveness)
  - D. Use of resources in achievement of projected performance (efficiency)
  - E. Likelihood of Impact
  - F. Sustainability
23. The evaluation also assesses the extent to which the phase 1 evaluation recommendations and proposed means of implementation were utilized.
24. The evaluation questions (Table 2) addressed by the evaluation team were discussed with the project staff and key stakeholders during the inception phase. Annex 3 unpacks these questions into an evaluation matrix with suggested evidence or measures and data collection methods. To facilitate data collection and enhance the readability of this report, the evaluation team bundled together some closely related questions. Annex 4 presents the evaluation questions used by the evaluation team and shows how they integrate the questions in Table 2.

**Table 2: Evaluation questions.**

CRITERIA	KEY QUESTIONS
<b>RELEVANCE AND STRATEGIC FIT</b>	<p>A.1 How well did the project approach fit in context of labour migration in Qatar? Were the problems and needs adequately analysed? Was gender prioritized?</p> <p>A.2 Are the project objectives aligned with sectoral national priorities?</p> <p>A.3 How well were the project’s objectives aligned with the framework of the ILO’s Programme &amp; Budget 2020-2021 and 2022-2023 and the SDGs?</p> <p>A.4 To what extent has the relevance of intervention activities, outputs, and objective been reflected by or a direct result of social dialogue? To what extent did the ILO project provide a timely and relevant response to constituents’ needs and priorities in the COVID-19 context?</p>
<b>COHERENCE AND VALIDITY OF DESIGN</b>	<p>B.1 Were the project’s strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?</p> <p>B.2 To what extent has the intervention optimally incorporated the normative context and guidance from the ILO supervisory mechanism in shaping its activities, outputs, and outcomes?</p>

	<p>B.3 To what extent did the project take into account the needs of the various stakeholder groups in designing the phase 2?</p> <p>B.4 Were project’s assumptions and targets realistic, and did the project undergo risk analyses and design readjustments when necessary, including in relation to COVID-19 changing evolving situation?</p> <p>B.5 To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context?</p> <p>B.6 To what extent Phase 1 evaluation recommendations are reflected in implementation of this phase, in particular in relation to placing more emphasis on gender, making joint committees mandatory, disseminating experiences to other countries, etc.?</p>
<b>EFFICIENCY</b>	<p>C.1 Were all resources (funds, human resources time, expertise etc.) utilized efficiently to reach the project’s objectives?</p> <p>C.2 How efficient were the coordination efforts with other stakeholders and how could coordination between the different implementing agencies in the sector be improved?</p> <p>C.3 Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p> <p>C.4 To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays? How could they be mitigated in the future phases?</p> <p>C.5 To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?</p>
<b>EFFECTIVENESS</b>	<p>D.1 Were all set targets, outputs, and outcomes achieved according to plan?</p> <p>D.2 To what extent has the project management been participatory and inclusive and has the participation contributed towards achievement of the project objectives?</p> <p>D.3 What were the main challenges that affected the achievement of each of the four pillars of the project? How did the project deal with these challenges?</p> <p>D.4 How did the outputs and outcomes contribute to ILO’s mainstreamed strategies including gender equality, social dialogue, and labour standards?</p> <p>D.5 What are key results (i.e. figures and qualitative results) achieved per objective, including expected and unexpected results? What positive or negative unintended outcomes can be identified?</p> <p>D.6 Has the project fostered ILO constituents’ active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?</p> <p>• <b>Effectiveness of management arrangements:</b></p> <p>D.7 What was the division of work tasks within the project’s teams?</p> <p>D.8 How effective was communication between the project’s teams, the regional office and the responsible technical department at headquarters? Has the project received</p>

	<p>adequate technical and administrative support/response from the ILO backstopping units?</p> <p>D.9 How effectively did the project management team monitor the project's performances and results? Did the project report on progress in a regular and systematic manner, both at regional level, to the project and the donor? What M&amp;E system has been put in place, and how effective has it been?</p>
<b>IMPACT ORIENTATION</b>	<p>E.1 To what extent did the project contribute to Qatar making progress on the Fundamental Principles and Rights at Work? Have there been legislative and procedural changes that address existing gaps in protecting workers, including domestic workers?</p> <p>E.2 What mechanisms existed to measure the potential impact of the reforms undertaken during the course of this project on the intended beneficiaries? Are the reforms sufficiently incorporated and supported by other relevant Ministries?</p> <p>E.3 Was the project successful in promoting greater opportunities for women in the workplace, including in management positions?</p> <p>E.4 How were the labour administration institutions enhanced? And what measures were taken to increase access to justice of migrant workers? What barriers to access were identified?</p> <p>E.5 Are the data collection efforts on occupational injuries strengthened in ways that prevent occupational accidents?</p> <p>E.6 Were the joint committees established by the project effective in enabling dialogue, prevention, and resolution of conflict in the workplace? Where there any challenges faced by the committee members?</p> <p>E.7 To what extent has the project contributed to international cooperation as well as strengthening capacities of its national partners so they can better serve the needs of the public and communities including migrant communities?</p> <p>E.8 To what extent did the project contribute to improving the lives of workers in Qatar?</p>
<b>SUSTAINABILITY</b>	<p>F.1 Are the results achieved by the project so far likely to be sustainable- in terms of (a) financial sustainability of beneficiaries (both males and females), capabilities, mandate and commitment of stakeholders, (b) sustainable legislative reforms? What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?</p> <p>F.2 How effectively has the project built national ownership? How has the project contributed to QCCI's institutional capacity development around agreed areas of work, which include the establishment of joint committees, enhanced awareness of the private sector on labour law reforms and developing the SME eco-system?</p> <p>F.3 What are the areas where the ILO's long-term engagement is necessary in the country beyond the project duration? What are the measures taken to enable the long-term engagement, such as strengthening of the ILO's presence in the country and expansion of partnerships?</p>
<b>CHALLENGES, POTENTIAL GOOD PRACTICES, LESSONS</b>	<p>G.1 What good practices and lessons learned can be extracted from Phase 2 of the project that can be applied to similar future projects?</p>

<b>LEARNED AND SPECIFIC RECOMMENDATIONS FOR THE FORMULATION OF NEW PHASES</b>	<p>G.2 What were the main challenges identified? How were these different from the risk assumptions? What were the mitigation steps taken?</p> <p>G.3 What are the recommendations for future similar projects?</p> <p>G.4 What are the challenges, lessons learned and the recommendations regarding the cross-cutting issues of gender equality, social dialogue?</p> <p>G.5 Assess the timeliness, relevance, and lessons learned in relation to the Project's response to the challenges encountered during Qatar's hosting of the World Cup?</p>
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### 3.3 Clients of Evaluation

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25. The primary clients of this evaluation are constituents in Qatar, including government entities, the ILO ROAS, the Qatar project office, NORMES and senior management of the ILO and the ILO constituents. Secondary users include other project stakeholders and units that may benefit from the knowledge generated by the evaluation.

### 3.4 Evaluation Methods

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26. The evaluation collected and analysed data from a range of sources to deepen understanding and triangulate the assessment. ILO/EVAL proposed an **objectives-oriented evaluation, through the Theory of Change evaluation approach**, which determines whether an initiative has achieved the intended outcomes based on a relevant and coherent approach and using effective and efficient ways to achieve or contribute to changes that can be sustained.

27. A mixed-method approach was used to collect data to allow for triangulation and validation of data collected from various sources using different methods, and enhance the credibility of findings, conclusions, and recommendations. The evaluation team adhered to ILO Guidance Note on Integrating gender equality in monitoring and evaluation throughout the evaluation process<sup>3</sup>. The team involved women as well as men in data gathering, evaluation analysis, and in the evaluation team. The evaluation also reviewed data and information disaggregated by sex. The gender dimension was integrated in the evaluation criteria of relevance, coherence, effectiveness, impact and sustainability. Gender specific lessons learned were also formulated.

28. Both qualitative and quantitative data were gathered from primary and secondary sources:

- **Desk review:** The evaluation team studied secondary resources (Annex 1) as per the project implementation plan, management process, and logframe in order to validate achievements, including documents/data related to planning, implementation and results achievement, progress reports, meeting minutes, financial data, constituents/beneficiaries/users feedback (e.g. training survey results), project strategic documents (e.g. ILO Conventions, norms and standards, P&B, Global Call to Action), project data and outputs and national statistics.
- **Interviews and focus groups:** Interviews (51 male and 36 female) were conducted with selected ILO staff, constituents, partners and stakeholders who have had in-depth exposure and understanding of the project and its context. Evaluation informants (Table 3) allowed for diverse data collection, triangulation, and solid analysis. Group interviews and/or focus groups were conducted with the Decent Work Team specialists in ILO-ROAS; the Ministry of Labour's (MOL)

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<sup>3</sup> [Guidance note on integrating gender equality in monitoring and evaluation](#)

pillar focal points; Community Liaison Officers (CLOs) from ITUC, IDWF and ITF; management representatives from joint committees; worker representatives from joint committees; and academic staff from Qatar University. Inputs were collected from men and women with operational or technical functions up to senior management positions. Information analysis was disaggregated by sex when feasible.

**Table 3: Evaluation’s consultations.**

Informant groups	Number of informants	
	Male	Female
<b>ILO HQ</b> (CABINET, NORMES, LABADMIN/OSH, MIGRANT, WORKQUALITY, GEDI, ACTRAV, ACTEMP, ITC-ILO, etc.)	2	9
<b>ILO ROAS</b> (DW Specialists, etc.)	6	2
<b>ILO Qatar</b> (CTA, Technical specialists, Comms, etc.)	3	5
<b>Government and public institutions</b> (MOL, Qatar Foundation, Supreme Committee for Delivery & Legacy, etc.)	6	4
<b>Enterprise representatives</b> (IOE, QCCI, business councils, management representatives from joint committees, etc.)	8	4
<b>Worker representatives</b> (ITUC, BWI, IDWF, ITF, worker representatives from joint committees, etc.)	13	4
<b>UN and bilateral partners</b> (UNDP, IOM, embassies, etc.)	3	2
<b>NGOs and associations</b> (Amnesty International, Migrant Forum Asia, FIFA, etc.)	4	5
<b>Academia</b> (Qatar University, New York University, etc.)	6	1
<b>Total</b>	<b>51</b>	<b>36</b>

- **Observation:** The evaluation team observed an online meeting organized by the ILO project team with MOL, the Planning and Statistics Authority (PSA) of Qatar, the ILO Regional Office for Arab States (ROAS), and the ILO Statistics department (STAT) in Geneva. The evaluation team also attended in Doha a training organized by the ILO project team for recruitment agencies.

29. Data collection was conducted remotely and in Qatar. The evaluation Team spent 8 days in Doha to meet with the ILO project team and national constituents, partners and stakeholders.

### 3.5 Limitations of Evaluation

30. The evaluation faced several constraints or limitations that involved mitigation steps:

- **Limited time to conduct the evaluation and consult informants.**  
The Evaluation Team was expected to deliver a draft report early October, leaving limited time for data collection. Furthermore, some informants were not readily available. *Mitigation: Support was requested from ILO/EVAL and the ILO project manager for securing interviews and the period of data collection was extended to early October.*
- **Limited number and types of evaluation informants.**  
The Evaluation Team met with workers’ representatives. The evaluation did however not manage to interview workers directly. It was therefore not in a position to collect inputs from the more than 2 million workers in Qatar. Furthermore, the evaluation was not able to interview equal numbers of males and females. *Mitigation: The evaluation team used a range of data collection methods and relied on a sampling strategy allowing for a balanced representation of key informants*

across stakeholder groups who were familiar with the project activities with workers and for inputs from both men and women across each informant group.

- **Limited availability of data.**

The logframe designed for the project featured several quantitative indicators for which data was not available or not public. *Mitigation: The evaluation team used data from various sources and relied on expert evaluative judgement to assess the extent of achievement of indicators with limited specificity or measurability or for which data was incomplete. The team also interpreted and reflected non-public data in findings.*

## 4 EVALUATION FINDINGS

31. This section presents the findings of the evaluation in response to the evaluation questions formulated in table 2 but ordered and arranged as presented in the annex 6.

### 4.1 Relevance and strategic fit

**To what extent was the project relevant to the needs and priorities of the SoQ sectoral national priorities and the labour migration context, the ILO Programme and Budget 2020-2021/2022-2023, and the relevant SDGs?**

32. **The project approach was well suited for the context of labour migration and the sectoral priorities of the State of Qatar (SoQ).** The design of the TCP was aligned to the Permanent Constitution of the State of Qatar,<sup>4</sup> where commitments are made to an employee-employer relationship that is based on the ideals of social justice and regulated by law (Article 30). The project design responds to one of the challenges identified in Qatar's National Vision 2030<sup>5</sup> in relation to '*the size and the quality of the expatriate labour force and the selected path of development*'. Qatar has been experiencing a large increase in the ratio of expatriates to locals in the labour force necessary to meet the requirements of a rapidly growing, diversifying and technologically sophisticated economy. Under its human development pillar, the National Vision 2023 calls for attracting and retaining the right mix of skills through appropriate incentives and institutional arrangements to protect the rights of expatriate labour, secure their safety and retain those who are outstanding among them. The TCP was also aligned to Qatar's second National Development Strategy (NDS) 2018-2022,<sup>6</sup> specifically to the outcome of an *efficient and committed workforce sector*. The project objectives contributed to some of the intermediate outcomes related to a labour market that encourages investment in human capital development, provides skilled expatriate labour and high labour productivity and governance that ensures meeting current and future needs for reliable data.

33. **The contextual problems and needs in Qatar could have been better analysed.** The evaluation has found that there were opportunities to further align more closely with all the outcomes and targets of the NDS. For example, government stakeholders who were interviewed during the evaluation mentioned that securing buy-in from the employers and business community is essential but proved challenging. Alignment to the economic context in Qatar should have been carefully considered to reduce scepticism

<sup>4</sup> State of Qatar. 2004. The Permanent Constitution. <https://www.gco.gov.qa/wp-content/uploads/2016/09/GCO-Constitution-English.pdf>

<sup>5</sup> General Secretariat For Development Planning. 2018. Qatar National Vision 2030. <https://www.gco.gov.qa/en/about-qatar/national-vision2030/>

<sup>6</sup> Ministry of Development Planning and Statistics. 2018. National Development Strategy 2018-2022. <https://www.psa.gov.qa/en/knowledge/Documents/NDS2Final.pdf>

and opposition regarding reformed labour policies. It was acknowledged by almost all interviewed that while passing legislations in Phase 1 was straightforward despite the challenges, the implementation in Phase 2 would have required a more careful consideration of the national context, more emphasis on stakeholders' buy-in and capacity building and significant effort and time to ensure sustainability.

**34. The environment in which Phase 2 was implemented was shaped by the spotlight on Qatar due to the World Cup and the government's messaging around labour legislations and reform processes.**

In the context of the World Cup, there was a polarized debate on workers' rights. The project was aligned with the SoQ's efforts towards the protection of workers before, during, and after the tournament and was relevant by introducing nuance to this debate through advocacy, according to interviewed ILO staff and government stakeholders. The TCP and the ILO aimed to provide a constructive perspective and highlight both achievements and areas needing further work. As such, the ILO was seen as an independent and credible voice in this context and testified to the progress made, internationally validating the SoQ's efforts and internally mitigating the conservative parties that question the societal benefits of the reforms. Nevertheless, feedback from interviewed ILO staff, worker unions and some NGOs and actors in Qatar reflected that since the conclusion of the World Cup, there has been fatigue from MOL and other government stakeholders who appeared tired from some of the negative international scrutiny and pressure to deliver during the tournament.

**35. The needs of the some stakeholder groups could have been better reflected during the design of Phase 2.**

The TCP's Phase 2 was designed building on the achievements and lessons learned from Phase 1 of the project implemented between 2017-2021. The design reflected the needs of the Government of Qatar, the International Organisation of Employers (IOE) and the needs of the ITUC and Global Union Federations (GUFs) representing the needs of the workers. The design considered priority areas identified through a series of consultations between the ILO and the Government. These priorities constituted the project's four pillars; labour market and labour migration governance, enforcement of labour laws and access to justice, workers' voice and social dialogue, and international cooperation and exchange of experience. The project engaged in dialogues with Ministry of Labor (MOL) to ascertain their goals regarding labour issues, such as forced labour and occupational safety and health (OSH), while facilitating the necessary adjustments and refinements. These discussions were then presented in the bi-annual meetings bringing together the GUFs, the IOE, MOL and the ILO to secure agreement amongst the stakeholders. Discussions with the business community involved stakeholders such as the Qatar Foundation, the Supreme Committee, and the management and worker representatives of companies through the JCs. However, consultations with national business actors remained overall limited, if not largely absent until June 2023 when it comes to the Qatar Chamber of Commerce and Industry (QCCI) (despite ILO attempts to engage with them), mainly according to stakeholders' views because of lack of interest from the business community and the QCCI who felt that the reforms in Phase 1 took place with no sufficient consultations and has potentially affected them negatively. Although the private sector and business communities were largely absent from the discussions, it could be said that they were indirectly engaged as many local business conglomerates according to interviewed stakeholders have indirect or direct links to members of the government, royal family and shura council given the clan structure of business and politics.

**36. The project's objectives were aligned with the framework of the ILO's Programme & Budget 2020-2021 and 2022-2023 and the SDGs.**

Within the framework of the ILO Programme and Budget 2020-2021 and 2022-2023, the project was implemented under the Country Programme Outcome (CPO) QAT 826 '*Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations*'. The TCP continued to report primarily against Outcome 2: International labour standards and authoritative and effective supervision; and secondarily against Outcome 7: Adequate and effective protection at work for all under CPO QAT105 '*Increased capacity of Members States to develop fair and effective labour migration frameworks institutions and services to protect migrant workers*'. Through 4



interconnected outcomes and 12 expected outputs, the TCP aimed to contribute primarily to SDG 8: Decent work and economic growth and SDG 10: Reduce inequality within and among countries.

**To what extent has the strategic approach of the project been adapted to reflect the constituents' needs and priorities during COVID-19?**

37. **The TCP Phase 2 was not impacted massively by COVID-19 as it commenced in July 2021 when the major impacts of COVID-19 had already subsided.** The TCP design and implementation did not require extreme adaptations to ensure timely and relevant response to constituents' needs and priorities. The evaluation data indicate that the COVID-19 pandemic had very limited implications on the project design during Phase 2. The project was designed in 2021 when the repercussions of the pandemic had started to subside. Except for the need to continue some meetings online during the first Quarter of the project, there hasn't been a need for *further* alignment or considerations for the COVID-19 impacts.

**To what extent did social dialogue contribute to the design of the project and its objectives, outputs, and activities?**

38. **The relevance of the TCP's activities, outputs, and objective have not been a result of traditional social dialogue but a direct result of an approach which is specific to the labour context of Qatar.** Traditional social dialogue does not exist in Qatar at a national level due to the absence of freedom of association and legislations for trade unions. Additionally, there has been absence of engagement and resistance from the employers to the reforms which have taken place in Phase 1 and there hasn't been engagement or contribution *from* them during Phase 2. The absence of freedom of association and trade union legislation in Qatar continued to pose challenges for the engagement of social partners in the TCP. Securing freedom of association was met with refusal from the Government of Qatar (GoQ). Although not an objective of the project, the MOL has discussed this subject in many meetings with the ILO and the ITUC/GUFS. The unions continue to discuss this with the MOL regularly and the MOL have reiterated the long-term nature of its engagement on freedom of association and the incremental approach.

39. **Qatar's version of social dialogue in the form of engagement with IOE, GUFs and members of ITUC have somewhat contributed to the objectives and activities of the TCP.** Feedback shared by GUFs and members of the International Trade Union Confederation (ITUC) during the evaluation regarding the effects and outcomes of the social dialogue on project's design was mixed. Some members of ITUC believed that their direct engagement with the ILO and MOL played a vital role in shaping the relevance of the project's design and effectiveness of its interventions including the development of specific activities and interventions. The bi-annual meetings allowed members of the ITUC and GUFs to take part in ongoing assessment, adjustment and alignment with the evolving needs and priorities of all stakeholders involved in the project. One out of four interviewed Community Liaison Officers (CLOs) of the GUFs indicated that they were involved to some extent in both the design and implementation of activities aimed at supporting workers and promoting their rights within the TCP project. Their work involved collaboration with the ILO, MOL and various workers' groups to address labour-related challenges in Qatar, they were engaged in periodic meetings and developing workplans. Some GUFs also had signed direct Memorandum of Understanding (MoU) with MOL.

40. **The presence of CLOs in Qatar strengthened direct engagement with migrant workers.** When asked about CLOs, ITUC reflected saying that the introduction of CLOs, including those from international trade unions and domestic workers federation, further strengthened social dialogue. CLOs operated under the sponsorship of the MOL with direct engagement with migrant workers, playing a pivotal role in understanding on-the-ground situations, which was instrumental in shaping project activities and identifying

implementation challenges. However, there have been some challenges related to the space that CLOs were allowed to be able to reach out and speak to migrant workers. Engagement of CLOs has not been uniform with one GUF pulling out its CLO due to several factors including inability to function freely in Qatar. Likewise, not all feedback from GUFs about involvement in the design has been uniform. A majority of GUFs interviewed found that their role has been mostly represented during the bi-annual meeting and that although the TCP responded somewhat to the needs of the workers, key issues and impediments were not reflected. Almost all interviewed representative of workers' unions expressed reservations about the extent to which the TCP was designed to adequately address their needs, particularly in terms of effective worker representation and the effectiveness of Joint Committees (JCs). They expressed concerns about whether the JCs discuss critical issues like wages. They also explained that the absence of freedom of association continues to be the major impediment for effective social dialogue in Qatar.

41. **The impediments to social dialogue in Qatar were considered in the design of the project and attempts were made to address them.** This was done through outcome 3 of Phase 2 which focused on workers' voice and social dialogue. Hence, a large component of outcome 3 focused on strengthening existing Joint Committees (JCs) and the establishment of new JCs.

42. **The JCs served as a venue to promote workers' voice within enterprises but they remained company specific with limited sectoral and inter-sectoral engagements thus reducing their potential to be a forum for enhancing workers' voice and representation.** The JCs were not engaged in dialogue related to the project design. However, the issues raised by JC's helped to inform project interventions, or discussions with the MOL. During data collection for the evaluation members of the JCs (workers and management) underscored the profound relevance of JCs to the context of worker voice inside companies and enterprises in Qatar. Members of the JCs stressed that the JCs have become instrumental in promoting effective communication and bridging the gap between workers and management. The experiences shared by workers' representatives from various companies reveal that JCs serve as a platform where both sides can discuss issues, propose solutions and work towards a harmonious and productive workplace. During the FGDs, they gave examples of how JCs have played a pivotal role in addressing challenges faced by workers, such as accommodation concerns, salary increments, and safety issues, thereby helping to improve the overall well-being and satisfaction of workers.

## 4.2 Coherence and validity of design

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### How coherent is the project approach and to what extent there is causal relationship between objective, outcomes, and outputs?

43. **The project strategies and structures has limited coherence and logical correlations between the objective, outcomes, and outputs** The project document presented an implementation plan but several core elements were not comprehensively included; it did not include a full logical framework with clear outcomes, outputs, along with pertinent indicators, baseline and target values were not clear, nor an M&E plan with baselines, targets, and means of verification or frequency of data collection. The project also lacked a Theory of Change (ToC) to illustrate the causal links between the activities and the different result levels towards the achievement of the project desired impact. Cause and effect links would have allowed for a better understanding of the efforts of the project and its contribution towards a comprehensive legal and policy framework, in line with international labour standards. The project document did not provide a description of the specific activities that would have served as processes to connect the interventions with their effects, therefore, allowing to assess the net effects of the changes happening in the labour sector under each of the four identified pillars. In addition, there was no risk analysis conducted during the design

of the project to reflect the likelihood and intensity of external factors that could negatively affect the intended results and what possible mitigation measures would have been taken to mitigate negative effects.

44. **The project was constructed around four pillars with 12 intended outcomes and associated 30 outputs.**<sup>7</sup> Within the first year of implementation, an Evaluability Assessment was conducted that reconstructed the Theory of Change, logical framework, and M&E components. The logical framework refined the four pillars into 4 outcomes and 12 outputs, strengthened links between them, made changes to some outputs, activities and indicators, yet the high number of outputs makes causal links difficult to establish. The new logical framework was introduced and started to be used quite late in the project's lifetime and the indicators - having no measured baseline - are mostly not SMART. Some of the ILO staff during interviews commented on the absence of an overall M&E strategy for the entire project and it was noted that collaboration with the MOL often led to changes in implementation sequences and activities. They also maintained that the project design lacks crucial design details, a defined logical framework and a Theory of Change. Discussing such elements with MOL during the design phase was not possible due to MOL shifting priorities and capacities where MOL focused on prioritizing immediate operational needs over thorough planning, exacerbated by the demanding workload in 2021 and 2022.

**To what extent are the normative values and guidance of the ILO reflected in the design of the project (including ILO supervisory mechanism contribution)?**

45. **Overall, the project'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.** The project design reflected interventions that address the normative issues identified through ILO's supervisory mechanism, serving the purpose to improve the integration and implementation of labour standards for decent work and social justice in SoQ. Some of the interviewed ILO staff at Doha, ROAS, and HQ spoke highly of the scale and speed of labour reforms in Qatar. They attribute this to the ILO's comparative advantage as a tripartite and normative organization, which guides its work when engaged in technical assistance projects. They also underscored that changing legislations was just the beginning; implementing these reforms required a significant shift in mindset, understanding, trust and capacity within Qatar's MOL. Yet, they also highlighted the complexity of the ILO's role to monitor how member states comply with international labour norms and standards.

46. **Having evolved from the ILO supervisory mechanism, the TCP design in phase 2 had clearly identified areas where further actions were needed to support the government and employers to integrate and implement the normative values and standards into legislation, policies and development plans.** The TCP design encompasses a wide range of initiatives aimed at ensuring norms, standards and guidelines were effectively developed, owned and promoted. For example, it focused on supporting the legislations on labour mobility, workplans for diversified labour force participation, establishing working groups, reviewing procurement legislations, wage protection measures, strengthening legislations on worker protection, dispute prevention guidelines and support the ratification of the 2014 Protocol to the ILO Forced Labour Convention 29 and included developing OSH strategy and framework and standards related to living conditions of workers. The TCP design also included activities to strengthen organizational capacity of partners backing the norms, such as on gender audits, employment services, gender and non-discrimination training and the establishment of labour market observatories and information systems. Support to visa centres, wage commission, the National Committee to Combat Human

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<sup>7</sup> According to the implementation plan in the original project document.

Trafficking, MOL Workplace Cooperation Unit and labour inspection departments. The project design also included development of SOPs.<sup>8</sup>

47. Development and dissemination of normative products was also considered in the TCP design, including knowledge products and information resources, such as skills research among companies, review of change employment, review of international comparative practices and procedures on work permits, standard contract of workers, entrepreneurship, and SME development. The project aimed to facilitate intergovernmental dialogue and coordination between national constituents, ITUC and GUFs, advocating for joint committees and sectoral working groups. The design focused on advocacy through awareness in relation to Convention 111 and Convention 190, OSH, labour laws and rights, complaints and appeals processes among different stakeholders through trainings and online courses, as well as for migrant workers and employers.

### **To what extent have risks and assumptions been realistically identified, updated and addressed during the life of the project?**

48. **While the project design acknowledged the unique context in Qatar, assumptions, risks and external factors have not been detailed in the project document.** The evaluability assessment conducted by the ILO in 2022, a matrix was developed where enablers and barriers to result transitions was developed through brainstorming with the TCP staff. The TCP staff possesses strong understanding of the contextual realities and has chosen an adaptive approach in their daily work, which may have compensated, to some extent, for the missing risk assessment in the initial design of the project document.

49. **The absence of clear risk analysis, assumptions, and mitigation measures reduced the ability of the TCP to respond holistically and comprehensively to some challenges.** For example, the World Cup itself lead to certain delays; it was not possible to have any events in November and December 2022. It was not due to the media as this was handled by the and not the rest of the team in Doha. Media attention and scrutiny in the run-up to and during the World Cup diverted the CTA and comms officer (ROAS Comm and DCOMM) required substantial time and effort to manage communications. Gender equality and female labour force issues received less attention due to the urgency and prioritisation by MOL for other activities. The domestic workers' law on wage protection and domestic workers' rights faced misinterpretations of laws and resistance to certain measures. Some of the risks that were well known during Phase 1 such as the reluctance of QCCI to engage with the project were well known to the team at the onset of Phase 2. The World Cup itself and the charged social and political dynamics during the run-up and during the tournament were not identified. The project team continued to address risks and challenges on ad hoc basis as they arose.

### **How were the Evaluation recommendations and lessons learned from Phase 1 reflected in the design of Phase 2? (in particular on gender, joint committees, dissemination, and sharing experiences from other countries)**

50. **Building on the findings and recommendations of Phase 1 evaluation, the TCP team through self-reflection and internal lessons learned, the recommendations brought the TCP to address limitations and make adjustments at the design stage of Phase 2.**

51. **The design of Phase 2 incorporated several recommendations that were presented by the evaluation of Phase 1 with specific focus on joint committees, dissemination and sharing of**

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<sup>8</sup> As presented in the revised logframe after the Evaluability assessment. Some of these activities were not implemented as planned due to conflicting priorities of MOL.

**experiences from other countries.** Recommendations and lessons learned in relation to proactive media engagement and emphasis on awareness (R1) were reflected in the planned visibility activities, nation-wide media campaigns and awareness on different fields. The recommendation on giving gender equality a more visible role as complementary driver of labour (R2) was partially addressed in the design that focused on using C111 (and related convention 190) as entry point because Qatar has ratified the convention and reports regularly on its implementation, in addition to knowledge shared and supporting companies with guidance and other resources on gender and non-discrimination training. Nevertheless, the lessons learned highlighted the importance of setting realistic expectations and emphasizing the long-term nature of reforms but was not considered in the design due to the missing crucial design elements and weak causality links. It was recommended by the lessons learned and final evaluation to document and disseminate the results of the TCP phase 1 among other GCC countries and systemize the TCP model in view of its replication (R3 and R4). The design of the project in phase 2 included a dedicated pillar/ outcome on international cooperation and exchange of experience (pillar 4). The lessons learned and evaluation recommendation (R9) also called for engaging with a broader range of government authorities for effective implementation of reforms, rather than exclusively relying on one agency. The project design responded to this by identifying a range of partners inside Qatar. Recommendations in relation to wage reform, fair recruitment practices and to support Joint Committees and promote the ratification of conventions on OSH, domestic workers, forced labour (R5 to R9) were addressed under the designed pillars 1 and 2 on labour market and labour migration governance and the enforcement of labour laws and access to justice. Beyond the project, the ILO's involvement in Qatar expanded, allowing for broader impact on labour reform.

#### **How were gender issues considered and reflected in the design of Phase 2?**

52. **The TCP has included some level of consideration of gender issues in the design of phase 2, partially in response to the lessons learned and the final evaluation recommendations.** Some interventions under outcome 1 aimed to promote gender equality and create a more inclusive and equitable labour market for both nationals and women in Qatar. It was planned to address this through various aspects of labour market policies, labour migration governance, worker protection and fair recruitment. Specifically, for example, the project has initially planned to promote labour force participation of women and close the gender gaps in workforce participation, and support policies around ending harassment and discrimination in the workplace. In addition, the project document and revised logframe clearly highlights the intention to establish a Working Group for Inclusive Workplaces to promote equal opportunity and treatment in employment, which includes addressing gender-related discrimination and harassment issues.

53. **In terms of implementation and activities the TCP improved on gender compared to the previous phase while acknowledging this was still not a primary area of focus.** The project worked on promoting C111 and C190<sup>9</sup>. Two gender modules were added to the trainings of Joint Committees as well as training for representatives of retail sector. Support was also provided to two universities to update their university policy in relation to gender. All JC members received the training including the 2 modules and there were some policies changes afterwards. The JC training modules are online ITCILO for self-learning. One online course ITC for MOL was developed and could potentially also be rolled out to labour inspectors. The project also supported the development of two women committees one with Qatar Foundation ( QF) and the second which is a year-old is focusing on Women professional network.

54. Despite these activities, informants indicated that gender equality had not been a priority area of the project. In interviews with ILO staff, they mentioned that gender-related matters were considered sensitive in the past in a context like Qatar, but there has been a relatively noticeable shift towards greater openness

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<sup>9</sup> C111 – Discrimination (Employment and Occupation) Convention, 1958 (No 111) and C90 – Violence and Harassment Convention, 2019 (No. 190).

and awareness in this regard. They said that the project design demonstrated stronger focus on gender-related issues compared to the first phase, and that there were discussions initiated related to violence and harassment at work. It is hoped that over time, this will enable a more open conversation. Yet, it was also pointed out that the TCP had limited ability to implement what the design was set out to do mainly because gender-related activities and interventions were not considered as priorities by MOL. Secondly, the delays in implementation in general forced the project to prioritise other activities.

### 4.3 Efficiency

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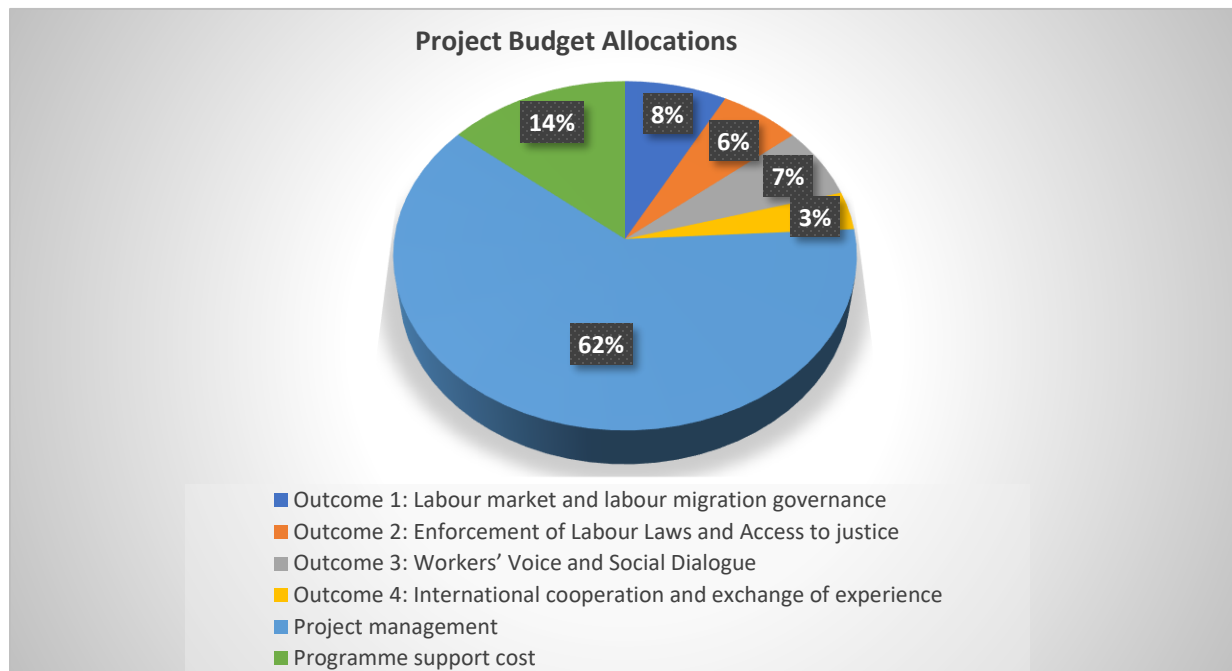
**Were all resources (funds, human resources time, expertise etc.) utilized efficiently to reach the project's objectives timely? Including support from regional and HQ units? EQ 11: Has the project management (financial and human) contributed to the achievement of results? Why/why not? (how were roles and responsibilities divided, how participatory and inclusive has management been?)**

55. **The TCP human and financial resources were efficiently utilized.** The project was led by a Chief Technical Advisor (CTA) and assisted by three technical specialists in addition to operation officer, finance, and communication as well as the interpreter, national officers and general staff. The TCP enjoyed, in addition to technical backstopping from several ILO departments and branches in HQ Geneva and in ROAS. As a regional office, ROAS provided executive management and was involved in operational matters, including in procurement and financial clearances and backstopping, as well as the usual HR management such as performance appraisals and staff matters. In phase 2, a significant proportion of the budget went to human resources, there was a downsizing in the structure of project staff from 14 to 12, including the M&E role. Removing this critical post had a negative impact on the efficiency of the project and added workload on the project staff. The project's environment was influenced by external factors, such as the high-profile nature of the World Cup and the "Qatar Gate", the latter being reported as having slowed down engagement between the unions and the MOL and led to a more direct involvement of the ILO HQ senior management and ACTRAV and ACTEMP in the design of phase 3.

56. **The TCP staff roles and responsibilities were well defined, yet many additional tasks were added to each of the staff members to ensure coverage of all aspects of the project.** Many TCP staff are doing more than what is in their TOR, for example the receptionist is also an IT focal point and the first line for the workers' grievance cases and assists in managing the cases. The finance officer is also managing M&E. The operations officer is also the UN focal point and dealing with issues on international cooperation. The ToRs for the receptionist was adjusted to reflect being the IT focal point and the first line for the workers' grievance cases and assists in managing the cases. Most pillars/outcomes have some contribution to gender issues. Some other areas of work where this is crosscutting requires coordination and decisions about who/how it will be managed. For example, one specialist is responsible for the cooperation with the private sector and all specialists develop tools to be used by the private sector. The project establishes, on a need basis, clear lines about who is the lead and for which activity/intervention. Often the team needs to engage in discussions to clarify the different roles and activities for example in relation to dispute resolutions and collective complaints. The TCP in phase 2 used the same report and approach to M&E of phase 1, and the same cycles for collecting data and publishing data (coinciding with annual reports and biennial meetings). The M&E function was covered by the finance officer and was not strong during Phase 2. This was a missed opportunity as M&E is a core function of any project and as such the M&E system in place is relatively weak with absence of targets and baselines and vague indicators. As a result, to strengthen M&E, an evaluability assessment took place and some of the gaps in the M&E system were addressed and other major investment in M&E are seen, such as the M&E assignment in 2023. It would have been more effective and efficient to have an M&E officer who would support project implementation and reporting.

57. **The ILO project office in Doha receives cases from workers, which is not common for ILO offices.** Between 50 and 100 cases are handled per month. However, the number is misleading as some of these grievances are just forwarded to MOL but others require hours of work by the team.

58. **The TCP total project budget was US\$ 10,404,972, the highest portion was allocated to project management at 62 percent,** covering staff, operations and M&E, as described in the figure 1.



**Figure 1: Allocations of the TCP budget per outcome.**

59. **The project's timeframe did not allow for the efficient achievement of the intended results.** The scope in phase 2 involved the implementation of significant labour reforms that needed to be operationalised and implemented in a relatively short period of time. The project attempted to achieve a lot in two years, within a challenging context surrounding the project in Qatar. Most ILO staff who were interviewed during this evaluation talked about how the project was perhaps too ambitious at the outset and delays in implementation meant that not all of the intended outcomes could be reached. The delays were for multiple reasons including the restructuring and new personnel in the MOL, and the World Cup. They recognize that shifting mindsets, building ownership, understanding and capacity within MOL and other national partners is at the core of the TCP and it takes time. Due to this and the context in Qatar, the project faced several challenges and complexities that necessitated slower and careful implementation. For example, focussing on communications and media relations alone required allocation of considerable additional time by the TCP team.

60. **There were external factors that affected the implementation (not the design) of the project. These included the World Cup, internal restructuring within MOL, reduced engagement by ITUC and GUFs in 2023 and a perception of general major loss of momentum from GoQ following the World Cup.** The World Cup was a major influence during phase 2, affecting the engagement and attention of the MOL. The preparations and demands related to the World Cup, including addressing emerging challenges in the workforce and engaging in international communication, led to delays in project activities. The slowdown after the World Cup was also noticed by some stakeholders interviewed who explained that the situation following the World Cup has been characterised by slow progress. Additionally, internal

restructuring of Ministry of Administrative Development, Labor and Social Affairs (MADLSA) into MOL during phase 2 (began in November 2021) which included the appointment of new undersecretaries and a minister had implications for the implementation processes as new departments were being formed and staff were changing departments, sub-departments and functions. There was also a notable shift in the engagement of ITUC and GUFs, with a period of reduced engagement from December 2022 to June 2023. Interviews with stakeholders also suggest that the economic landscape in Qatar underwent changes due to the World Cup. The construction sector, which had significant liquidity prior to the tournament, saw a transformation leading to fewer job opportunities and a rise in the informal economy. Finally, since the beginning of 2023 there were changing perceptions of how things were progressing in Qatar. There was a perception that the reforms were not progressing as positively as they should which led to reduced engagement from ITUC and GUFs in project activities.

### **How has coordination supported the efficient implementation of Phase 2 (between different stakeholders; within project team; between project and ROAS and HQ)?**

61. **The level of coordination varied between the project and the different stakeholders. While there exist examples where coordination contributed to efficient implementation.** Interviewed staff from other UN agencies acknowledged the strong presence and support provided by the ILO in Qatar in addressing the situation of migrant workers. They credit the ILO with significantly supporting MOL and contributing to improving the conditions for migrant workers in Qatar and highlight the positive impact achieved over the past 6 years. In terms of coordination, there is evidence of coordination and collaboration between IOM and the ILO in Qatar, primarily through IOM's initiatives to engage with UN agencies and facilitate discussions on migration-related issues. With UNDP, for example, there was limited direct collaboration in Phase 2 of the TCP, however, there is also a clear willingness to explore potential areas of collaboration in the future, especially concerning the broader development goals and challenges facing the country. Overall, there is a recognition of the importance of the respective roles of each of the UN organizations in addressing labour and social issues in Qatar.

62. **The project also collaborated with private sector and academia on the knowledge products.** Interviews with the University of Qatar (SESRI) shows that it actively participated in the project, primarily through its involvement in the Minimum Wage study. They assisted in the understanding of data collection methodologies, promoting transparency, engaging with stakeholders and providing valuable research insights; hence influencing the project. Other collaborations with the Qatar university included the work with the Business School on the development of case studies and the promotion of human rights in business practices.

63. **There were other coordination and collaboration attempts with football associations.** Some football associations played a role in coordinating and contributing to the TCP not only to succeed in the World Cup but in general to promote worker's rights and ensure compliance. During interviews with the Dutch Football Association's staff, one of six that the project collaborated with, they said that they engaged with stakeholders, conducted meetings with workers at their basecamp hotel and utilized media channels to address labour issues, which was made possible through a structured coordination approach with the TCP. The Association continued engagement with the hotel where they held their basecamp during the World Cup and went back to Qatar in June 2023 to check on the situation and engage further with the management, workers and other stakeholders, highlighting their commitment to ongoing improvement.

64. FIFA had a collaborative relationship with the ILO during the TCP project related to the Qatar World Cup. FIFA's involvement in the project primarily through regular exchange of information to gain a better understanding of the labour rights situation in Qatar and the credibility of the reform efforts. This collaboration helped FIFA contextualize its approach and decision-making. FIFA had a grievances mechanism in place for the World Cup, allowing workers to raise labour-related complaints and the ILO was involved in



advising on some of these cases, and referring some to the MOL. FIFA committees working on human rights sought insights from the ILO about labour rights processes.

65. The Supreme Committee and ILO worked together on several TCP interventions, including the establishment of workers' committees. Moreover, the Supreme Committee engaged in awareness-raising and capacity-building efforts, including hosting events in Doha to communicate with stakeholders involved in labour rights.

66. **The TCP engaged with a number of human rights organisations some of which have had ongoing relationship since the start of Phase 1 in 2017.** Some interviewed organisations had a challenge differentiating between Phase 1 and 2 due to the ongoing engagement with the project. During interviews, rights organisations acknowledged that they have not worked directly with the ILO on specific interventions, but more through monitoring the situation on the ground, conducting research and documenting issues. They mention open and honest conversations with ILO when they visit Qatar and when ILO representatives are in European capitals. Rights organisations acknowledged the positive outcomes resulting from the TCP, notably, the enforcement of legislation regarding heat stress in Qatar is seen as a success as evidenced by community representatives and embassies reporting improved conditions for workers. Additionally, efforts to improve protection for delivery drivers working in extreme heat have garnered public support. The presence of joint committees and increased dialogue in the country are seen as promising. However, rights organisations also highlighted areas where progress fell short, such as the ongoing existence of some of the traits of Kafala system such as the continued request for NOC for employees wishing to change jobs, despite efforts to dismantle it. They also noted that absconding charges still exist, although removing absconding was not part of the project objectives, efforts were made by the project to reduce the abuse of the absconding laws. Additionally, addressing conditions for domestic workers and enforcement of other labour laws remain lacking and require to rigorously address systemic issues and societal culture contributing to labour rights violations in Qatar.

67. **Communications has played a crucial role in facilitating the efficient implementation of Phase 2, involving various stakeholders both within and outside the project team.** This communication mechanism has been in place since Phase 1 and continued into Phase 2, involving collaboration between the project team in Doha, ROAS and HQ, with an increased shift from HQ to ROAS. Feedback from ILO staff in Doha, HQ and ROAS showed that technical backstopping has been evident in daily communications supporting the project activities, especially when faced with bottlenecks during activities involving interventions with workers and employers, the team in Doha sought guidance and support from HQ and ROAS. This collaborative approach ensured that issues are addressed promptly and effectively, drawing on the expertise and resources available at different levels of the organization.

68. **There has been a keen interest by ROAS and HQ to provide the necessary technical backstopping to the TCP to ensure it becomes a successful model for replication.** Technical backstopping involved specialists, whose level of involvement varied depending on the nature of the interventions. While some areas required in-depth support, others, like OSH, Social Dialogue and Migration had in-house expertise and although there was no dedicated gender specialist in the project, all of the colleagues apply gender-responsive approaches to their work. Technical support by the specialists in ROAS proved invaluable in areas like social protection and complemented the efforts of the Doha team in other areas, including on migration, ILS, OSH. HQ was called upon when specific expertise was unavailable in ROAS, such as on wage protection. The collaboration extended to report preparation with support from by HQ and ROAS.

69. **Involvement in the TCP Qatar by HQ varied from one unit to the other, they played important role in providing support when needed. For example, while NORMES provided technical backstopping, the ACTRAV, ACTEMP, LABADMIN/OSH and the GOVERNANCE departments had**

**some involvement over the years.** ILO staff in Doha mentioned several examples of expert support by HQ, such as on the development of the communication strategy with DCOMM/HQ and COMMS ROAS, and the responses to certain media requests, especially during the World Cup. The ILO regional director did some media interviews herself. Also, the Migrant branch in HQ provided input and technical advice on fair recruitment and engagement in multilateral networks, such as the UN Network on Migration. Yet the engagement of ACTRAV and ACTEMP continued to be limited until December 2022 when they were invited to participate including through their specialists in ROAS where they were engaged in several meetings and exchanges. The change was a result of the decreased role of GUFs, IOE, and ITUC following the “Qatar Gate” and as a result of reduced engagement on their MoUs with MOL. This was subsequently filed by ACTRAV and ACTEMP who helped support the project.

70. **The TCP’s international management was participatory and inclusive, with roles and responsibilities clearly defined. The project was managed through the bi-annual meetings, chaired by MOL with representation from various stakeholders, workers, employers and government.** The meetings which could be considered a form of a global steering committee were held regularly and were effective for setting the overall direction of the project, approving the project's work plan, and monitoring progress. In addition to the meetings, there are a number of other mechanisms in place to ensure the participation of all stakeholders. During the evaluation, ILO underscored that their approach has consistently been on the importance of collaborative programming with the GoQ that did not impose the programme's scope; instead, it was a joint endeavour. For example, the project had several focal points within MOL which focused on specific areas of work, such as labour law reform, labour inspection, and social dialogue.

#### **How has financial modifications been introduced to respond to COVID-19? What was the outcome of this adjustment?**

71. **COVID-19 had limited impact on the project,** it prompted changes in travel, with more virtual meetings. Budget adjustments were minor, primarily involving reallocation between years and minor reductions to accommodate operational costs.

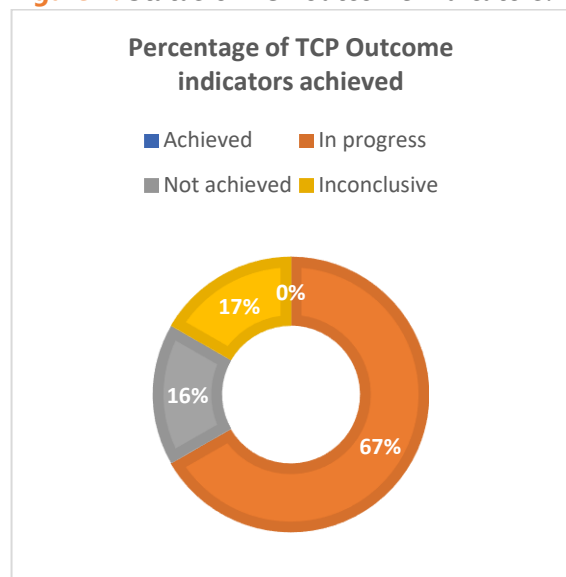
## **4.4 Effectiveness**

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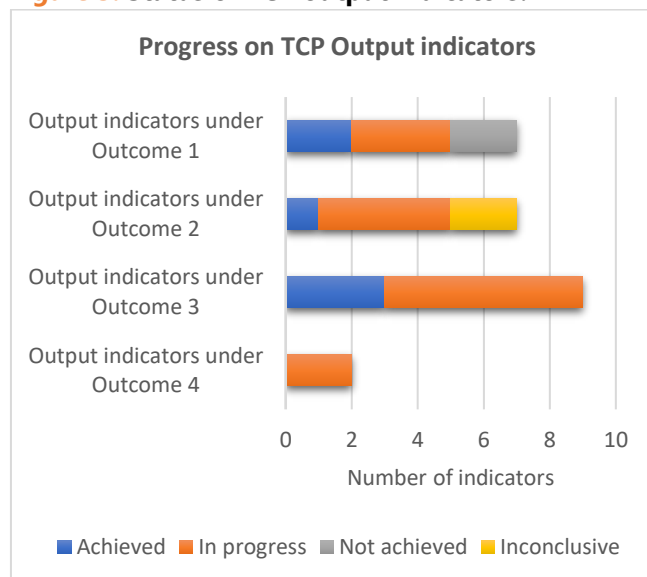
#### **What are the quantitative and qualitative outcomes of Phase 2? Have all targets and outputs been achieved? What hasn't been achieved and why? What were the main challenges that affected the achievement of each of the four pillars of the project? How did the project deal with these challenges?**

72. **The TCP made progress on a majority of the intended project outcomes and outputs.** At the outcome level (Figure 2), 4 indicators (66%) reflect some progress, while one indicator was not achieved. At the output level (Figure 3), 6 output indicators out of a total of 25 were achieved (24%) while some level of progress was found on another 15 output indicators (60%). Two output indicators did not show any sign of progress and two were inconclusive. Proportionally, pillar 3 showed at the output level a higher rate of delivery. This evaluation highlights below a large number of the initiatives of the TCP, but not all of them.

**Figure 2: Status of TCP outcome indicators.**



**Figure 3: Status of TCP output indicators.**



73. **Outcome 1 - Labour market & labour migration governance are strengthened:** Under this outcome, the TCP continued supporting the operationalisation of the dismantlement of the kafala system, contributing to **significant achievements** in facilitating job changes for migrant workers. From September 2020 to October 2023, since the laws enabling labour mobility were adopted, there have been 1,037,644 applications to change jobs; out of which 669,198 (**64%**) **applications to change jobs were approved** and 364,053 (36%) were rejected. Approximately 15 per cent of the total number of workers who changed jobs in 2023 (until October) were female, compared to the overall proportion of women in the workforce of 16 per cent. The project expected to compile disaggregated data on the number of changes per sector and per occupation, but this was not operationalized. However, the ILO project team indicated that work had been initiated with the MOL to develop a national standard classification of occupations. A second indicator was formulated for outcome 1 as “Number of female and male workers who found a new job through the QCCI-MOL platform”, but the TCP was not involved in supporting the platform (which was established during Covid and dropped in priority when the borders re-opened) and its status was reported unclear (see below).

74. Under Pillar 1, the TCP contributed to several **procedural changes** adopted by the MOL to facilitate labour market mobility (output 1.1). The TCP formulated recommendations that informed discussions between the MOL and the MOI to address some of the challenges caused by unscrupulous employers abusing the absconding reporting system. Several procedural changes were adopted by MOI, including requesting employers that report an absconding case to provide 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. The electronic systems of MOL and MOI have also been linked to prevent unscrupulous employers from cancelling workers’ residency permits or filing false absconding charges after a worker submits their application through MOL’s electronic system.

75. The TCP also promoted **fair recruitment** (output 1.2) by adopting a multi-pronged approach covering (i) the improvement of policies and procedures; (ii) the promotion of fair recruitment; and (iii) the promotion of fair business practices. To help improving policies and procedures, the ILO and The Fair Hiring Initiative (THFI Inc.) conducted a mapping of the MOL’s licensing system for recruitment agencies. This brought about recommendations on improving the MOL’s licensing process and approach. Work is underway to support



78. Several other outputs under this pillar faced **limited or no progress**. The TCP was planning to design a new system of wage protection for domestic workers. The project team prepared a concept note for a feasibility study, but consultations are still in progress with the MOL and between the MOL and other stakeholders (e.g. the Central Bank) on such extension. The TCP also intended to support the adoption of a standard contract in line with international labour standards for workers covered by the Labour Law. However, this activity was put aside due to MOL's other priorities. Similarly, the TCP expected to support enhancing a job-matching platform developed by the MOL and QCCI during the Covid crisis, but the project team reported no engagement and no update on whether the platform was still used and functional.

79. Evaluation informants pointed out several **challenges** in regard to outcome 1<sup>12</sup>, often validating the ILO project team's own reporting and other reports. The main challenges stressed by informants include:

- There remains a significant lack of awareness of the reforms, both from workers and employers. According to business informants, some employers also still resist the reforms. This translates into NOCs requested to workers changing jobs despite having been removed from legal requirements through a string of laws in 2018-2020. Retaliation can also occur from unscrupulous employers against workers who applied to change jobs. This can take the form of threats of deportation, cancelling residency permits or filing absconding charges. Workers can overcome these threats, but this often amounts to a bureaucratic and time-consuming process that then acts as a deterrent for others who would otherwise be keen to change jobs.
- Access to the Employment Change system<sup>13</sup> is challenging for low wage workers that do not have internet access or the literacy skills to follow the process.
- Evaluation informants indicated challenges in reforming recruitment practices and banning recruitment fees in originating countries as it entails working at various levels, including with local communities, implying activities and partnerships beyond the scope of the TCP<sup>14</sup>.
- The evaluation noted a lack of data and statistics from the GOQ to allow for a more precise quantification of the above challenges and for monitoring their trend.

80. To address such challenges, the TCP has raised awareness amongst [workers](#) and [employers](#) on the legal provisions as well as the [implementation procedures](#). Communication materials were developed in different languages for wider reach and dissemination (Table 5). In addition, the awareness raising materials have been replicated and published by various [media platforms](#) ensuring wider dissemination. Workers representatives consulted by the evaluation assessed positively these products and made reference to using and further disseminating them. The TCP also mobilized platforms established to engage with employers in the private sector, such as the hospitality sector working group and the private security sector working group. The communication strategy of the TCP was also to highlight the benefits of labour mobility to employers and the economy more broadly. These included noting that employers can hire staff locally, who more closely match their needs, rather than incurring the expense and potential risks associated with recruiting from abroad. The ILO project team also continued engaging with the MOL through advocacy and technical inputs to amend immigration procedures to address the challenges. The TCP did attempt and

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<sup>12</sup> Challenges cutting across pillars, such as those related to cultural and societal change or to the Word Cup, are presented and discussed below in section 4.7.

<sup>13</sup> MOL set up an [electronic employment change system](#) after Law No. 18 and Law No. 19 were adopted in 2020 which allows for workers to process their application to change jobs or terminate their employment contract, and inform their respective employers regarding the notice period.

<sup>14</sup> According to a study commissioned by the TCP in 2022 to the University of Qatar's Social and Economic Survey Research Institute (SESRI), a significant proportion of the migrant workers responding to the survey had to pay recruitment fees. [Detailed data was presented to the evaluation but was not cleared for reproduction].

designed a fully-fledged awareness raising campaign at national level through TV and radio channels and press outlets, which MOL never launched.

**Table 5: Information and communication products developed and disseminated by the TCP.**

<b>Labour mobility:</b>		
Changing job infographic for workers	<a href="#">English</a>	+ other languages
Key info for employers	<a href="#">English</a>	<a href="#">Arabic</a>
Key info for workers	<a href="#">English</a>	+ other languages
<b>Minimum wage</b>		
Explanatory video	<a href="#">English</a>	+ other languages
FAQs for workers	<a href="#">English</a>	+ other languages
FAQs for employers	<a href="#">English</a>	<a href="#">Arabic</a>
<b>Occupational safety and health</b>		
Heath stress: video for workers	<a href="#">English</a>	+ other languages
Heath stress: video for employers	<a href="#">English</a>	<a href="#">Arabic</a>
Heath stress: FAQs for workers	<a href="#">English</a>	+ other languages
Heath stress: FAQs for employers	<a href="#">English</a>	<a href="#">Arabic</a>
Heat stress legislation in Qatar: A Guide for employers	<a href="#">English</a>	<a href="#">Arabic</a>
Working at heights: video for workers	<a href="#">English</a>	+ other languages
Posters: Top 5 causes of work-related injuries in Qatar	<a href="#">English</a>	+ other languages
How labour inspectors can help you	<a href="#">English</a>	<a href="#">Arabic</a> + other languages
<b>Domestic workers</b>		
Know your rights video	<a href="#">English</a>	+ other languages
Booklet for domestic workers	<a href="#">English</a>	<a href="#">Arabic</a>
A guide to employing a domestic worker	<a href="#">English</a>	<a href="#">Arabic</a>
<b>Other videos</b>		
How have labour reforms progressed in Qatar?	<a href="#">English</a>	<a href="#">Spanish subtitles</a> ; <a href="#">French subtitles</a> ;
Personal perspectives on the impact of Qatar's labour reforms	<a href="#">English</a>	<a href="#">Arabic</a>
Qatar's labour reforms in numbers	<a href="#">English</a>	<a href="#">Arabic</a>
Qatar's labour reforms: what has been achieved?	<a href="#">English</a>	<a href="#">Arabic</a>
Working hours and pay	<a href="#">English</a>	<a href="#">Arabic</a> + other languages
Your employment contract	<a href="#">English</a>	<a href="#">Arabic</a> + other languages

81. **Outcome 2 - Enforcement of labour laws and access to justice enhanced:** The TCP has made some progress in contributing to align workers' living and working conditions with the labour legislation. According to a study conducted in 2022 for the TCP by the Social and Economic Survey Research Institute (SESRI) from the University of Qatar, the median basic wage for migrant workers responding to the survey was QR 1,400 for men, and QR 1,000 for women (i.e. half of women are paid at the minimum wage). Still according to the survey, 98% of workers said that they received their wages on time. Despite this high percentage, evaluation informants indicated that non-payment of wages was the first cause for labour disputes. In terms of the number of working hours, the survey found that 92% of respondents worked 5-6 days a week; and 8% worked 7 days per week, although working 7 days a week is a violation of the Labour Law. Survey respondents also reported working for an average of 8.5 hours on a typical day and 57% reported working overtime. The average number of overtime hours per week was 14 hours, while the limit as per the Labour Law is 12 hours per week.

82. Under this Pillar the TCP provided support to **enhancing the capacity of the Labour Inspection Department** (output 2.1). Since 2020 the State of Qatar reports annually to the ILO on the Labour Inspection Convention, 1947 (No. 81) that it ratified in 1976. During Phase 2, the TCP collaborated with the Labour Inspection Department which is composed of two sections, one covering labour inspection of OSH and a

second section focusing on Working Conditions. The TCP referred to close engagement with the first section (i.e. OSH). The TCP has organized two trainings with the UK-based National Examination Board in Occupational Safety and Health (NEBOSH), a flagship institution for certification of OSH inspectors. In 2022, 18 inspectors were certified (Table 6) and 12 additional inspectors have been trained this year. The objective is to form a team of senior labour inspectors who can act as trainers. Webinars and study visits have also been organized with Labour Inspectorates in France and Sweden. Nevertheless, the TCP indicated much less engagement with the section covering **working conditions**. According to a few informants, including Government informants, the MOL's labour inspection function requires further strengthening. One informant even suggested that this function should be complemented by auditors to ensure several layers of control and different types of enforcement procedures.

**Table 6: Trainings<sup>15</sup> and events organized by the TCP under Outcome 2.**

Training / Meeting topic	Females	Males	Total
OSH NEBOSH Training 1	11	19	<b>30</b>
Training on conciliation in collective disputes for MOL	4	15	<b>19</b>

83. The TCP has also contributed to **enhancing commitment to Occupational Safety and Health** (output 2.2). In November 2021 the ILO published a comprehensive study<sup>16</sup> to present the various initiatives and institutions in Qatar that collect data on occupational injuries and identify the main challenges they face. The report also formulated a number of recommendations on improving the efficiency of data collection and analysis and the quality of collected data; and how these can inform more effective OSH and injury prevention policies and programmes. Since then, the MOL and the Ministry of Public Health (MOPH) have signed a MOU to improve the collection and exchange of data and statistics, enhance joint operations, and create a unified national database of occupational accidents and deaths. The MOL and the ILO have participated in an inter-agency task force on OSH data, chaired by the MOPH. The database is expected to be operational by the end of 2023. As the title of the platform is not yet confirmed.

84. To enhance the capacity of the Labour Relations Department to **improve access to justice mechanisms and processes** (output 2.3), the TCP has provided a series of trainings for the conciliation officers, partly in Doha and partly with the ITC-ILO. Work has also been initiated on developing a Standard Operating Procedure (SOP) for the conciliation process. Work is also underway to enhance the electronic platform used to file a complaint and bring a case to the Dispute Settlement Committees (DSCs), with a view of a system upgrade by the end of 2023. MOL also established in 2019 a Workers Support and Insurance Fund (WSIF) to cover wages from momentarily insolvent or for bankrupt companies. Until August 2023 the WSIF disbursed more than QAR 2.3 billion. The TCP is organizing a conference on the operationalisation of such funds in other countries to identify how to improve the one in Qatar.

85. On enhancing the capacity to more effectively **combat forced labour and human trafficking** (output 2.4), the TCP advocates that cases that are typically addressed as solely 'labour' cases, could sometimes rise to the level of criminality, and should be investigated accordingly.

86. Several **challenges** were reported under this outcome:

- Technical capacities of labour inspectors are variable but sometimes based on years of experience that make learning and adoption of new approaches demanding. Furthermore, the ILO project team has had limited contacts with the section on Labour Relations and Rights, reducing the capability to more actively promote and support change.

<sup>15</sup> Exclusive of the trainings managed by the ITC-ILO.

<sup>16</sup> ILO. 2021. *One is too many: The collection and analysis of data on occupational injuries in Qatar*. Geneva. Link: [wcms\\_828395.pdf \(ilo.org\)](https://www.ilo.org/wcms/828395.pdf)

- Evaluation informants indicated that getting data to monitor the indicator “Mean number of days for complainants to complete conciliation and adjudication (Dispute Settlement Committees) processes” proved difficult. Some informants shared the perspective that this indicator was not adequate: reducing the number of days the DSCs take to handle a case involves interventions touching upon the functioning of the judicial system, which goes beyond the scope of the TCP. However, other informants stressed the importance of this indicator and the need to get proper data to monitor its progress as the time required for the DSCs to process a case was a major issue for workers.
- Many informants stressed that enforcement of labour laws and access to justice remained key areas the TCP should strive to enhance, with room for innovative institutional or legislative approaches, such as empowering labour inspectors with the capability to fine employers and for employers to bring the fine to courts if they disagree; or adding an audit function to the Labour Inspection Department (or creating an independent audit institution).

87. To address such challenges, the ILO project team referred advocating for strengthening the institutional capacities of the MOL to enforce labour laws and enhancing the capacities of labour inspectors through training programmes and certification, exchange visits and exposure to other countries’ labour inspection systems, organisation of conferences and events, and fostering partnerships and collaboration between national actors (e.g. between the MOL and the MOPH).

88. **Outcome 3 – Workers’ Voice and Social Dialogue promoted:** The TCP reported varying achievements under this outcome. The evaluation found consensus among informants on the effectiveness of the Joint Committees in improving labour-management relations at the enterprise level. However, the TCP’s promotion of social dialogue has not led to installing the ILO’s model of tripartite consultations at national level. Although it was not expected this would be a direct outcome of the project, many informants among the GUFs and in the ILO stressed the importance of this guiding framework.

89. The TCP contributed to enhancing mechanisms to facilitate social dialogue through joint committees (output 3.1). While 20 joint committees were piloted during phase 1 of the TCP, **72 joint committees have now been established** (Table 7). As part of the Central Labour Management Consultation Committee (Tashawor<sup>17</sup>) created by the Qatar Foundation, two new sub-committees were formed, respectively on (i) social protection and for (ii) women workers. In 2022 the first Tashawor was also established in the hospitality sector in collaboration with the MOL and the Supreme Committee for Delivery and Legacy.

**Table 7: Number of Joint Committees per sector.**

Sector	Joint Committees	Workers’ representatives	Total workers
Hotels	41	424	N/A
Cleaning	6	19	1,990
Facilities	13	42	3,000
Transport	2	22	11,782
Landscaping	3	28	4,103
Catering	1	3	210
Security	4	13	1,066
Retail	1	15	2,000
Construction	1	12	5,507
<b>Total</b>	<b>72</b>	<b>578</b>	<b>29,658</b>

<sup>17</sup> Qatar Foundation’s (QF) Tashawor committee is a 30 member joint body of 15 elected worker representatives and 15 employers representatives. The platform acts as a multiparty social dialogue platform in order to facilitate change and communication between workers, employers and other involved governmental or organisational bodies.



90. Support to members of the joint committees was provided through various modalities (output 3.2), including in the form of **trainings** and **guidance tools**. For example, trainings were delivered to joint committee representatives (Table 8) in the hotels, security, facilities management, construction and transport sectors. At national level, the TCP also supported a training for Taawon members (i.e. the social dialogue platform that convenes workers' and management representatives along with the MOL and the ILO). Awareness raising and advocacy events were organized with the MOL, QCCI, ILO and representatives of the international business community, to discuss the labour reforms. Information sessions were delivered to a number of actors in the facilities management sector, the retail sector, the oil and gas sector, and the security sector. Meetings were also held with foreign business councils of several countries (France, Germany, India, Nepal, Switzerland, UK and US).

**Table 8: Trainings and events organized by the TCP under Outcome 3.**

Training / Meeting topic	Females	Males	Total
Training for Joint Committees: Module 1	165	443	<b>608</b>
Training for Joint Committees: Module 2	31	115	<b>146</b>
Training for Joint Committees: Module 3	16	39	<b>55</b>
Training for Joint Committees: Module 4	32	27	<b>59</b>
Training for Joint Committees: Module 5	20	9	<b>29</b>
Taawon Meetings	19	49	<b>68</b>
CLMCC Hospitality Sector (Founding Meeting)	5	10	<b>15</b>
CLMCC on Forced Labour	5	12	<b>17</b>
Meetings on Diversity, Equality & Inclusion	27	21	<b>48</b>
Human Rights Due Diligence Roundtable	13	8	<b>21</b>
Case Writing Roundtable	4	10	<b>14</b>
Promoting worker-management dialogue: What works?	12	12	<b>24</b>
Meeting on Digital Economy, DW, and sustainable development	86		<b>86</b>

91. The TCP also contributed to **strengthening dialogue among the national constituents and international social partners** (output 3.4). Semi-annual dialogues and steering committee meetings with IOE, ITUC and other GUFs were convened to provide strategic technical guidance to the project. Informants commended the effectiveness of this modality to assess progress on the TCP and convey perspectives on its implementation. Although recognising the usefulness of this governance modality, informants from the GUFs also stressed that this was a second best, and that national level trade union representation and tripartite national dialogue remained the modalities set forth in international labour standards. Informants also indicated unintended positive outcomes of the project, with MOUs signed bilaterally between the MOL and BWI, and the MOL and ITF (March 2022). Under this MOU, the ITF for example conducted several activities in Qatar, including providing training and advisory support to two joint committees and organising a workshop on the Maritime Labour Convention, 2006.

92. Several **challenges** were reported as affecting the full realization of this outcome:

- Joint committees currently cover a small percentage of the workforce. Both the workers representatives and management representatives met by the evaluation were on the opinion that expanding the number of joint committees would benefit other companies, enrich the engagement of early adopters by offering an opportunity for new connections, and convey a momentum strengthening the sustainability of the established joint committees.
- Management representatives also indicated that joint committee members should be allowed to network within and across sectors to facilitate mutual learning and the sharing of experiences. On their end, workers representatives also indicated room for making the joint committees more effective by allowing intra-sectoral networking.

- Evaluation informants reported that joint committees were not equally active, some becoming eventually less engaged after the World Cup. According to several informants, more granular data as well as key performance indicators would help to better assess the sustainability and added-value of the joint committees and help informing the MOL about their functioning.
- Informants, including management representatives and workers representatives, also indicated significant needs for capacity development, being on international labour standards, comparative policies and practices, national labour laws and procedures, and in relation to professional and personal development -leadership skills, management skills, negotiation skills, etc. - .
- Ensuring the protection of workers' representatives was pointed out as an area to continue supporting together with facilitating consultations with fellow workers, e.g. by being provided a space and time for meetings. The Community Liaison Officers also indicated room to facilitating access to workers.

93. To address these challenges the TCP has promoted social dialogue through a range of avenues. Webinars for example have been organized for the joint committees on enterprise level dialogue for the elected workers and managers to speak to national managers of social dialogue, to help them set a vision for their work as elected workers and managers. Training modules have also been developed including on information and consultation procedures, grievances mechanisms, recommendation 130 of the ILO, the C111 and C190 (although not ratified). On-going exchange of information was also mentioned between the ILO project team and the Community Liaison Officers (CLOs).

94. **Outcome 4 – International cooperation and exchange of experience are enhanced:** Informants often cited Qatar's heat stress legislation and implementation and the regional conference on occupational heat stress organized in May 2023 as evidence of an experience influencing other countries. In terms of using international experience to inform Qatar's labour reform agenda (output 4.1), cooperation activities were organized with Sweden, France, the Netherlands, UK, and Singapore. The Swedish Work Environment Authority (SWEA) for example delivered a programme on a gender-responsive labour inspection in Doha in May 2022. Four rounds of training on employee participation rights for joint committee representatives were also organized with the Embassy of the Netherlands. A mission to London was also organized by the project in March 2022, and technical meetings that were held with the UK Government and institutions (HSE, ACAS and GLA).

95. The ILO project team also supported the participation of the GOQ in 15 regional and global events organized by and with the Government of Qatar (output 4.2). For example, in May 2022 two side events were organized with the GoQ at the International Migration Review Forum in New York, to review progress towards the objectives of the Global Compact for Migration (GCM). In June 2022 a reception on "Qatar's Labour Reforms: A Shared Vision" was organized by the MOL on the sidelines of the International Labour Conference in Geneva. In December 2022, at the ILO Asia-Pacific Regional Meeting in Singapore, a side event was organized on occupational safety and health in Qatar.

96. Several **challenges** were found affecting the realization of this outcome:

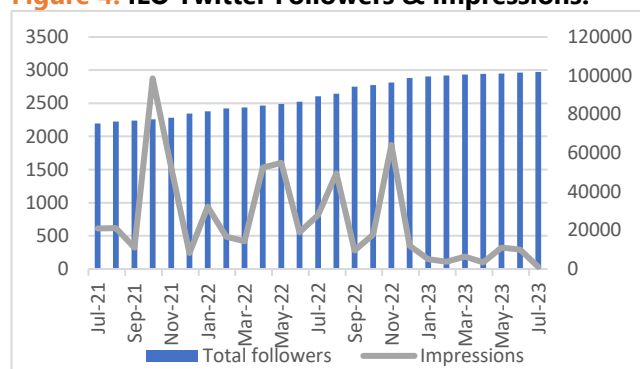
- Informants were positive about the visibility that the World Cup provided to labour reforms in Qatar but underlined that this came with a demanding workload that challenged the execution of some activities. The ILO project team for example reported more than 130 media requests (i.e. interviews, briefings, etc.) received during the months around the World Cup. Despite engaging actively with the media, several informants found that it required significant time for the latest data and a more nuanced perspective on the labour market in Qatar to be taken up.
- The MOL and the GOQ were much engaged in international cooperation and exchanges of experience, but the TCP's support to national actors such as the QCCI or SMEs was also limited on international cooperation. Although this was not an intended objective of the project,

accessing experiences from other countries can contribute to developing national capacities and facilitate change.

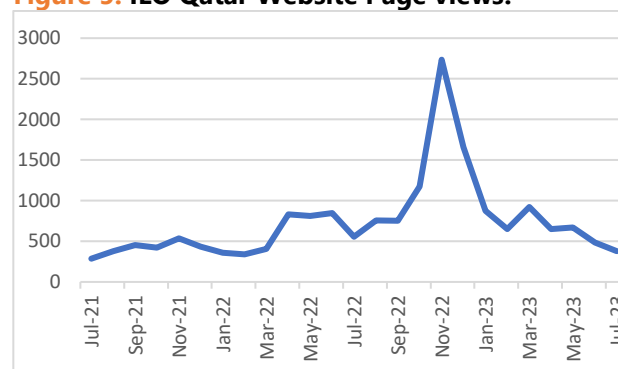
- The TCP's change management strategy at national level was more implicit than concretely defined, with room to amplify and synergise approaches both in the direction of workers and employers (e.g. leadership, champions, communications, capacity development, incentives, recognition).
- There remains limited awareness about the SDGs at national level despite some activities supported by the TCP (raising awareness on SDGs is not an indicator against which the project was intended to be assessed).

97. To address the widespread interest in labour rights in Qatar in the run up to, and during the FIFA World Cup 2022, the TCP produced several communication products on the status of the labour reforms. These products were widely viewed by the media and other institutions and individuals interested in the situation of workers in the country. Online metrics show new followers on Twitter (Figure 4) and a spike in the number of visitors to the ILO-Qatar website in the second part of 2022 (Figure 5). However, some products were finalized quite late<sup>18</sup> or even after the World Cup while repeated requests for information were received well before the event<sup>19</sup>. The TCP also contributed to raise awareness of the private sector about the status of the reforms, although outreach was perceived not commensurate with the size of the sector and required scope of change. The TCP also led an effort among the UN agencies and MOFA to launch an awareness campaign on the SDGs. The ILO project team participated in a workshop organized by UNDP and PSA on integrating the SDGs into Qatar's National Development Strategy. Awareness of the SDGs was reported still low in the country, in recognition of this gap, the ILO is leading a UN-wide awareness campaign in this regard.

**Figure 4: ILO Twitter Followers & Impressions.**



**Figure 5: ILO Qatar Website Page views.**



**How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labour standards?**

98. **The outputs and outcomes of the project have contributed to ILO's mainstreamed strategies, but to variable extents.** Support to the promotion of labour standards was a key feature of the TCP. MOL and ILO developed and delivered a training on Discrimination, Violence, and Harassment for joint committees in September 2022. This series of activities included familiarizing workers' and employers' representatives with the ILO Convention 111 on Discrimination and ILO Convention 190 on Violence and Harassment. The TCP also facilitated discussions on the possible ratification of Convention No. 187 and

<sup>18</sup> [What has changed for migrant workers in Qatar? - InfoStories \(ilo.org\)](#)

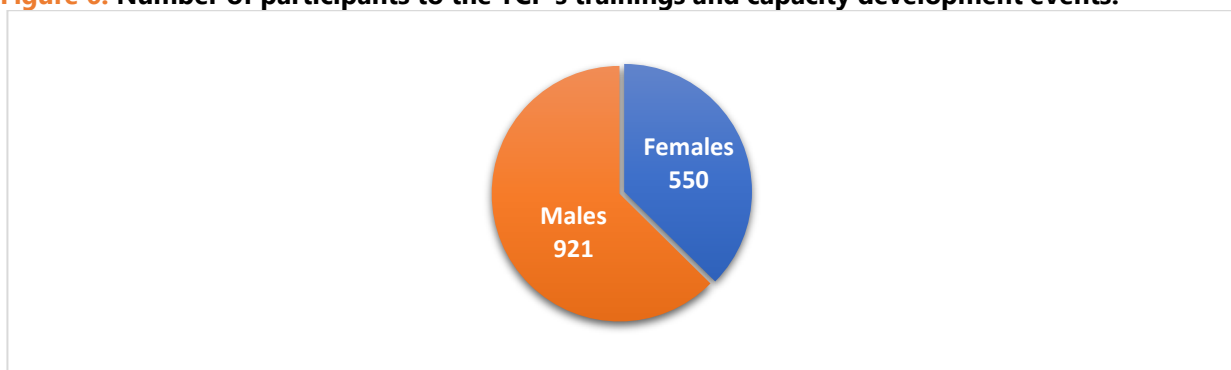
<sup>19</sup> [Briefing note: The background to the ILO-Qatar technical cooperation programme](#)

Convention No. 155. The MOL and the ILO Project Office organised a seminar with senior labour inspectors, in which ILO Doha and ILO Geneva experts presented the key aspects of the Convention No 155, as well as remaining gaps and other considerations in relation to the legal framework of Qatar. The TCP also supported discussions on the possible inclusion of Qatar as a pathfinder country in Alliance 8.7, and the ratification of the 2014 Protocol to the ILO Forced Labour Convention No. 29. Evaluation informants commended the achievements of the TCP in promoting labour standards while noting this was still to yield further uptake. Although not being among a stated outcome of the project, some informants indicated that Qatar would demonstrate a stronger commitment to labour standards by ratifying additional ILO conventions, which has not been yet an effect of the TCP since 2018.

99. Promotion of social dialogue was the focus of Pillar 3 of the TCP. As mentioned earlier, project delivery has included, inter alia, organizing the bi-annual joint meetings of the MOL with the ITUC and the global union federations (GUFs); providing support to the establishment of joint committees through trainings (e.g. on Employee Participation Rights, on the ILO Recommendation 130 on the Examination of Grievances, etc.); developing the capacities of the Tashawor and Taawon members. Evaluation informants valued the consultative mechanisms installed by the joint committees, indicating they were building a structure for workers' representation. While being perceived beyond the immediate scope of the project, informants also recalled that further progress was required to enable conditions of social dialogue and tripartism in the country.

100. Support to gender equality was provided through several trainings and awareness raising activities. Around 37 per cent of the participants to the trainings and capacity building events organised by the TCP were women (Figure 6). The TCP has also contributed to the development of a programme on gender-responsive labour inspections with the Swedish Work Environment Authority (SWEA). The TCP also organized in March 2022 an event jointly with the MOL, the Ministry of Social Development and Family, and the National Human Rights Committee on the occasion of International Women's Day (IWD). Speakers from these institutions, and from the Shura Council, discussed policies and best practices in the area of women's career growth and development. Many evaluation informants suggested replicating these good practices and elevating the contribution of the TCP to gender equality.

**Figure 6: Number of participants to the TCP's trainings and capacity development events.**



**How effectively did the project management team monitor the project's performances and results? What was the frequency and quality of reporting? What M&E system has been put in place, and how effective has it been and how was progress measured?**

101. **Several mechanisms have been implemented by the management team to monitor the project's performance with the view to publicly present its progresses and gaps but much less to guide the operational management of the project.** Several modalities and tools have been implemented by the

project management team to monitor the project's performance. The TCP continued producing quality annual reports, which were initiated during Phase 1 and were not anymore compulsory<sup>20</sup>. The bi-annual joint meetings with the MOL and the GUF were also another effective modality to monitor the project.

102. The TCP Project Document did not follow the ILO project design guidelines and standards<sup>21</sup>. As the project was over US\$ 5 million, an Evaluability Assessment was carried out during the first year of the project. The Evaluability Assessment (EA) equipped the project with a logframe and indicators for monitoring achievements. The evaluation found the EA results and monitoring framework an important improvement and useful complement to the TCP's implementation plan, also referred as the Project Document. However, this evaluation noted some limitations in the EA framework. The specificity, measurability and time-boundness of several indicators were found leaving room for tightening. Many indicators were also formulated without a target, making impossible to precisely assess the extent of their completion, leaving only the capability to identify some progress had been achieved.

103. The project team delivered a comprehensive M&E report to inform this evaluation. The results framework was not monitored frequently but was updated in two M&E assignments that were carried out in Phase 2, i.e. the EA and the M&E assignment in 2023 that informed this evaluation. As a tool aimed at informing implementation and facilitating adaptive management, the results framework had therefore limited use. This has weakened the added value of the project's M&E system and reduced means to show case progress and achievements or delays, for example quarterly. The evaluation also noted that between Phases 1 and 2, the ILO project team was slightly downsized going from 14 to 12 staff. The previous position of the project's M&E Officer in particular was removed from this second phase of the project, which is likely to have contributed to these shortcomings.

## 4.5 Impact orientation

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### To what extent did the project contribute to Qatar making progress on the Fundamental Principles and Rights at Work?

104. **The TCP contributed to make Qatar advancing on the Fundamental Principles and Rights at Work. Achievements show a positive trend although progresses have been variable.** The ILO has set five Fundamental Principles and Rights at Work to which the TCP made variable contributions:

- **Freedom of association and the right of collective bargaining:** As indicated above, the joint committees were found a successful proof of concept and first step towards workers' representation. However, freedom of association and the right to collective bargaining are not recognised in Qatar.
- **Elimination of all forms of forced or compulsory labour:** The TCP has supported Qatar in making progress on the elimination of all forms of forced or compulsory labour by removing the Kafala system, dropping the NOCs, allowing worker's freedom of movement and changing jobs, removing exit permits, installing labour inspections and dispute resolution. As noted earlier, enforcement of these reforms is in progress.
- **Effective abolition of child labour:** The TCP promoted the Alliance 8.7 but this fundamental principle was not in the direct scope of the project.

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<sup>20</sup> 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 Governing Body (GB) at its November sessions in 2018, 2019, and 2020. The second phase of the programme did not require formal annual reporting to the GB.

<sup>21</sup> [ILO Development Cooperation Manual](#)

- **The elimination of discrimination in respect of employment and occupation:** This fundamental principle was not among the primary area of focus of the TCP during phase 2. Some project activities aligned with this fundamental principle, such as the trainings delivered on C111 which are now online through the ITC-ILO. However, the CEACR made a range of observations and asked the Government of Qatar, inter alia, to introduce in the labour legislation or in any specific anti-discrimination legislation, provisions defining and prohibiting direct and indirect discrimination<sup>22</sup>.
- **A safe and healthy working environment:** During Phase 2, various measures were taken to support Occupational Safety and Health, including on the application of the heat stress legislation. The TCP has also conducted a gap analysis between the OSH conventions and the national legislation. NORMES' Director came to Qatar to deliver a session on the gap analysis. Trainings were also organized on the OSH Conventions. The promotion of the OSH conventions is still in progress.

**Have there been legislative and procedural changes that address existing gaps in protecting workers, including domestic workers?**

105. **The TCP has supported a range of procedural changes during the second phase, contributing to address gaps in the protection of migrant workers. Enforcement of legislative changes as well as implementation of procedural improvements still remain a work in progress.** While legislative changes were the emphasis of Phase 1 of the TCP, procedural changes were the focus of the second phase. To address the misuse of the absconding report system as a retaliatory action, the MOI has introduced procedural changes based on discussions with the MOL. An employer reporting an absconding case must provide additional information such as 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. Electronic systems of the MOL and the MOI have been linked to prevent unscrupulous employers cancelling workers' residency permits or from filing false absconding charges as a form of retaliation after a worker submits their application through MOL's electronic system. The MOL also introduced several procedural changes to enhance the effectiveness and efficiency of the process involved in changing jobs. For example, workers can check the status of their employment change application online or even cancel the application through the electronic system. To ensure a consistent process of reviewing the employer change applications submitted by workers, the Ministry adopted internal Standard Operating Procedures.

106. To protect workers, measures were also enacted to enhance the efficiency of the Workers' Support and Insurance Fund which was established in 2019. In April 2022, legislation was adopted that increased the efficiency and flexibility of the Fund. It set caps and other parameters on the use of the Fund, clarified the mandate and authority of the Director and the Board, and established further rules. An electronic platform for applications and follow-up of cases/payments from the fund is under development. The Workers' Support and Insurance Fund disbursed significant resources<sup>23</sup>. The vast majority of payments coming from or through the Fund go to companies that have limited liquidity, to support the completion of the projects or operations. A very small proportion of beneficiaries of the Fund have received it following the decisions of the DSCs.

107. In 2017 the SOQ issued a law (No. 15) regarding domestic workers which formulated a set of guarantees including, inter alia the maximum working hours. In 2021, the MOL adopted a new employment contract form for domestic workers, to complement the provisions Law No. 15 of 2017 referred to, and to

<sup>22</sup> [Comments \(ilo.org\)](#)

<sup>23</sup> The evaluation consulted figures that have not yet been made public.

adopt additional protection measures<sup>24</sup>. Various awareness raising activities have been implemented by the MOL and the TCP to promote the rights of domestic workers. However, evaluation informants as well as external reports mentioned<sup>25</sup> limited progress in addressing remaining gaps in protecting domestic workers and resistance in implementing reforms. For example, the ILO launched a social media campaign on the International Domestic Workers Day in June 2022 to celebrate the event and raise awareness of Qatari nationals and migrant workers about the existing legislation. According to informants, this created a backlash and spike of negative comments from nationals. Since then, the ILO and the IOM have started a study to circumscribe the range of issues, find out the entry points, and identify what can be done.

### How were the labour administration institutions enhanced?

#### 108. **The TCP has supported the reforms undertaken by the SOQ and contributed to enhancing labour administration institutions. The evaluation noted room for broadening institutional support.**

During phase 1 of the TCP, labour affairs and labour laws were the prerogative of the Ministry of Administrative Development, Labour and Social Affairs (MADLSA). In October 2021 the Amiri's Decree No. 57 established the Ministry of Labour (MOL) as an independent ministry, increasing the institutional focus on the labour sector. The objectives of the TCP are consistent with the functions<sup>26</sup> of the ministry. Since its establishment, the MOL underwent several restructurings. The former OSH unit for example has become the OSH Department. MOL has also installed a standalone Labour Disputes Department. A dedicated section/team has also been established in MOL to promote enterprise-level social dialogue.

109. Institutional strengthening was also achieved through the creation of two new Dispute Settlement Committees (DSCs) in November 2022, adding to the three DSCs established during the previous phase of the TCP. Informants also indicated that 17 Government Service Centres around the country were being renovated and will soon also provide MOL services.

110. Digitalisation of services was another modality to enhance institutions. Evaluation informants referred these improvements as "*dramatic*", electronic platforms bringing swifter treatment of files as well as standardised processes which were mentioned as ensuring better protection for workers. One Government informant provided the example of work permits which were processed through manual handling in September 2022 with a capacity of 2,500 work permits a month and digitized in September 2023 with a capacity of up to 75,000 work permits a month. Data regarding the average number of days to process an Employment Change request also showed significant gains, going from 22 days in August 2021 to 17 days in August 2022 and down to 6 days in August 2023. However, despite an electronic connection established between the MOL and the DSCs (see below), data is still unavailable on the number of days for complainants to complete conciliation and adjudication processes.

111. 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. MOL also updated the platform that workers use to submit their application to change jobs to introduce an electronic version of the employment change form (rather than uploading a scanned copy). Progress has been made also on an integrated health data collection system among different institutions in Qatar (see below).

112. A third modality to strengthen institutions involved increasing staffing capacities. For example, MOL's Labour Disputes Department went from 80 to 105 staff during this phase of the TCP. As noted in the previous

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<sup>24</sup> [Report on the Ministry's Efforts in the Labour.pdf \(mol.gov.qa\)](#)

<sup>25</sup> [Qatar: Unfinished Business: What Qatar must do to fulfill promises on migrant workers' rights - Amnesty International](#)

<sup>26</sup> [About the Ministry \(mol.gov.qa\)](#)

section, the TCP has also provided trainings to more than 100 staff in the MOL, with Government informants reporting for example implementation of more consistent and standardized work processes.

113. Many informants stressed that improving the lives of migrant workers was a multi-dimensional endeavour involving a range of institutions. The TCP has primarily concentrated its support on the MOL. However, other administration institutions are also engaged in implementing labour reforms. Some of the ministries frequently cited as having a stake in the objectives of the project include the MOL, MOJ, MOI, MOPH, MOF, MOFA, and MOT. The TCP has provided some but limited support to these ministries, with room for stronger engagement.

#### **What measures were taken to increase access to justice of migrant workers? What barriers to access were identified?**

114. **A range of measures has been taken to increase access to justice of migrant workers. Progresses have been made, with room to further enforce the implementation of the legislation and accelerate processes.** During the first phase of the TCP, the channels to enhance access to justice have included the establishment of labour dispute settlement committees (DSCs) or labour courts (2018), the Workers' Support and Insurance Fund (2019) and the online complaints platform (2020). As mentioned in the previous section, the MOL and ILO have subsequently initiated a broad ongoing awareness raising campaign to inform employers and workers in Qatar of the legal procedures.

115. Among the more recent measures taken to increase access to justice to migrant workers, two additional DSCs opened in 2022 in the Industrial Area. An electronic link has been established between the MOL and the DSCs and improvements were made to the online system to file and monitor a complaint. The online complaints platform is currently being adapted to allow for the submission of collective disputes (in process). Government informants also mentioned several future developments, such as adding the capability for workers to file a complaint by recording or uploading a video. Government informants also indicated that legislation will be adopted to remove the requirement for a preamble on the court documentation – thereby reducing the burden of filling a complaint. A proposal is also under discussion to make the conciliator's decision binding.

116. Measures were taken to mitigate the risks of complaints by introducing stronger penalties for non-payment of wages by employers, and for violations of the Wage Protection System. As indicated above, measures were also taken to strengthen the Workers' Fund.

117. Government informants commended the TCP for strengthening the capacity of the staff from the Labour Disputes Department, which was reported to have enhanced conciliation services. The fourth session of the ILO and ITC-Turin capacity building programme for the MOL's conciliators was carried out in September 2023, and included the development of Standard Operating Procedures for conciliation.

118. In 2022, the MOL received 31,549 complaints (Table 9) including 1,530 complaints from domestic workers (Table 10). Complaints were primarily addressed through the online complaints' platform. The vast majority relate to unpaid wages and benefits, vacation allowance, travel tickets, and end-of-service benefits. In 84 per cent of the cases brought before the DSCs, the judges ruled in favor of the worker. However, according to the ILO and other informants, it can take weeks for a conciliation meeting, and months for a hearing at the DSCs<sup>27</sup>. The ILO has worked closely with the MOL on identifying challenges that migrant workers face in getting access to justice, including by analyzing queries directly received by the project (Box

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<sup>27</sup> The Government is not able to provide a definitive figure on the number of days to resolve cases, indicating that it depends on the nature of the case. The law sets the following targets: holding a conciliation meeting within 7 days of the complaint being lodged; when cases are referred the Secretariat of the DSC, the hearing should take place within 7 days; and a decision should be issued within 3 weeks of the initial hearing.



1). Recommendations have been presented to the MOL in writing, as well as through regular exchanges with the relevant departments of the MOL. Some recommendations require extensive capacity building or legislative amendment.

**Table 9: Status of complaints lodged by migrant workers.**

Period	Oct. 2020 to Oct. 2021	Oct. 2021 to Oct. 2022	2022	2023 (to June 2023)
Number of complaints	24,650	34,425	31,549	13,222
Proportion of complaints settled before DSCs	75%	66.5%	80%	62%
Proportion of complaints sent to DSCs	24%	30.7%	19.5%	19%
Proportion of complaints under review	1%	2.8%	0.13%	18%

**Table 10: Status of complaints lodged by domestic workers<sup>28</sup>.**

Period	2021	2022	Aug. 2023
Number of complaints	622	1,530	419
Proportion of complaints settled before DSCs	83%	89%	68%
Proportion of complaints sent to DSCs	16%	9%	3%
Proportion of complaints under review	1%	1%	29%

<sup>28</sup> Total number of domestic workers in Qatar in 2023: 304,784



(SWEA). Swedish experts helped to deliver this training, bringing a focus on the construction sector with a gender angle. In February 2023 the MOL and the ILO also facilitated a three-day workshop on diversity, equality, and inclusion policies with students, faculty and staff representatives of Qatar University and Hamad bin Khalifa University (HBKU). In March the MOL and the ILO facilitated a seminar on Digital Economy, Decent Work, and Sustainable Development to over 100 female students at QU's College of Business and Economics (CBE).

120. Informants indicated that these activities contributed to raise awareness and develop capacities on gender equality. One good practice frequently highlighted was the creation by the Qatar Foundation (QF) of the country's first women-only sub-committee comprised of 19 women employed in seven of QF's contractors<sup>30</sup>. In 2023 the Government also adopted policies that seek to enhance women's employment opportunities and is complementing this with support to bottom-up, corporate policies on gender equality. Data provided to the evaluation indicate that women changed jobs in a proportion that is close to their representation in the workforce<sup>31</sup>. However, the SESRI survey also showed discrepancies between male and female workers in terms of wages. The median basic wage for the survey sample was QR 1,400 for men, and QR 1,000 for women. The median net income (basic wage + overtime) was QR 1,600 (QR 1,650 for men, and QR 1,350 for women).

121. On a different note, after the creation of the MOL some important work on gender equality was taken up by the Ministry of Social Development and Family, with which the ILO has more limited relationships.

### **Are the data collection efforts on occupational injuries strengthened in ways that prevent occupational accidents?**

122. **Although it is too early to state that data collection efforts on occupational injuries have been strengthened in ways that prevent occupational accidents, the evaluation found that progress has been made towards achieving this goal.** In November 2021, the project published a baseline study compiling and presenting available data on occupational injuries in Qatar<sup>32</sup>. The report also analyzed data collection systems, conducting a brief review of processes and actors, and put forward several recommendations to improve harmonization of data on ensure that data can more effectively inform OSH and injury prevention policies and programmes. Since then, some progress has been made to integrate health data collection among different institutions in Qatar (i.e. health providers, labour inspection, employers, and insurance companies). An MOU has been signed between MOL and the Ministry of Public Health (MOPH) to improve the collection and exchange of data and statistics, enhance joint operations, and create a unified national database of occupational accidents and deaths. The MOL and ILO contributed to an inter-agency task force on OSH data, chaired by the MOPH. This group prepared Minimum Data Sets (MDSs) to harmonize data points and definitions among key ministries and institutions. On the basis of the

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<sup>30</sup> [QF and ILO set up first joint sub-committee dedicated to female workers in Qatar | Qatar Foundation](#)

<sup>31</sup> MOL data reported by the ILO indicates that:

- Between October 2020 and October 2021, approximately 12 per cent of those who changed jobs were women, similar to the overall proportion of women in the workforce.
- From November 2020 to August 2022, 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 cent).
- In 2023 (up until August), the proportion of women changing jobs was 13 per cent, slightly less than their overall representation in the workforce which is 16 per cent.

<sup>32</sup> ILO. 2021. *One is too many: The collection and analysis of data on occupational injuries in Qatar*. Geneva. Link: [wcms\\_828395.pdf \(ilo.org\)](#)

MDSs, a tender went out in September 2022 to develop and implement a “National Healthcare Incident Reporting and Learning System”. This centralized platform is expected to be operational end of 2023.

123. On another front, the TCP is supporting the establishment on an OSH Institute modelled on international experience (e.g. the Health and Safety Executive of the UK). The OSH Institute is aimed at broadening access to OSH education and training, both at the national level and in the workplace, and to publish annual reports and action-oriented research. Government informants referred to technical cooperation MOUs already signed with foreign institutions to capacitate the institute.

124. The TCP has also promoted the OSH Conventions No. 187 and No. 155. The former identifies as a key element of national OSH system the establishment of a mechanism for the collection and analysis of data on occupational injuries and diseases. The latter requires the establishment and application of procedures for the notification of occupational accidents and diseases and the production of annual statistics on occupational accidents and diseases. A gap analysis of the OSH Conventions with national legislation has been carried out. Government informants indicated that work was still underway to assess the adjustments that would be required by a ratification of the Conventions.

### **What mechanisms existed to measure the potential impact of the reforms undertaken during the course of this project?**

125. **Some steps have been taken towards measuring the reforms undertaken during the course of the project, but impact monitoring has not been systematized and there are gaps in data collection and dissemination.** A few mechanisms have been implemented by the TCP to measure the potential impact of the reforms undertaken during the course of this project. These mechanisms add to the reports produced by national institutions, such as the Labor Force Survey published by the Planning and Statistics Authority<sup>33</sup> or the MOL’s labour market data published for example in a monthly statistical bulletin<sup>34</sup> that highlights key statistics from, inter alia, the Labour Inspection Department, the Department of Labour Disputes, and the Labour Relations Department.

126. The report “One is too many” produced by the TCP in November 2021 was frequently cited by informants as an influential study compiling and analysing available data on occupational injuries. The report also exposed limitations in data consistency and made recommendations for a more comprehensive and integrated monitoring system. As mentioned above, this report informed the work currently in progress around harmonizing and consolidating data on occupational injuries. In 2022 the TCP also commissioned a study to the University of Qatar’s Social and Economic Survey Research Institute (SESRI) which surveyed 1,036 low-wage workers. The focus was on the impact of the minimum wage, and the findings were presented to the Minimum Wage Commission in February 2023. Some of the findings from this survey are used in this evaluation and referred in the annex 5.

127. The evaluation noted that the studies supported by the TCP to measure the potential impact of the reforms have been useful but were one-off reports with no clear roadmap for reconduction. In addition the survey conducted by SESRI, although very informative, was not designed as a panel study due to inherent challenges to carrying out a panel study, given the mobility of the migrant workforce. Data from the TCP reports or from national reports is partially disaggregated, preventing a more detailed analysis for example on dimensions such as gender, sector, or occupation. Informants also proposed strengthening the monitoring of the joint committees to gather data on their functioning and effects. Relationships between project activities and outcomes, such as the behavioural or organizational changes or performance improvements induced by training programmes, have not been explored. The evaluation also found some

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<sup>33</sup> [Topics Listing \(psa.gov.qa\)](https://psa.gov.qa)

<sup>34</sup> [Media Center News Details \(mol.gov.qa\)](https://mol.gov.qa)

indicators used by the TCP not clearly conclusive to assess the effects of the project, such as with the number of detections of violations to the law which is expected to grow to show increased effectiveness of the inspections but could rather be expected to decrease to reflect that reforms are increasingly adopted. This is a similar situation for the indicator on the number of complaints filled by migrant workers, which can show improved access to grievance mechanisms or a worsening of the labour environment. The evaluation also identified a lack of data regarding how the reforms have impacted enterprises, such as on production, labour productivity, cost of recruitment, job matching, retention rate, etc. The TCP has also compiled limited data on domestic workers and the extent to which they benefited from the reforms.

128. The evaluation was informed about labour market data collected by the MOL but not publicly released as being considered “sensitive”. Since 2017 SESRI is also producing a *Guest Workers’ Welfare Index (GWWI)*<sup>35</sup>, i.e. a survey conducted on an annual basis with the aim to track the welfare of blue-collar guest workers in Qatar over time. Data is used to inform SESRI’s research, and some data has been published, or presented in conferences, or shared with their clients, including government entities (but is not in open access). Although informants at the ILO ROAS indicated that Qatar tends to avail significant ranges of data on the labour sector and reforms and was rather a positive case example in the region, NGO informants mentioned that increased transparency and open data policies would be beneficial to informing interventions that support migrant workers. On a related note, the Community Liaison Officers mentioned having online contacts with migrant workers but finding more difficult to visit production sites and accommodations and have direct consultations to assess needs, provide support, gauge the effects of the reforms.

**To what extent has the project contributed to international cooperation as well as strengthening capacities of its national partners so they can better serve the needs of the public and communities including migrant communities?**

129. **The TCP has contributed to strengthening international cooperation and to developing the capacities of some but not all national partners.** Contribution to international cooperation has taken different forms. Bilateral activities have been engaged with Sweden, France, Netherlands, UK, and Singapore through mutual study visits or trainings provided by experts from these countries. Technical cooperation MOUs were signed with France and with the Netherlands. Government informants valued these exchange programmes, indicating they strengthened the capacities of MOL staff while offering an exposure to different cultures.

130. In 16 months, from February 2022 to May 2023, the ILO Doha Office supported 15 regional or global events organized by or with the Government of Qatar. These events ranged from webinars and side events to international meetings, such as the side events at the International Migration Review Forum in New York in May 2022, to the International Conference on Occupational Heat Stress<sup>36</sup> in May 2023. Tripartite constituents from the GCC, Jordan and Iraq participated in the conference. Qatar’s legislation, research, and campaigns on heat stress have also been shared by MOL staff and/or the ILO Doha Office staff in meetings or seminars in Greece, Kuwait and Dubai as well as online (e.g. online meeting on “Heat at Work” held by the European Agency for Safety and Health at Work in September 2023). Government informants were positive about these regional or global events for knowledge sharing and for visibility purposes, but data is not available on their influence in participating countries.

131. The evaluation noted a strong interest from Government informants to further disseminate Qatar’s experiences with labour reforms, including in relation to the heat stress legislation and the minimum wage legislation. Several informants among the ILO staff in ROAS and at HQ also indicated that some countries in

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<sup>35</sup> [GWWI-English-Web.pdf \(qu.edu.qa\)](https://www.qu.edu.qa/gwwi-english-web.pdf)

<sup>36</sup> [wcms\\_885113.pdf \(ilo.org\)](https://www.ilo.org/wcms/885113.pdf)

the region (e.g. Lebanon, Jordan, Syria, and Gulf States) have not dismantled the kafala system and could learn from Qatar and the TCP. Some NGOs also indicated that the work of Qatar on fair recruitment could be considered by other countries.

132. The TCP made limited contribution to engaging the private sector in international cooperation activities. In October 2022, a roundtable was held with the MOL, QCCI, ILO and representatives of the international business community, to discuss the labour reforms, what support international companies may need from the MOL and QCCI to navigate new legislation, and how companies can also be in compliance with the laws, including on recruitment fees. The evaluation could not identify follow-up actions but informants including at the QCCI indicated interest for more active cooperation.

**Were the joint committees established by the project effective in enabling dialogue, prevention, and resolution of conflict in the workplace? Where there any challenges faced by the committee members?**

133. **The joint committees were effective in enabling dialogue, prevention, and resolution of conflict in the workplace, and members expressed strong interest for additional capacity development, scaling, and networking.** As mentioned in the section on Effectiveness, joint committees have grown from 20 in the previous phase to 72 at the time of this evaluation. The previous section also mentioned that while this growth was referred as an indicator of success, several informants indicated that other criteria could be considered to assess the effectiveness of the joint committees, for example with a view to monitor their engagement and usefulness.

134. The evaluation collected evidence of **positive effects** of the joint committees, sometimes going beyond their mandated areas<sup>37</sup>:

- **Communication and conflict mitigation:** Workers' representatives and management representatives underlined the positive effects of the joint committees on internal communication and trust. One worker representative for instance referred to communication with management, including up to the CEO, as "*a major breakthrough*". In some cases, workers representatives made reference to increased empowerment, up to solving problems directly without necessarily requesting approval from management (but with management's overall support to resolve problems). The Qatar Foundation referred to fewer issues being escalated to the joint committees and Tashawor. A management representative illustrated a similar trend by indicating that the company has an email account called "your voice" to channel grievances and complaints; since the joint committee started, the number of emails and concerns has dropped. A few informants put improved transparency and a more inclusive workplace on the credit of the joint committee, with channels to consult workers who do not speak English or with electing workers representatives, which for some workers was a first lifetime experience.
- **Occupational Safety and Health:** Management representatives recalled that OSH was a mandated area of all the joint committees. Examples were given of continuous engagement of members of the joint committees in promoting OSH, delivering safety trainings, being vigilant on working conditions.
- **Policies and operations:** A few informants mentioned consulting with or engaging joint committees in designing policies, for example in localizing a grievance policy. A management representative also provided the example of taxi drivers that recommended through the joint

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<sup>37</sup> [Social dialogue: A guide to the roles and responsibilities of joint committee representatives in Qatar \(ilo.org\)](#)

committee new areas uncovered by the fleet or areas under covered during peak times, positively impacting operations.

- **Welfare services:** Several informants mentioned that accommodation, food catering, laundry, transportation, etc. had been previously one of the main topics on the agenda, with a trend to become much less of a discussion item over time. One management representative mentioned for example that the joint committee held sessions to test catering companies and that quarterly quality audits had been installed. Another management representative mentioned that ladies' accommodations used to have curfews, which was changed as a result of the joint committee and the TCP.
- **Capacity development:** Workers' representatives commended the TCP for supporting the joint committees with capacity development. Trainings helped workers representatives to gain confidence and skills to discuss with management, collect feedback from colleagues, prepare meetings, organize elections, among other.
- **Compensations:** Although joint committees are not mandated to negotiate wages, workers representatives provided examples of their involvement in facilitating discussions around entitlements or compensations. One worker representative mentioned an accommodation allowance that was discussed through the joint committee, leading management to provide a one-time support for the rent and cost of living around the World Cup. Another worker representative shared the example of a 2% salary increase that had been agreed by management but was delayed. Workers' representatives raised the issue in the joint committee, discussed the reasons for the delay, and got approved the payment of a bonus. Another worker representative shared the example of the joint committee influencing the attribution of a living allowance for workers, which has been partly linked to their performance. Another worker representative shared the example of a joint committee and grievance forms that have facilitated settling payments of overtime work.

135. The evaluation identified a few **challenges** reported by joint committee members:

- **No capability to negotiate:** Workers' representatives recalled that they can only make suggestions to management and that joint committees do not provide the power to negotiate. As illustrated by a worker representative: *"We need to be protected so that management doesn't see us as pushing too hard or too much and not upsetting them. I am relating the complaints of the workers. They can transfer me from one location to another so I cannot work anymore as worker representative and then if I am protected I would feel better"*.<sup>38</sup>
- **Limited incentives:** Workers' representatives reported not necessarily having time to consult with fellow workers and not benefiting from any soft incentives from the task, such as recognition within and beyond the organisation to help boost the morale. Similarly, some management representatives stressed that their company has invested significantly in time and resources to elect and operate the joint committees and that these efforts should be better recognised by the MOL. The Minister organized an award ceremony to management from companies that have established JCs and tends to respond more favourably to their requests for timely support.
- **Capacity development:** Informants stressed that more trainings are required for workers representatives, management representatives, middle managers, Human Resources (HR) departments. Workers' representatives for example mentioned the importance to further develop

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<sup>38</sup> According to the law, all changes to worker representatives have to be reported to MoL, justification provided, and alternative plans made. This has also been the praxis in the past 4 years.

leadership skills. Several informants also indicated that there was very limited awareness about labour laws in companies, including in HR departments. Middle managers also do not always understand the role of the joint committees or feel threatened sometimes to be bypassed through direct access to senior management.

- **Limited scale:** Management representatives shared the perspective that the added value of the joint committees would grow as they number increases. It was perceived that joint committees should be mandatory and subject to inspections to ensure they are properly functioning. According to management informants, there is currently a lack of avenue to share good practices, have cross-sectoral activities and “*grow together*”. Furthermore, joint committees are not connected with the QCCI, embassies, business councils. There is no annual or bi-annual event to make the voices of the joint committees heard at national level. According to workers’ representatives, joint committees face the challenge of not having channels to connect per sector, share experiences and learn from each other.

### To what extent did the project contribute to improving the lives of workers in Qatar?

136. **The project has contributed to improving the lives of workers in Qatar although with variations in terms of scale and scope.** According to the study conducted by SESRI, **86% of the responding low-wage migrant workers indicated that the labour reforms have had a positive impact on their lives.** Overall, evaluation informants also recognised a positive trend since the start of the second phase of the TCP. One of the most frequently cited improvements was the capability provided to migrant workers to change jobs. From September 2020 to August 2023, a total of **632,673 applications to change jobs were approved by MOL**, compared to 348,455 applications approved for the period spanning from November 2020 to August 2022. A second improvement frequently referred by informants was the introduction of the **minimum wage law**, which came into force in March 2021. The ILO made reference to more than 280,000 workers or 13 per cent of the private sector benefiting directly from the law<sup>39</sup>. A Government informant referred to an increase in remittances from Qatar after the minimum wage law. The Ministerial Decision introduced in May 2021 to set working hours and other measures to **protect workers from heat stress** was the third most frequently cited evidence of an improvement in the lives of workers. The number of people who visited the four Qatar Red Crescent Clinics with heat-related disorders was 1,320 in 2019, and 1,520 in 2020, and 620 in 2021 (in other words, after the legislation had been introduced), and 351 from June to September 2022.

137. Areas on which improvements were found limited regard the contribution of the TCP to improving the lives domestic workers. Furthermore, for some informants the success of the joint committees has also to be put into perspective with about 30,000 workers currently reached by the joint committees compared to more than 2 million migrant workers in the country. Several information sources also corroborate that a significant proportion of workers continued paying recruitment fees.

## 4.6 Sustainability

**Are the results achieved by the project so far likely to be sustainable- in terms of (a) financial sustainability of beneficiaries (both males and females), capabilities, mandate and commitment of stakeholders, (b) sustainable legislative reforms? What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?**

<sup>39</sup> [Labour reforms: Qatar’s new minimum wage enters into force \(ilo.org\)](https://www.ilo.org/)



138. **Project interventions suggest sustainable outcomes with room for consolidation.** Evidence suggests sustainability of the TCP outcomes. The project has supported the adoption of procedures and systems aimed at furthering the implementation of the laws passed during the first phase. Maintenance and improvements of these procedures and systems are in the action plan of the MOL. Trainings delivered to staff in the MOL and to members of the joint committees have enhanced knowledge and skills, which will be kept beyond the duration of the second phase. Tools and advocacy materials such as those on labour reforms and on OSH and heat stress have been disseminated and remain accessible online. The University of Qatar is finalizing a series of case studies on labour reforms which will be integrated in the teaching curricula of students and published in a book that will continue propagating the promotion of human rights and labour rights. Two MOUs have been signed between the MOL and the GUFs, with the expectation that they will be reconducted, showing continued engagement on both sides.

139. Despite evidence of durable outcomes, informants highlighted a few risks or limitations that can jeopardize sustainability. The evaluation compiled concerns from different stakeholders about a risk to see the pace of reforms slowing down after the World Cup. The World Cup was referred by project partners as a strong incentive for change due to the global attention that it brought to the labour sector. The event having passed, several informants questioned the ability for national institutions to maintain the same level of commitment. A few informants indicated having perceived an institutional and administrative relief but also a sort of slowdown after December 2022. Several informants, including members of the joint committees, also indicated the need to scale reforms, i.e. to move from a pool of innovative or progressive companies to much broader adoption across the private sector. A few informants indicated it was important to reach a critical mass of early adopters to avoid any risks of backlash. The evaluation also noted the absence of new ratifications of the ILO conventions since the start of the TCP, although this would guarantee the institutionalisation and sustainability of project outcomes.

**How effectively has the project built national ownership? Are the reforms sufficiently incorporated and supported by other relevant Ministries? How has the project contributed to QCCI's institutional capacity development around agreed areas of work, which include the establishment of joint committees, enhanced awareness of the private sector on labour law reforms and developing the SME eco-system? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?**

140. **The project has achieved high ownership in the MOL but more variable levels of appropriation in other institutions.** The evaluation found that the project has built strong ownership in the MOL. Government informants for example referred to the Ministry's priorities being supported by the project in line with the ILO's mandate and activities being mainstreamed in action plans. Collaborations of the project with other ministries were most often facilitated by the MOL, the ILO Doha project staff not having direct relationships with these institutions. Furthermore, while bi-lateral collaborations between the MOL and other ministries were referred the modus operandi in the framework of the project, several informants indicated that the project would have benefited from a cross-ministerial coordination platform. A few informants for example made reference to the need to adopt a broad societal perspective or a systemic approach when it comes to improving the lives of migrant workers. Other informants mentioned that some technical areas such as social protection required close collaboration between different public institutions. Several informants pointed out room for increased efficiency of the TCP by installing cross-ministerial coordination and collaboration, citing among the relevant ministries the MOL, MOJ, MOI, MOPH, MOF, MOFA, and MOT; and by facilitating direct access of the ILO staff to these ministries, including for provision of technical assistance, with a view to strengthen shared ownership and improve sustainability.

141. **The project had limited contribution to QCCI's institutional capacity development and to enhanced awareness of the private sector on labour law reforms and developing the SME eco-system.**

Informants highlighted positive engagement of the TCP with the Supreme Committee, Qatar Foundation, and Qatar Financial Centre, but without broader replication. The project developed and disseminated tools and guidance for the private sector regarding fair recruitment and due diligence, but with limited uptake. The TCP organized a roundtable in October 2022 with the MOL, QCCI, ILO and representatives of the international business community, to discuss the labour reforms. However, follow-up and outcomes of this event are unclear. An attempt was made to replicate with the QCCI and the International Organization of Employers (IOE) the bi-annual consultative model set between the MOL, ILO and the ITUC/GUFs, but there was only one meeting held in November 2021. According to some informants, phase 1 of the TCP brought an accelerated agenda of legislative reforms that were devised without close consultations with the business community, reducing ownership and leading during phase 2 to resistance in implementing the reforms. Furthermore, from the onset, phase 2 of the project was not designed with many activities to support the business community with change management.

142. **The project engaged with a range of stakeholders other than ILO constituents for sustainable results.** The project has been in contact with the Qatar Financial Centre, business councils, and embassies. Informants from several NGOs such as the Institute for Human Rights and Business, the Fair Hiring Initiative, or Migrant Forum Asia contributed to project activities. Informants from Amnesty International reported an open and honest conversation with the ILO about what has been happening on the ground. The TCP provided support to Qatar University in developing case studies on labour rights and labour reforms to be included in students' curricula. The project has initiated limited collaboration with IOM and UNDP.

**What are the areas where the ILO's long-term engagement is necessary in the country beyond the project duration? What are the measures taken to enable the long-term engagement, such as strengthening of the ILO's presence in the country and expansion of partnerships?**

143. **Further support of the ILO can span across the four pillars of the second phase of the TCP and expand to other areas.** Several frameworks can serve to shape the perimeter of a long-term engagement of the ILO in the country, including Qatar National Vision 2030, the third National Development Strategy about to be released, the SDGs, any forthcoming Theory of Change for the TCP or UNDS Theory of Change considering there are 11 UN entities now in Qatar. If considering the four pillars of the second phase of the TCP, the evaluation identified in the past sections a range of areas on which the ILO's long-term engagement in Qatar would be beneficial. This includes contributing to strengthening the implementation of the reforms to the kafala system, promoting fair recruitment including in originating countries, adjusting minimum wage and enhancing wage protection, improving access to justice (and reducing the number of days for complainants to complete conciliation and adjudication processes), enforcing women and domestic workers' rights, strengthening labour inspection, improving OSH, promoting social dialogue, developing capacities for workers' and employers' organizations and national institutions, strengthening statistical systems and capacities, internationally sharing national positive experiences, among other. The ILO also comes with a portfolio of international labour standards, areas of expertise, and partnerships. Informants referred for example to social protection and leaving no-one behind, recruitment of skilled workers, enhancement of the capacities of Qatari nationals, diversification of the SME eco-system as areas that could feed future engagement.

144. Government informants indicated having invited the ILO to install a permanent presence in the country. Phase 2 of the TCP has benefited from the support of the ILO ROAS and of some HQ staff, with room for stronger engagement at both levels (confer section on Efficiency). Partnerships with other UN entities in the country also have not been maximised. The evaluation noted strong interest from the Supreme Committee, the Qatar Foundation, the Qatar Financial Centre, embassies and NGOs, and the ITUC/GUFs to continue collaborating with the ILO and national partners in support of the reforms engaged by the country.

## 5 CONCLUSIONS

145. This section summarizes the high-level findings of the evaluation against the OECD-DAC criteria.

### **Relevance and strategic fit**

146. The TCP was relevant to the labour migration context of in Qatar and aligned to the national priorities in relation to the size and the quality of the expatriate labour force and the selected path of development, as stipulated in the Permanent Constitution of the State of Qatar, the National Vision 2030 and the National Development Strategy (NDS) 2018-2022.

147. The contextual problems and needs could have been better analysed to further align more coherently with all the national outcomes on labour force and targets of the NDS. This would have strengthened continued engagement and buy-in of all stakeholders.

148. The TCP's second phase was designed building on the achievements of the first phase 2017-2021, and while some stakeholder groups were clearly engaged in its design, others were not and their needs were not fully reflected. MOL, International Organisation for Employers (IOE), and to some extent, the ITUC and Global Union Federations (GUFs), were engaged and evidently contributed to the design. Whereas, the Qatar Chamber of Commerce and Industry (QCCI) was not, despite ILO attempts. QCCI was not engaged, but many local business conglomerates have according to stakeholders' s views indirect or direct links to members of the government, royal family and shura council given the clan structure of business and politics. So indirectly local business is involved.

149. Although not engaged in the TCP design, the established Joint Committees (JCs) had a profound relevance to promote workers' voice within enterprises and bridging the gap between workers and employers' management. They, however, remained company specific with limited sectoral and inter-sectoral engagements, thus reducing their potential as a larger forum for enhancing workers' voice and representation.

150. Despite the efforts to strengthen social dialogue in Qatar through the TCP, there are on-going challenges, most notably the absence of freedom of association and trade unions and the limited engagement of the QCCI. Additionally, there has been variations in CLOs' ability to engage with migrant workers. In addition, some GUFs voiced concerns about the ability of JCs to adequately discuss key issues like worker representation, wages, and freedom of association. All are major impediment to effective social dialogue in the country.

### **Coherence and validity of design**

151. The project strategies and structures have limited coherence and logical correlations between the objective, outcomes, and outputs. The project design lacked comprehensive core elements such as a complete logical framework or M&E plan. Indicators, baselines, targets, outcomes and outputs were not clearly defined. An Evaluability assessment was conducted in 2022, one year into project implementation, presented a reconstructed provisional Theory of Change, logical framework, and M&E components. Their use started quite late in the project's lifetime and the indicators - having no measured baseline - were mostly not SMART.

152. Derived from the ILO supervisory mechanism, the phase 2 design of the TCP clearly focused on specific areas requiring additional actions to assist the government in incorporating, owning and adopting normative values and standards within legislation, policies and development plans. Several recommendations from the evaluation of Phase 1 were integrated in the design of Phase 2. Together with self-reflection and internal

lessons learned, the recommendations brought the TCP to address limitations and make adjustments in the design of Phase 2.

### **Efficiency**

153. The TCP human and financial resources were efficiently utilized and the TCP management was participatory and inclusive through the biannual meetings, with roles and responsibilities clearly defined. The ILO Office in Doha carried out the implementation, ROAS provided executive management and operational support. However, there was a lack of tripartite or more inclusive national governance structure, such as a national steering committee or national advisory board, for more participatory decision making, shared ownership and operational monitoring at country level.

154. Downsizing and a number of external factors added to staff's workload, particularly in the M&E role, negatively impacting the TCP's efficiency, additionally, the focus on communications and media relations during the World Cup necessitated a significant additional time commitment from the CTA and Comms Officer.

155. The project's timeline did not allow for the efficient attainment of its desired outcomes. Phase 2 still involved substantial labour reforms that needed to be implemented within a relatively short timeframe. Attempting to accomplish a great deal in just two years in the challenging context of Qatar did not allow for the full implementation of all the intended outcomes, partially because they were ambitious at the outset and also due to delays for multiple reasons. The World Cup also absorbed attention and influenced priorities.

156. The level of coordination varied between the project and the different stakeholders. The list of institutions that were engaged in the TCP was quite extensive. Nevertheless, opportunities for enhanced and inclusive coordination with a wider range of stakeholders were not necessarily seized.

157. ROAS and HQ are dedicated to providing technical support to ensure the project's success as a replicable model. Specialists from ROAS assisted in various areas, particularly when in-house expertise was limited. HQ was consulted for specific expertise gaps, involvement varied amongst departments. For example, while NORMS provided technical backstopping, the ACTRAV, ACTEMP, LABADMIN /OSH and GOVERNANCE departments had some involvement over the years.

### **Effectiveness**

158. The TCP has actively promoted labour rights and fair recruitment. The TCP did not aim to rollout a national mass-media campaign but disseminated information and communication products in several languages to reach employers and workers. The Community Liaison Officers were also engaged in informing workers about labour reforms. Trainings were provided to staff in the Qatar Visa Centres and to Recruitment agencies. The TCP also contributed to procedural improvements that facilitated labour market mobility. From September 2020 to August 2023, 632,673 migrant workers changed jobs. However, understanding of the reforms among workers and business communities has remained partial. Employers still request NOCs to migrant workers and abuse the absconding law, indicating a need for strengthening change management.

159. The TCP provided support to the enforcement of labour law by enhancing capacities in the Labour Inspection Department, but still on a limited scale. The project is supporting a coherent and coordinated collection of data on OSH, with a national platform to be launched in the next months. Trainings and systems improvements were delivered to improve access to justice. The TCP did not intend to engage with labour courts to strengthen their capacities to process and adjudicate complaints. Informants mentioned that it can take a long time for migrant workers to get their case settled.

160. The TCP contributed to the establishment of 72 joint committees that cover close to 30,000 workers. Joint committees are an effective mechanism to establish workers-employers relationships at the enterprise level. However, reach is still limited with less than 2 per cent of the workforce covered by a joint committee, which also do not apply to domestic workers therefore facing lack of opportunities for representation and voice.

161. The project team worked primarily with and through the MOL but has no official mechanism for collaborating directly with other ministries. Some aspects of the decent work agenda would be facilitated by direct engagement and technical assistance to line ministries as well as by cross-ministerial coordination. The TCP did not install a national governance structure for the project such as a steering committee or advisory board that would help guiding day-to-day operations and represent the interest of a larger body of institutions and partners, strengthening shared ownership and facilitating cross-ministerial engagement and coordination.

### **Impact orientation**

162. The TCP achieved mixed progresses on the Fundamental Principles and Rights at Work. Progress on a safe and healthy working environment have been notable, in particular due to the adoption of the heat stress legislation. On the fundamental principle of freedom of association and the right of collective bargaining, progress has been limited to awareness raising.

163. The GoQ has strengthened labour administration institutions by establishing new departments in the MOL and creating two new DSCs, adding staffing capacities to certain functions in the MOL, creating or improving electronic systems and processes. A range of procedural changes were adopted to resolve gaps in protecting workers, including adding controls to the filling of an absconding case. The establishment of the Workers' Support and Insurance Fund in 2019 has also brought to the disbursement of significant resources<sup>40</sup>. In 2022, the MOL received more than 30,000 complaints, 80 per cent were resolved by conciliators but close to 6,000 reached the DSCs. The TCP also made efforts to promote the protection of domestic workers.

164. Joint committees have recorded a range of positive effects. They have contributed to conflict mitigation and to OSH. Welfare services have been one of the primary areas they improved, although this has taken diminishing importance over time. In some cases, joint committees have influenced policies and operations. Some joint committees went slightly beyond their mandate to convey demands related to workers compensation. Still, the scale of the joint committees is limited and there is no mechanism to share good practices and network within and across sectors. The TCP has informed the GOQ on social dialogue and tripartism with MOL representatives making sometimes references to social dialogue as an important pillar of labour governance in Qatar or leading discussions on social dialogue in the Arab Labour Organization, for example. However, progress towards advancing on the core conventions C87 and C98 has been slow.

165. Data collection on OSH is improving but the TCP faced gaps on measuring the potential impact of the reforms undertaken during the course of this project. Some of the data collected cannot clearly indicate if there is an improvement in the control processes and grievance mechanisms or if the adoption of the reforms is lagging and generates more cases. There was a lack of comprehensive analysis of data needs and collection methods. Several external partners and stakeholders also questioned the reliability of the GOQ's data and called for increased transparency and open data policy.

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<sup>40</sup> The evaluation consulted figures that have not yet been made public.

166. Overall, the project has improved the lives of workers in Qatar but these improvements have room to be more equally distributed to workers from companies without a joint committee as well as for women and for domestic workers that lack legal coverage and opportunities for representation and voice.

## Sustainability

167. The project delivered sustainable effects, being in the form of institutional, organizational, or individual capacity development. Enablers exist to further consolidate sustainability of project outcomes, including scaling the joint committees, finalizing the mainstreaming of the reforms in national procedures such as public procurement, or considering an increased adoption of international labour standards.

168. Ownership of the TCP has been high in the MOL but variable in other institutions, the project not being designed with or for directly supporting also these partners and stakeholders. Ownership of and value-added for the QCCI the SME eco-system has been limited. Ownership of other partners such as NGOs and academia has been strong.

169. Long term engagement of the ILO in the country should account for the remaining gaps in the realization of this phase's objectives, be aligned with national priorities and international goals, such as the SDGs, and continue promoting international labour standards. Further engagement can also explore new areas of intervention along national objectives and the ILO's comparative advantages, areas of expertise, and portfolio of services.

## 6 RECOMMENDATIONS

170. The following recommendations aim to inform the design and implementation of the third phase of the TCP.

### **Recommendation 1: The TCP should continue improving the capacities of the MOL in developing and enforcing labour legislation.**

171. The ILO Project Office in Doha should continue proposing to support responding to the comments of the CEACR on ratified international labour standards, including in relation to the national legal framework on the protection against discrimination. The project should also continue supporting the discussions between the MOL and the MOF, on mainstreaming labour rights and fair recruitment into public procurement processes. Support should continue to be provided to the development, improvement and adoption by the MOL of standard operating procedures, including on labour inspection, conciliation, licensing and monitoring of recruitment agencies. The TCP should also continue facilitating or delivering capacity development in the form of eLearning programmes, study tours, strategic alliances and technical assistance, including for Labour Inspectors, eventually preceded by a learning needs assessment. The ITC-ILO should also consider providing support to the OSH Institute. The project should also consider exploring the constraints and needs in the broader eco-system of institutions involved in implementing labour reforms with a view to expand the reach of technical assistance, such as supporting the DSCs in decreasing the number of days for complainants to complete conciliation and adjudication processes. Accordingly, the ILO Project Office in Doha should advocate to the MOL for more empowerment and a capability to engage more directly, under the MOL's coordination, with line ministries such as the MOJ, MOI, MOPH, MOF, MOFA, MOT and national institutions as deemed necessary by the project objectives and activities.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO HQ, ROAS, ILO Doha Project Office, ITC-ILO, MOL	High	Phase 3	High

**Recommendation 2: The TCP should provide further support to the MOL in promoting existing labour laws and in facilitating their uptake by the private sector.**

172. The TCP should consider devising approaches and activities needed to support the MOL in promoting the reforms and in inciting and influencing the private sector in adopting them. This could form a change management plan based on stakeholders analysis and covering items such as leadership, champions, communication plan, trainings, incentives and recognition. This could be achieved through a dedicated support to the communication and public relations department of MOL. TCP should provide additional support related to communication and dissemination of information which would help MOL propagate information about labour mobility, fair recruitment, and other reformed policies. The dissemination of information should also be re-examined and strategies developed for increased visibility of the work and role of MOL.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Doha Project Office, MOL	High	Phase 3	Moderate

**Recommendation 3: The TCP should develop a private sector engagement strategy to strengthen the engagement of employers in accepting and promoting labour reforms.**

173. The TCP should therefore consider strengthening partnerships with private sector actors, in particular with the QCCI, leveraging more actively the expertise of ACTEMP. The TCP should consider contributing to increase the visibility and capacities of the QCCI, for instance on areas relevant for achieving the third National Development Strategy and the SDGs; delivering professional services to the business community; developing research studies and reports; and advocating for the private sector’s interests. The TCP should also engage with the QF, business councils, business networks, and the SME eco-system to disseminate information on the labour reforms (e.g. removal of NOCs) and support the organization of events and activities that develop capacities and networking in the business community around labour reforms. The TCP should continue engaging with partners such as NGOs for the development and dissemination of tool as well as for trainings directed to the private sector. The TCP should also continue advocating for fair recruitment and explore enlarged partnerships with the ILO’s network of regional and country offices, embassies, national partners, NGOs in originating countries, and the Qatar Visa Centres.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO HQ, ILO Doha Project Office, ROAS, ACTEMP, QCCI, IOE, MOL	High	Phase 3	High

**Recommendation 4: The TCP should continue supporting the engagement of the ITUC and GUFs in the project while promoting the ILO’s model and fundamental principles including on social dialogue.**

174. The TCP should support a Cooperation Framework among the MOL, ITUC/GUFs to strengthen capacity building of workers in the different sectors. These efforts could be complemented by increasing partnerships with ACTRAV to complement the sectoral capacity building of workers. The TCP should continue to advocate with MOL to increase access to migrant workers freely for the CLOs which would enable the latter to build strong relationships with wider groups of migrant workers and understand the reality of their situations.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Doha Project Office, ROAS, ACTRAV, GUFs and ITUC, MOL	High	Phase 3	High

**Recommendation 5: The ILO should advocate for joint committees to become mandatory within companies of certain sizes and be expanded to smaller size companies. The ILO should also promote their networking and advocate for sectoral and inter-sectoral committees.**

175. The ILO should propose the MOL to support an accelerated growth of the joint committees to reach a larger number of workers. The formulation of the next TCP should consider setting a deadline for joint committees to become mandatory and propose the development of an implementation plan as one enabling mechanism. The ILO Project Office in Doha should also advocate for setting up networking mechanisms between members of the joint committees such as by facilitating discussions and events within and across sectors, to provide additional opportunities to share and adapt enterprise-based good practices and increase their added value. The TCP should also suggest modalities to enhance the monitoring of the activities and effects of the joint committees across mandated areas. On such bases, the TCP should engage in building the capacities of the members of joint committees at scale, seeking as appropriate collaboration with national and international partners. The trainings of joint committees should engage where possible expertise from ACTRAV and ACTEMP to support workers and management and increase the space for social dialogue within enterprises.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Doha Project Office, ROAS, ACTRAV, ACTEMP, MOL	High	Phase 3	High

**Recommendation 6: The ILO Project Office in Doha should more systematically leverage the ILO's global technical expertise in the design and implementation of the project including on the development of solid M&E systems.**

176. The project team should seek perspectives of the ILO staff in ROAS and at HQ while designing the next phase of the TCP in order to identify and plan for a comprehensive range of technical entry points that will contribute to the achievements of the project. During these consultations and planning, the ILO teams should consider for example strengthening the support provided to the MOL and to national partners on areas such as gender equality, wage protection, domestic workers, fair recruitment, social protection, recruitment of skilled workers, statistics. The ILO should leverage these consultations to carry out a systemic analysis of the labour sector and actors in the country to inform the development of a theory of change that helps characterizing the contribution of the TCP to national goals, evidence synergies between interventions and partners, and specify expected impact per group of target beneficiaries. The TOC should therefore be anchored in and link to relevant strategic framework such as the National Vision 2030, the third National Development Strategy, and the SDGs. It should help to clarify how parallel activities and synergies contribute to the achievement of the reforms. The underlying analysis and representation in the TOC should also elicit which technical areas of the ILO at HQ and regional level will contribute to the expected outcomes. The TOC should inform the project document, which should follow the ILO's standard appraisal procedures. The ILO Office in Doha should build on the TOC to design a logframe supported by SMART indicators, clear baselines, and targets. The M&E system should encompass data collection and verification plans to enable sound measurement of progress. A comprehensive risk assessment and matrix should also be developed including



mitigation measures. The TCP should invest in the regular monitoring of the logframe. The project should consider re-installing the position of an M&E specialist or having an M&E consultant periodically engaged to monitor achievements and gaps, inform project management and governance, support project staff and partners and stakeholders in assessing the impact of the project.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO HQ, ROAS, ILO Doha Project Office, PARDEV	High	Phase 3	High

**Recommendation 7: The TCP should continue supporting the MOL and national institutions in the collection, analysis, and dissemination of data on the labour market and impact of the reforms.**

177. The ILO should strengthen the collaboration with the MOL and the PSA with a view to fill data gaps and enable disaggregated analysis across areas such as gender, sector, and occupation. The TCP should provide support to the MOL, the PSA and other national partners in collecting data to monitor the labour market, analyse the impact of the labour reforms, and inform policy making. These efforts should be part of the project's M&E plan and should include indicators for measuring impact. The TCP should also continue supporting the collection, consolidation and analysis of OSH data. The ILO could also promote a strategy and partnership for open or joint data policies with the MOL. This would facilitate the dissemination of progress on labour reforms in general.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Doha Project Office, ROAS, STATISTICS, PSA, MOL	High	Phase 3	High

**Recommendation 8: The TCP should continue supporting Qatar in sharing successful experiences and lessons learned across the region and globally.**

178. Experience from Qatar should be better documented and disseminated. The ILO should leverage its global network of regional and country offices to support the GOQ in disseminating the results achieved since the dismantlement of the kafala system and lessons learned, including in regard to the implementation of the heat stress legislation. Dissemination events could be organised where Qatari experts would speak about progress about different successes in the area of labour reform. Additionally, other countries should be encouraged to conduct study tours in Qatar to learn from the experience and progress of Qatar.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Doha Project Office, ROAS	High	Phase 3	Moderate

**Recommendation 9: The TCP should continue promoting the ILO Conventions and International Labour Standards.**

179. Advocacy related to ratification of ILO fundamental Conventions should continue with different stakeholders within the government. This could include but should not be limited to the adoption and ratification of OSH Conventions in the country, Conventions No. 155 and No. 187, which have become part of the fundamental conventions. Other conventions dealing with harassment and discrimination C190 and

C100 should also be promoted, and their ratification advocated. Advocacy efforts for the ratification of these conventions should be viewed as paving the way for subsequent ratification of all fundamental conventions by the GoQ. The TCP should design a time path and implementation plan agreed with all actors of the elimination and compensation of recruitment fees, decriminalizing absconding and strengthened promotion of C87 and C98.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Project Office in Doha, ROAS, NORMES	High	Phase 3	Low

**Recommendation 10: The ILO and partners should consider installing a national project governance structure to monitor and guide the operational management of the TCP and strengthen shared ownership. The ILO's role in Qatar should also be promoted to improve understanding of its mandate and create opportunities for meaningful partnerships with other ministries and entities.**

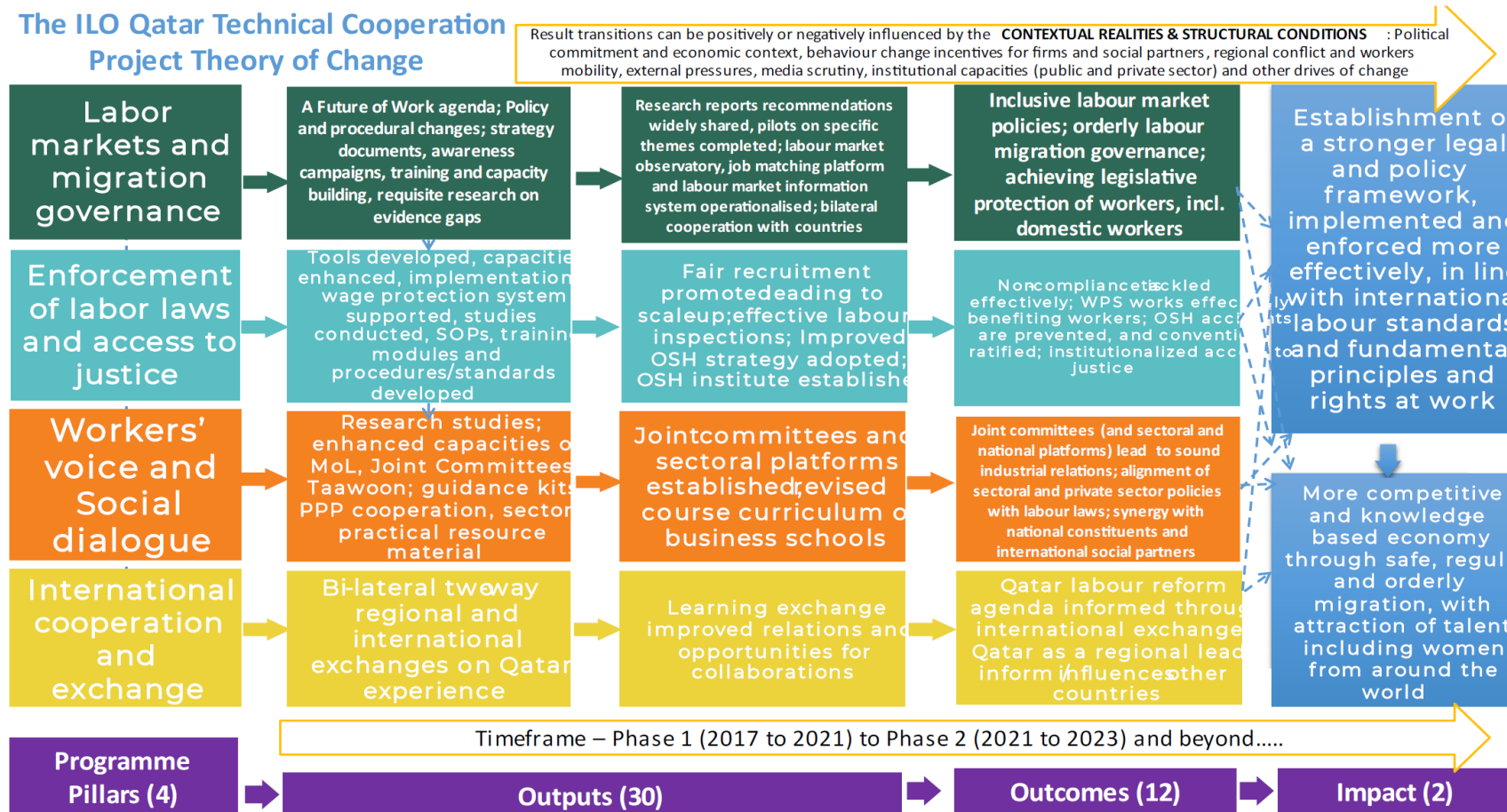
180. The governance of the TCP should be complemented by a national structure such as a steering committee or advisory board that represents selected national partners and stakeholders with a view to increase shared ownership at country level, facilitate horizontal coordination, gather evolving needs, swiftly address roadblocks and contribute to adaptive management. This structure should also monitor the implementation and logframe of the project and operational management with a view to inform the bi-annual strategic meetings held with the MOL and the ITUC and GUFs and with the MOL and the QCCI. It should also contribute to promote awareness of ILO's role in Qatar to improve understanding of its mandate and create opportunities for meaningful partnerships with other ministries and entities.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO Project Office in Doha, MOL	High	Phase 3	Low

## ANNEXES

## ANNEX 1: PROVISIONAL THEORY OF CHANGE OF THE ILO-QATAR TCP

### The ILO Qatar Technical Cooperation Project Theory of Change



Source: Evaluability Assessment, 202

## ANNEX 2: LIST OF RESOURCES CONSULTED

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## ANNEX 3: EVALUATION MATRIX

Relevance and Strategic Fit		
Key questions	Suggested measures or evidence	Suggested sources and methods
A.1 How well did the project approach fit in context of labour migration in Qatar? Were the problems and needs adequately analysed? Was gender prioritized?	<ul style="list-style-type: none"> <li>Findings of global, regional and country analysis.</li> <li>References to labour migration (e.g. laws, status, data) in country reports, project document, and monitoring reports.</li> <li>Evidence of an analytical background supporting the project document.</li> <li>References to gender activities in the project document, project outputs and monitoring report.</li> <li>Evidence of gender disaggregated data.</li> <li>Perception of ILO staff, constituents, partners and stakeholders. Perception of women.</li> <li>Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Reports, available survey results, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s).</p> <p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
A.2 Are the project objectives aligned with sectoral national priorities?	<ul style="list-style-type: none"> <li>References to national and sectoral policies in the project document, and monitoring reports.</li> <li>Level of alignment between project outputs &amp; outcomes and national and sectoral policies.</li> <li>Perception of ILO staff, constituents, and partners.</li> </ul>	<p><u>Desk review:</u> Qatar National Vision 2030, Qatar Second National Development Strategy 2018-2022, sectoral reports, country assessments, PRODOC, monitoring report(s).</p> <p><u>Interviews:</u> ILO staff, constituents, partners.</p>
A.3 How well were the project's objectives aligned with the framework of the ILO's Programme & Budget 2020-2021 and 2022-2023 and the SDGs?	<ul style="list-style-type: none"> <li>References to the P&amp;B (or relevant outcomes) and SDGs in the project document.</li> <li>References to the SDGs in project outputs and monitoring report.</li> <li>Perception of ILO staff (P&amp;B and SDGs), constituents and partners (SDGs).</li> </ul>	<p><u>Desk review:</u> P&amp;B, PRODOC, monitoring report(s).</p> <p><u>Interviews:</u> ILO staff, constituents, partners.</p>
A.4 To what extent has the relevance of intervention activities, outputs, and objective	<ul style="list-style-type: none"> <li>ILO and constituent accounts of engagement (minutes from meetings and consultations, workshop reports, etc.).</li> </ul>	<p><u>Desk review:</u> Project's surveys, minutes from consultations, workshop reports, PRODOC, monitoring report(s).</p>

<p>been reflected by or a direct result of social dialogue? To what extent did the ILO project provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?</p>	<ul style="list-style-type: none"> <li>• Examples of practical responses to the needs of constituents.</li> <li>• Examples of adaptive management approaches used in crisis phase.</li> <li>• Examples of responsiveness and flexibility to integrate emerging lessons from the response.</li> <li>• Perception of ILO staff and constituents.</li> </ul>	<p><u>Interviews:</u> ILO staff, constituents.</p>
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## Coherence and Validity of Design

Key questions	Suggested measures or evidence	Suggested sources and methods
<p>B.1 Were the project's strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?</p>	<ul style="list-style-type: none"> <li>• Robustness of the project's logical framework.</li> <li>• Evidence of a Theory of Change and robustness of the causal pathways. Evidence of assumptions and drivers.</li> <li>• Evidence of adoption of the recommendations from the Evaluability Assessment.</li> <li>• Perception of ILO staff and constituents.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> PRODOC, Evaluability Assessment, monitoring report(s). <u>Interviews:</u> ILO staff, constituents.</p>
<p>B.2 To what extent has the intervention optimally incorporated the normative context and guidance from the ILO supervisory mechanism in shaping its activities, outputs, and outcomes?</p>	<ul style="list-style-type: none"> <li>• References to or evidence of integration of the normative context and guidance from the ILO supervisory mechanism in the project document and activities.</li> <li>• Alignment with these policy instruments.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> ILO Conventions, technical notes, PRODOC, monitoring report(s), evaluations. <u>Interviews:</u> ILO staff, constituents.</p>
<p>B.3 To what extent did the project take into account the needs of the various stakeholder groups in designing the phase 2?</p>	<ul style="list-style-type: none"> <li>• Evidence of needs assessments (surveys, reports, minutes from consultations, workshop reports, etc.).</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Available results from project's surveys, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s), evaluations. <u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
<p>B.4 Were project's assumptions and targets realistic, and did the project undergo risk analyses</p>	<ul style="list-style-type: none"> <li>• Robustness of the project's logical framework.</li> </ul>	<p><u>Desk review:</u> PRODOC, Evaluability Assessment, monitoring report(s).</p>



and design readjustments when necessary, including in relation to COVID-19 changing evolving situation?	<ul style="list-style-type: none"> <li>• Evidence of implementation of the recommendations from the Evaluability Assessment.</li> <li>• Examples of adaptive management approaches used in COVID-19 response.</li> <li>• Perception of ILO staff and constituents.</li> </ul>	<u>Interviews</u> : ILO staff, constituents.
B.5 To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context?	<ul style="list-style-type: none"> <li>• Evidence of consultations with women during the design of the project.</li> <li>• Evidence of project activities targeting women.</li> <li>• Extent of gender disaggregated data in the project logframe and monitoring report.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders. Perception of women.</li> </ul>	<u>Desk review</u> : Project surveys, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s). <u>Interviews</u> : ILO staff, constituents, partners, target beneficiaries including women.
B.6 To what extent Phase 1 evaluation recommendations are reflected in implementation of this phase, in particular in relation to placing more emphasis on gender, making joint committees mandatory, disseminating experiences to other countries, etc.?	<ul style="list-style-type: none"> <li>• Evidence of the adoption of phase 1 recommendations in the project document.</li> <li>• Evidence of activities implementing phase 1 recommendations.</li> <li>• Perception of ILO staff and constituents</li> </ul>	<u>Desk review</u> : PRODOC, monitoring report(s), evaluations. <u>Interviews</u> : ILO staff, constituents, partners, target beneficiaries including women.
<b>Efficiency</b>		
<b>Key questions</b>	<b>Suggested measures or evidence</b>	<b>Suggested sources and methods</b>
C.1 Were all resources (funds, human resources time, expertise etc.) utilized efficiently to reach the project's objectives?	<ul style="list-style-type: none"> <li>• Delivery rate and evidence from financial reports.</li> <li>• Perception of constituents/stakeholders of the efficiency and appropriateness of budget allocation processes.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<u>Desk review</u> : PRODOC, monitoring report(s), financial statements, project outputs. <u>Interviews</u> : ILO staff, constituents.
C.2 How efficient were the coordination efforts with other stakeholders and how could coordination between the different implementing agencies in the sector be improved?	<ul style="list-style-type: none"> <li>• Number of and types of partners involved in coordination meetings.</li> <li>• Evidence of coordination meetings and implementation of decisions.</li> <li>• Perception of ILO staff, constituents, and UN partners.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<u>Desk review</u> : Available results from project's surveys, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s). <u>Interviews</u> : ILO staff, constituents, partners, target beneficiaries including women.

<p>C.3 Has the project received adequate technical and administrative support/response from the ILO backstopping units? D.8 How <b>effective</b> was communication between the project's teams, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?</p>	<ul style="list-style-type: none"> <li>• Evidence of technical assistance provided by ROAS and HQ.</li> <li>• Perception of ILO staff and constituents.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Minutes from consultations, workshop reports, PRODOC, monitoring report(s), technical notes. <u>Interviews:</u> ILO staff, constituents.</p>
<p>C.4 To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays? How could they be mitigated in the future phases?</p>	<ul style="list-style-type: none"> <li>• Delivery status according to the project logframe and monitoring report.</li> <li>• Perception of ILO staff and constituents.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> PRODOC, project workplan, monitoring report(s). <u>Interviews:</u> ILO staff, constituents.</p>
<p>C.5 To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?</p>	<ul style="list-style-type: none"> <li>• Evidence of successful re-purposing of existing activities to address COVID effects.</li> <li>• Perception of ILO staff and constituents.</li> </ul>	<p><u>Desk review:</u> PRODOC, monitoring report(s), financial statements <u>Interviews:</u> ILO staff, constituents.</p>
<h2>Effectiveness</h2>		
<h3>Key questions</h3>	<h3>Suggested measures or evidence</h3>	<h3>Suggested sources and methods</h3>
<p>D.1 Were all set targets, outputs, and outcomes achieved according to plan?</p>	<ul style="list-style-type: none"> <li>• Evidence of project outputs and outcomes.</li> <li>• Delivery status according to the project logframe and monitoring report.</li> <li>• Evidence of delays or changes brought to the workplan.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> </ul>	<p><u>Desk review:</u> PRODOC, project workplan, monitoring report(s), project outputs. <u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
<p>D.2 To what extent has the project management been participatory and inclusive and has the participation contributed towards achievement of the project objectives?</p>	<ul style="list-style-type: none"> <li>• Evidence of project management meetings and implementation of decisions.</li> <li>• Perception of ILO staff, constituents, and UN partners.</li> </ul>	<p><u>Desk review:</u> PRODOC, minutes from Project Management Team meetings, monitoring report(s). <u>Interviews:</u> ILO staff, constituents, UN partners.</p>

<p>D.3 What were the main challenges that affected the achievement of each of the four pillars of the project? How did the project deal with these challenges?</p>	<ul style="list-style-type: none"> <li>• Risks according to the project document and extent to which they were mitigated.</li> <li>• Constraints and challenges reported in the project monitoring report.</li> <li>• Perception of ILO staff, constituents and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> PRODOC, monitoring report(s), evaluations. <u>Interviews:</u> ILO staff, constituents, target beneficiaries including women.</p>
<p>D.4 How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labour standards?</p>	<ul style="list-style-type: none"> <li>• Evidence of project outputs mainstreaming the ILO's strategies including gender equality, social dialogue, and labour standards.</li> <li>• Perception of ILO staff, constituents and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s), project outputs. <u>Interviews:</u> ILO staff, constituents, target beneficiaries including women.</p>
<p>D.5 What are key results (i.e. figures and qualitative results) achieved per objective, including expected and unexpected results? What positive or negative unintended outcomes can be identified?</p>	<ul style="list-style-type: none"> <li>• Evidence of project outputs and outcomes.</li> <li>• Delivery status according to the project logframe and monitoring report.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Reports, project surveys, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s), project outputs, evaluations. <u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
<p>D.6 Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?</p>	<ul style="list-style-type: none"> <li>• Evidence of joint coordination meetings with the ILO constituents and implementation of decisions.</li> <li>• Evidence of involvement of the ILO's constituents in the implementation of the project.</li> <li>• Evidence of the satisfaction of the ILO's constituents.</li> <li>• Extent to which agreements, programmes and activities include specific measures advancing normative and social dialogue mandate and in targeting inclusion.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Minutes from consultations, workshop reports, PRODOC, monitoring report(s), project outputs. <u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
<b>Effectiveness of management arrangements</b>		
<p>D.7 What was the division of work tasks within the project's teams?</p>	<ul style="list-style-type: none"> <li>• Evidence of clear roles and responsibilities according to TORs, the project governance structure, workplans.</li> <li>• Evidence of periodic project management meetings.</li> <li>• Perception of ILO staff.</li> </ul>	<p><u>Desk review:</u> PRODOC, monitoring report(s), minutes from PMT meetings, project outputs. <u>Interviews:</u> ILO staff.</p>

D8. <i>Moved to Efficiency C3.</i>	•	
D.9 How effectively did the project management team monitor the project's performances and results? Did the project report on progress in a regular and systematic manner, both at regional level, to the project and the donor? What M&E system has been put in place, and how effective has it been?	<ul style="list-style-type: none"> <li>• Extent to which monitoring frameworks have been implemented. Accuracy of estimates of resources needed to monitor progress beyond expenditure.</li> <li>• Evidence of project outputs easily accessible. Evidence of project monitoring report(s).</li> <li>• Implementation status of the Evaluability Assessment.</li> <li>• Perception of ILO staff and constituents.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> PRODOC, Evaluability Assessment, monitoring report(s), ROAS website, Teams workspace.</p> <p><u>Interviews:</u> ILO staff, constituents.</p>
<b>Impact Orientation</b>		
<b>Key questions</b>	<b>Suggested measures or evidence</b>	<b>Suggested sources and methods</b>
E.1 To what extent did the project contribute to Qatar making progress on the Fundamental Principles and Rights at Work? Have there been legislative and procedural changes that address existing gaps in protecting workers, including domestic workers?	<ul style="list-style-type: none"> <li>• Evidence that the comments of the Committee of Experts on the Application of Conventions and Recommendations on C29 and C81 were taken up.</li> <li>• Evidence of legislative and procedural changes supported by the project lead to an improvement in working and living conditions.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> CEACR reports, national and sectoral reports, project monitoring report(s), laws and decrees.</p> <p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
E.2 What mechanisms existed to measure the potential impact of the reforms undertaken during the course of this project? Are the reforms sufficiently incorporated and supported by other relevant Ministries?	<ul style="list-style-type: none"> <li>• Evidence of procedural reforms related to licensing and monitoring recruitment agencies adopted.</li> <li>• Evidence of cross-ministerial coordination and mainstreaming of reforms across ministries.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Reports, national and sectoral reports, laws and decrees, SOPs, monitoring report(s).</p> <p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
E.3 Was the project successful in promoting greater opportunities for women in the workplace, including in management positions?	<ul style="list-style-type: none"> <li>• Number of male and female workers who changed jobs locally, disaggregated according to gender, sector, occupation.</li> </ul>	<p><u>Desk review:</u> Reports, project surveys, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s).</p>

	<ul style="list-style-type: none"> <li>• Evidence of uptake, use, and influence of gender-oriented project outputs. Evidence of legislative and procedural changes supported by the project that target women's empowerment and gender equality.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders. Perception of women.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
E.4 How were the labour administration institutions enhanced? And what measures were taken to increase access to justice of migrant workers? What barriers to access were identified?	<ul style="list-style-type: none"> <li>• Mean number of days for complainants to complete conciliation and adjudication (Dispute Settlement Committees) processes.</li> <li>• Number of cases submitted by migrant workers.</li> <li>• Evidence of increased access to justice of migrant workers.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Reports, national and sectoral reports, project surveys, monitoring report(s).</p> <p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries; including women.</p>
E.5 Are the data collection efforts on occupational injuries strengthened in ways that prevent occupational accidents?	<ul style="list-style-type: none"> <li>• Evidence of harmonized data on occupational injuries collected from different sources.</li> <li>• Evidence of use of data to prevent occupational accidents.</li> <li>• Number of occupational accidents.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Reports, monitoring report(s), project outputs.</p> <p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>
E.6 Were the joint committees established by the project effective in enabling dialogue, prevention, and resolution of conflict in the workplace? Where there any challenges faced by the committee members?	<ul style="list-style-type: none"> <li>• Number of joint committees established by the project.</li> <li>• Evidence of meetings of joint committee members and of uptake/influence of deliberations and decisions.</li> <li>• Number of Central Labour Management Consultation Committees (Tashawor) established.</li> <li>• Number of Taawon (national social dialogue platform) meetings held.</li> <li>• Number of workplace dispute prevention and resolution pilots implemented.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> </ul>	<p><u>Desk review:</u> Reports, project surveys, minutes from consultations, workshop reports, country assessments, PRODOC, monitoring report(s), project outputs.</p> <p><u>Interviews:</u> ILO staff, constituents, partners, target beneficiaries including women.</p>

	<ul style="list-style-type: none"> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	
E.7 To what extent has the project contributed to international cooperation as well as strengthening capacities of its national partners so they can better serve the needs of the public and communities including migrant communities?	<ul style="list-style-type: none"> <li>• Number of bilateral activities organized with partner countries. Evidence of international meetings, study tours, visits.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Workshop reports, monitoring report(s), project outputs.</p> <p><u>Interviews:</u> ILO staff, constituents, and partners.</p>
<b>Sustainability</b>		
<b>Key questions</b>	<b>Suggested measures or evidence</b>	<b>Suggested sources and methods</b>
F.1 Are the results achieved by the project so far likely to be sustainable- in terms of (a) financial sustainability of beneficiaries (both males and females), capabilities, mandate and commitment of stakeholders, (b) sustainable legislative reforms? What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?	<ul style="list-style-type: none"> <li>• Evidence of legislative reforms and/or additional financial resources directed to improving working conditions of beneficiaries.</li> <li>• Reported contribution made through the project towards impact in each of the outcome areas for intended beneficiaries and in shaping national policies.</li> <li>• New approaches and policies adopted and capacity and resources to sustain these.</li> <li>• Evidence of new arrangements, partnerships and funding being put in place to support the scaling up of work implemented or given new prominence as a result of the project.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s), evaluations, laws and decrees, national budget allocations.</p> <p><u>Interviews:</u> ILO staff, constituents, stakeholders.</p>
F.2 How effectively has the project built national ownership? How has the project contributed to QCCI's institutional capacity development around agreed areas of work, which include the establishment of joint committees, enhanced awareness of the private sector on labour law reforms and developing the SME eco-system?	<ul style="list-style-type: none"> <li>• Reported contribution of the project to institutional development, new institutions, governance systems, procedures, or capacities.</li> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Reports, project surveys, minutes from consultations, workshop reports, monitoring report(s).</p> <p><u>Interviews:</u> ILO staff, constituents, stakeholders.</p>

<p>F.3 What are the areas where the ILO's long-term engagement is necessary in the country beyond the project duration? What are the measures taken to enable the long-term engagement, such as strengthening of the ILO's presence in the country and expansion of partnerships?</p>	<ul style="list-style-type: none"> <li>• Evidence of progress on national and sectoral development agendas and remaining needs.</li> <li>• Reported gaps and pending needs.</li> <li>• Perception of ILO staff and constituents.</li> </ul>	<p><u>Desk review:</u> Reports, project surveys, country assessments, PRODOC, monitoring report(s). <u>Interviews:</u> ILO staff, constituents.</p>
<p><b>CHALLENGES, POTENTIAL GOOD PRACTICES, LESSONS LEARNED AND SPECIFIC RECOMMENDATIONS FOR THE FORMULATION OF NEW PHASES</b></p>		
<p><b>Key questions</b></p>	<p><b>Suggested measures or evidence</b></p>	<p><b>Suggested sources and methods</b></p>
<p>G.1 What good practices and lessons learned can be extracted from the different phases of the project that can be applied to similar future projects?</p>	<ul style="list-style-type: none"> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s). <u>Interviews:</u> ILO staff, constituents, external partners, target beneficiaries; including women.</p>
<p>G.2 What were the main challenges identified? How were these different from the risk assumptions? What were the mitigation steps taken?</p>	<ul style="list-style-type: none"> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s). <u>Interviews:</u> ILO staff, constituents, external partners, target beneficiaries; including women.</p>
<p>G.3 What are the recommendations for future similar projects?</p>	<ul style="list-style-type: none"> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s). <u>Interviews:</u> ILO staff, constituents, external partners, target beneficiaries; including women.</p>
<p>G.4 What are the challenges, lessons learned and the recommendations regarding the cross-cutting issues of gender equality, social dialogue?</p>	<ul style="list-style-type: none"> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s). <u>Interviews:</u> ILO staff, constituents, external partners, target beneficiaries; including women.</p>
<p>G.5 What have been the timeliness, relevance, and lessons learned in relation to the Project's response to the challenges encountered during Qatar's hosting of the World Cup?</p>	<ul style="list-style-type: none"> <li>• Perception of ILO staff, constituents, partners and stakeholders of impact/likely impact.</li> <li>• Evaluators' expert judgement drawing on all evidence sources.</li> </ul>	<p><u>Desk review:</u> Monitoring report(s). <u>Interviews:</u> ILO staff, constituents, external partners, target beneficiaries; including women.</p>

## ANNEX 4: RESULTS MONITORING FRAMEWORK

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
<b>Impact (Development Objective)</b> Establishment of a more comprehensive legal and policy framework, in line with international labour standards, implemented and enforced more effectively.	Comments of the CEACR on the ratified international labour standards	<ul style="list-style-type: none"> <li>Comments of the CEACR during Phase 2 were published in Feb 2023, on C111: <a href="https://www.ilo.org/public/libdoc/ceacr/2023/02/230201.pdf">Comments (ilo.org)</a></li> </ul>		<ul style="list-style-type: none"> <li>Indicator unclear (specificity and measurability).</li> <li>Comments from the CEACR on C111 acknowledge achievements but call for further actions.</li> </ul>	<ul style="list-style-type: none"> <li>Inconclusive.</li> </ul>
	Amended labour laws / decrees lead to an improvement in working and living conditions	<ul style="list-style-type: none"> <li>Overall, 86% of workers said that the reforms have had a positive impact on workers' lives. <i>Source: SESRI, 2022.</i></li> </ul>	<ul style="list-style-type: none"> <li>The project commissioned SESRI to conduct a survey of 1,036 low-wage workers in 2022. The focus was on the impact of the minimum wage, and the findings were presented to the Minimum Wage Commission in February 2023.</li> </ul>	<ul style="list-style-type: none"> <li>No baseline.</li> <li>Evaluation informants reported improvement in working and living conditions of migrant workers, with room for further progress.</li> </ul>	<ul style="list-style-type: none"> <li>Achieved.</li> </ul>
<b>Outcome 1 - Labour market &amp; labour migration</b>	Number of male and female workers who changed jobs locally,	<ul style="list-style-type: none"> <li>From September 2020 to August 2023, a total of 632,673 applications to</li> </ul>	<ul style="list-style-type: none"> <li>In comparison, in 2018, 8,653 workers changed employers.</li> </ul>	<ul style="list-style-type: none"> <li>No target.</li> <li>Data not disaggregated per</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>



Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
governance are strengthened	disaggregated according to gender, sector, occupation	change jobs have been approved by the Ministry of Labour (MOL). Approximately 13 per cent of the total number of workers who changed jobs in 2023 were female.	<ul style="list-style-type: none"> <li>Between September 2019 and August 2020, 17,843 workers changed employers.</li> <li>Between October 2020 and October 2021, out of a total of 344,774 requests to change jobs, 242,870 (70%) were approved, 99,814 were rejected (29%) and 2,090 were still being processed.</li> <li>From November 2020 to August 2022, out of a total of 532,290 applications to change jobs, 348,455 (65%) were approved and 183,835 (35%) were rejected.</li> <li>From September 2020 – August 2023, since the laws enabling labour mobility were adopted, there have been 967,305 applications to change jobs; out of which 632,673 (66%) applications were approved and 333,632 (34%) were rejected.</li> <li>Average number of days to process an Employment Change (EC) request: <ul style="list-style-type: none"> <li>August 2021 (22 days)</li> <li>August 2022 (17 days)</li> <li>August 2023 (6 days)</li> </ul> </li> </ul>	sector and occupation.	
	Number of female and male workers who	<ul style="list-style-type: none"> <li>The platform was introduced during COVID.</li> </ul>	<ul style="list-style-type: none"> <li>During COVID, companies were laying off workers they</li> </ul>	<ul style="list-style-type: none"> <li>No target.</li> </ul>	<ul style="list-style-type: none"> <li>Inconclusive</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
	found a new job through the QCCI-MOL platform	The project has not received any update from MOL-QCCI on whether the platform remained used and how functional it is after the pandemic.	couldn't afford, and other companies needed to hire workers but couldn't bring them in from abroad. This platform proved useful for matchmaking.	<ul style="list-style-type: none"> <li>Quantitative data missing.</li> <li>Measurability of indicator unclear.</li> </ul>	
<b>Output 1.1 – Enhanced active and inclusive labour market policies that contribute to a more competitive and knowledge-based economy</b>	Procedural changes and tools supporting labour market mobility adopted	<ul style="list-style-type: none"> <li>MOL adopted various procedural changes to the EC system based on the recommendations put forth and discussions held.</li> <li>MOL discussed the recommendations with Mol. Some procedural changes have been introduced to the absconding reporting system, based on the recommendations put forth, that addresses some of the challenges of unscrupulous employers abusing the system</li> </ul>	<ul style="list-style-type: none"> <li>Draft Ministerial Decision prepared on non-compete clauses, following analysis and international presented.</li> <li>Technical brief with specific recommendations on procedural and legal amendments to reduce abuse of the absconding law submitted.</li> <li>Communication materials on NOC procedures updated and disseminated. Proposals prepared on further communication materials and submitted to MOL.</li> </ul>	<ul style="list-style-type: none"> <li>Specificity and measurability of the indicator are limited.</li> </ul>	<ul style="list-style-type: none"> <li>Achieved.</li> </ul>
	Strategy on expanding and improving job-matching platform developed	<ul style="list-style-type: none"> <li>Pending.</li> </ul>	<ul style="list-style-type: none"> <li>The MOL has prioritized investment in other systems besides this platform.</li> </ul>	<ul style="list-style-type: none"> <li>Unclear if activity was delayed or dropped.</li> </ul>	<ul style="list-style-type: none"> <li>Not achieved.</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
<b>Output 1.2 - Labour migration governance measures contribute to safe, regular, and orderly migration</b>	Recommendations to improve effectiveness of Qatar Visa Centres provided	<ul style="list-style-type: none"> <li>A number of recommendations have been adopted, including the sharing of videos and communication materials at the QVC; and regarding recruitment fees, banners in the QVCs and the appointment slip provided to workers cite that QVC costs should not be paid by the worker.</li> </ul>	<ul style="list-style-type: none"> <li>The ILO Office has made a number of recommendations on how to enhance QVC services, drawing from the training provided to QVC staff, and feedback from unions and CSOs in countries of origin.</li> </ul>	<ul style="list-style-type: none"> <li>Achievements above indicator/target.</li> </ul>	<ul style="list-style-type: none"> <li>Achieved.</li> </ul>
	Procedural reforms related to licensing and monitoring recruitment agencies adopted	<ul style="list-style-type: none"> <li>Recommendations of the mapping discussed with MOL.</li> <li>Training of recruitment agencies in progress.</li> </ul>	<ul style="list-style-type: none"> <li>Mapping of procedural process conducted; good global practices of licensing, monitoring, and enforcing private recruitment agencies shared with MOL.</li> <li>Project will continue to advocate for the development and adoption of licensing standards and an inspection protocol, and on legislative reforms</li> </ul>		<ul style="list-style-type: none"> <li>In progress.</li> </ul>
<b>Output 1.3 - Enhanced knowledge-based to inform legislative and policy measures providing protection for all</b>	Standard contract for workers covered by the Labour Law revised and adopted	<ul style="list-style-type: none"> <li>Deprioritized. No progress.</li> </ul>	<ul style="list-style-type: none"> <li>In 2019, the ILO Office reviewed the standard contract for workers covered by the Labour Law in line with international labour standards. For the second phase of the project, the ILO Office aimed to</li> </ul>	<ul style="list-style-type: none"> <li>Unclear if activity was delayed or dropped.</li> </ul>	<ul style="list-style-type: none"> <li>Not achieved.</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
workers, including domestic workers			support MOL to adopt a revised standard contract based on the recommendations provided. However, MOL decided not to prioritize this at this time, due to other more pressing changes.		
	New system of wage protection for domestic workers designed	<ul style="list-style-type: none"> <li>ILO prepared a concept note for a feasibility study about extending the WPS to domestic workers, on a voluntary basis to start with.</li> <li>Discussed with MOL at different levels.</li> </ul>	<ul style="list-style-type: none"> <li>Discussed with MOL at different levels. The possibility of extending the WPS to domestic workers is also being discussed by MOL and Central Bank, among others.</li> </ul>	<ul style="list-style-type: none"> <li>Indicator not specific and difficult to measure.</li> <li>Deliverables submitted to MOL for decision making.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
	Number of public clients incorporating labour rights, including fair recruitment, into their procurement practices	<ul style="list-style-type: none"> <li>MOL and Ministry of Finance are discussing the development of standard clauses on labour rights to be incorporated in public tenders.</li> </ul>	<ul style="list-style-type: none"> <li>ILO – MOL completed a study on embedding labour rights, including fair recruitment, into public procurement practices. The study makes recommendations principally aimed at the procurement departments of public institutions.</li> </ul>	<ul style="list-style-type: none"> <li>No target.</li> <li>Deliverables submitted to MOL for decision making.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
<b>Outcome 2 - Enforcement of labour laws and</b>	Extent to which workers' living and working conditions (wages, hours,	<ul style="list-style-type: none"> <li>The median basic wage was QR 1,400 for men, and QR 1,000 for women. The median net income</li> </ul>	<ul style="list-style-type: none"> <li>The average wage was higher among women, but the median wage was higher for men.</li> </ul>	<ul style="list-style-type: none"> <li>Some evidence of progress.</li> <li>Indicator has limited specificity</li> </ul>	<ul style="list-style-type: none"> <li>In progress</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status																		
access to justice enhanced	accommodation, change of employers, etc.) align with the labour legislation	(basic wage + overtime) is QR 1,600 (QR 1,650 for men, and QR 1,350 for women).		<p>and measurability (SMART).</p> <ul style="list-style-type: none"> <li>Source of data is a study in 2022 commissioned by the project to SESRI. It involved a survey of 1,036 low-wage workers. The focus was on the impact of the minimum wage, and the findings were presented to the Minimum Wage Commission in February 2023. Data was not made public but was consulted by the evaluation.</li> </ul>																			
Output 2.1 – Capacity of Labour Inspection Department enhanced to promote compliance more effectively with the Labour Law	Number of violations detected by the Wage Protection System (decreases)	<table border="1"> <thead> <tr> <th>Year</th> <th>Number of companies blocked by WPS</th> <th>Number of violation reports issued</th> </tr> </thead> <tbody> <tr> <td>2019</td> <td>48,328</td> <td>2,318</td> </tr> <tr> <td>2020</td> <td>25,200</td> <td>3,360</td> </tr> <tr> <td>2021</td> <td>27,441</td> <td>3,102</td> </tr> <tr> <td>2022</td> <td>28,266</td> <td>7,769</td> </tr> <tr> <td>Aug 2023</td> <td>29,053</td> <td>2,927</td> </tr> </tbody> </table>	Year	Number of companies blocked by WPS	Number of violation reports issued	2019	48,328	2,318	2020	25,200	3,360	2021	27,441	3,102	2022	28,266	7,769	Aug 2023	29,053	2,927	<ul style="list-style-type: none"> <li>Since 2020, the MOL has prepared annual labour inspection reports in line with their reporting obligations under Convention 81 on Labour Inspection. The report for 2022 has not yet been submitted. Data to be added.</li> </ul>	<ul style="list-style-type: none"> <li>No target.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
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	Number of violations of working conditions / OSH detected by labour inspectors in the field (increases)	<table border="1"> <thead> <tr> <th rowspan="2">Inspection outcome</th> <th colspan="2">2019</th> <th colspan="2">2021</th> </tr> <tr> <th>Labour Inspection Section</th> <th>OSH Section</th> <th>Labour Inspection Section</th> <th>OSH Section</th> </tr> </thead> <tbody> <tr> <td>Acceptable</td> <td>18,620</td> <td>11,737</td> <td>14,225</td> <td>9,871</td> </tr> <tr> <td>Guidance and advice</td> <td>39</td> <td>3,470</td> <td>128</td> <td>5,548</td> </tr> <tr> <td>Violation</td> <td>3,104</td> <td>6,872</td> <td>5,043</td> <td>5,075</td> </tr> <tr> <td><b>Total</b></td> <td><b>21,763</b></td> <td><b>22,079</b></td> <td><b>19,396</b></td> <td><b>20,494</b></td> </tr> </tbody> </table> <table border="1"> <thead> <tr> <th>2021 - Violations</th> <th>Labour Inspection</th> <th>OSH</th> </tr> </thead> <tbody> <tr> <td>Warning for correction</td> <td>1,600</td> <td>4,567</td> </tr> <tr> <td>Ban</td> <td>285</td> <td>12</td> </tr> <tr> <td>Infringement report</td> <td>3,145</td> <td>1</td> </tr> <tr> <td>Partial shutdown</td> <td>2</td> <td>89</td> </tr> <tr> <td>Complete shutdown</td> <td>2</td> <td>406</td> </tr> </tbody> </table>	Inspection outcome	2019		2021		Labour Inspection Section	OSH Section	Labour Inspection Section	OSH Section	Acceptable	18,620	11,737	14,225	9,871	Guidance and advice	39	3,470	128	5,548	Violation	3,104	6,872	5,043	5,075	<b>Total</b>	<b>21,763</b>	<b>22,079</b>	<b>19,396</b>	<b>20,494</b>	2021 - Violations	Labour Inspection	OSH	Warning for correction	1,600	4,567	Ban	285	12	Infringement report	3,145	1	Partial shutdown	2	89	Complete shutdown	2	406	<ul style="list-style-type: none"> <li>Since 2020, the MOL has prepared annual labour inspection reports in line with their reporting obligations under C81 on Labour Inspection. In 2022, the Ministry began reporting monthly inspection figures on social media.</li> </ul>	<ul style="list-style-type: none"> <li>No target.</li> <li>No data for P2.</li> </ul>	<ul style="list-style-type: none"> <li>Inconclusive.</li> </ul>
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<b>Output 2.2 - Enhanced commitment to Occupational Safety and Health (OSH) at all levels, leading to more effective prevention of accidents</b>	Harmonized data on occupational injuries collected from different sources	<ul style="list-style-type: none"> <li>Centralized platform expected to be operational by Q4 2023.</li> </ul>	<ul style="list-style-type: none"> <li>MOU signed between MOL and the Ministry of Public Health (MOPH), to improve the collection and exchange of data and statistics, enhance joint operations, and create a unified national database of occupational accidents and deaths</li> <li>MOL and ILO have participated in an inter-agency task force on OSH data, chaired by the MOPH. Minimum Data Sets (MDSs) prepared to harmonize data points and definitions among key ministries and institutions.</li> <li>A tender went out in September 2022 to develop and implement the program for a "National Healthcare</li> </ul>		<ul style="list-style-type: none"> <li>In progress.</li> </ul>																																															

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			Incident Reporting and Learning System". This centralized platform is expected to be operational by Q4 2023.																											
<b>Output 2.3 - Capacity of Labour Relations Department enhanced to improve access to justice mechanisms and processes</b>	Mean number of days for complainants to complete conciliation and adjudication (Dispute Settlement Committees) processes	<ul style="list-style-type: none"> <li>No monitoring and reporting.</li> <li>Available data regards number of complaints and handling. Number of complaints:               <ul style="list-style-type: none"> <li>Oct. 2020-Oct. 2021: 24,650</li> <li>Oct. 2021-Oct. 2022: 34,425</li> <li>2022: 31,548</li> <li>2023 (to June): 13,222</li> </ul> </li> </ul> <table border="1"> <thead> <tr> <th>Period</th> <th>October 2020 - October 2021</th> <th>October 2021 - October 2022</th> <th>2022</th> <th>2023 (to June 2023)</th> </tr> </thead> <tbody> <tr> <td>Number of complaints</td> <td>24,650</td> <td>34,425</td> <td>31,548</td> <td>13,222</td> </tr> <tr> <td>Proportion of complaints settled before DSCs</td> <td>75%</td> <td>66.5%</td> <td>95%</td> <td>62%</td> </tr> <tr> <td>Proportion of complaints sent to DSCs</td> <td>24%</td> <td>30.7%</td> <td>19.5%</td> <td>19%</td> </tr> <tr> <td>Proportion of complaints under review</td> <td>1%</td> <td>2.8%</td> <td>0.11%</td> <td>18%</td> </tr> </tbody> </table>	Period	October 2020 - October 2021	October 2021 - October 2022	2022	2023 (to June 2023)	Number of complaints	24,650	34,425	31,548	13,222	Proportion of complaints settled before DSCs	75%	66.5%	95%	62%	Proportion of complaints sent to DSCs	24%	30.7%	19.5%	19%	Proportion of complaints under review	1%	2.8%	0.11%	18%	<ul style="list-style-type: none"> <li>The Government is not able to provide a definitive figure on the number of days to resolve cases, as it depends very much on the nature of the case. The law sets the following targets: holding a conciliation meeting within 7 days of the complaint being lodged; when cases are referred the Secretariat of the DSC, the hearing should take place within 7 days; and a decision should be issued within 3 weeks of the initial hearing.</li> </ul>	<ul style="list-style-type: none"> <li>Measurability of indicator is unclear (SMART).</li> <li>Indicator formulated without target.</li> <li>No data.</li> </ul>	<ul style="list-style-type: none"> <li>Inconclusive.</li> </ul>
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	Operational processes of the Workers Support and Insurance Fund (WSIF) are streamlined and clarified	<ul style="list-style-type: none"> <li>In April 2022, legislation was adopted that increased the efficiency and flexibility of the Fund.</li> </ul>	<ul style="list-style-type: none"> <li>The Workers 'Support and Insurance Fund disbursed QAR 14 million to 5,500 workers in 2020, and until September 2022, the fund had disbursed QAR 1,16 billion.</li> </ul>	<ul style="list-style-type: none"> <li></li> </ul>	<ul style="list-style-type: none"> <li>Achieved.</li> </ul>																									

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<b>Output 2.4 – Enhance capacity to more effectively combat forced labour and human trafficking</b>	Number of potential cases of forced labour and trafficking investigated by the authorities	<table border="1"> <thead> <tr> <th></th> <th>Sex trafficking</th> <th>Forced labour</th> <th>Violating domestic workers law</th> </tr> </thead> <tbody> <tr> <td>2020</td> <td>1</td> <td>1</td> <td></td> </tr> <tr> <td>2021</td> <td>2</td> <td>2</td> <td>1</td> </tr> <tr> <td>2022</td> <td></td> <td>8</td> <td></td> </tr> <tr> <td>2023</td> <td>2</td> <td>8</td> <td></td> </tr> </tbody> </table>		Sex trafficking	Forced labour	Violating domestic workers law	2020	1	1		2021	2	2	1	2022		8		2023	2	8		<ul style="list-style-type: none"> <li>Source: US State Department, annual reports on trafficking in persons</li> </ul>	<ul style="list-style-type: none"> <li>Indicator designed without target.</li> <li>No cases of trafficking for forced labour prosecuted until 2020.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
		Sex trafficking	Forced labour	Violating domestic workers law																					
2020	1	1																							
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Number of potential victims of forced labour and human trafficking accessing governmental shelter support	<table border="1"> <thead> <tr> <th></th> <th>Sex trafficking</th> <th>Forced labour</th> </tr> </thead> <tbody> <tr> <td>2020</td> <td colspan="2">10</td> </tr> <tr> <td>2021</td> <td colspan="2">35</td> </tr> <tr> <td>2022</td> <td colspan="2">5</td> </tr> <tr> <td>2023</td> <td>2</td> <td>31</td> </tr> </tbody> </table>		Sex trafficking	Forced labour	2020	10		2021	35		2022	5		2023	2	31	<ul style="list-style-type: none"> <li>Source: US State Department, annual reports on trafficking in persons</li> </ul>	<ul style="list-style-type: none"> <li>Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>						
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<b>Outcome 3 - Workers' Voice and Social Dialogue promoted</b>	Labour-management relations at the enterprise level improved	<ul style="list-style-type: none"> <li>National capacities improved <ul style="list-style-type: none"> <li>Dedicated section/team established in MOL to promote enterprise-level social dialogue.</li> <li>Joint committees fully integrated into the MOL's e-governance platform.</li> </ul> </li> <li>Enterprise-level capacities improved <ul style="list-style-type: none"> <li>Representative JCs established in enterprises</li> </ul> </li> </ul>		<ul style="list-style-type: none"> <li>Evidence of institutional development collected by the project used as proxy indicator.</li> <li>Indicator formulated as an outcome statement.</li> <li>Evidence of improvements collected by the evaluation limited to joint committees.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>																				



Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status																																												
		<ul style="list-style-type: none"> <li>Companies supported by MOL and ILO to develop policies and procedures on information and consultation, grievance management, and DEI.</li> </ul>																																															
	Number of tripartite consultations on policies and programmes convened at the public client and national levels ahead of their adoption	<ul style="list-style-type: none"> <li>No tripartite consultations have taken place.</li> </ul>	<ul style="list-style-type: none"> <li>There is not yet a mechanism in which representative workers can participate in such discourse, alongside the Government and the employers' organization (QCCI). The MOL have agreed in principle to a mechanism, put forward by the project, for engaging workers in the discussions on the minimum wage.</li> </ul>	<ul style="list-style-type: none"> <li>No target.</li> </ul>	<ul style="list-style-type: none"> <li>Not achieved.</li> </ul>																																												
<b>Output 3.1 - Enhanced mechanisms to facilitate social dialogue result in sound industrial relations, including through joint committees</b>	Number of joint committees established, by sector	<table border="1"> <thead> <tr> <th>Sector</th> <th>JCs</th> <th>Workers' reps</th> <th>Total w</th> </tr> </thead> <tbody> <tr> <td>Hotels</td> <td>41</td> <td>424</td> <td>N/A</td> </tr> <tr> <td>Cleaning</td> <td>6</td> <td>19</td> <td>1,994</td> </tr> <tr> <td>Facilities</td> <td>13</td> <td>42</td> <td>3,065</td> </tr> <tr> <td>Transport</td> <td>2</td> <td>22</td> <td>11,781</td> </tr> <tr> <td>Landscaping</td> <td>3</td> <td>28</td> <td>4,101</td> </tr> <tr> <td>Catering</td> <td>1</td> <td>3</td> <td>218</td> </tr> <tr> <td>Security</td> <td>4</td> <td>13</td> <td>1,068</td> </tr> <tr> <td>Retail</td> <td>1</td> <td>15</td> <td>2,005</td> </tr> <tr> <td>Construction</td> <td>1</td> <td>12</td> <td>5,561</td> </tr> <tr> <td><b>Total</b></td> <td><b>72</b></td> <td><b>578</b></td> <td><b>29,665</b></td> </tr> </tbody> </table>	Sector	JCs	Workers' reps	Total w	Hotels	41	424	N/A	Cleaning	6	19	1,994	Facilities	13	42	3,065	Transport	2	22	11,781	Landscaping	3	28	4,101	Catering	1	3	218	Security	4	13	1,068	Retail	1	15	2,005	Construction	1	12	5,561	<b>Total</b>	<b>72</b>	<b>578</b>	<b>29,665</b>		<ul style="list-style-type: none"> <li>No target.</li> <li>Indicator does not reflect the extent to which the JCs are active.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
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	Number of Central Labour Management Consultation Committees (Tashawor) established	<ul style="list-style-type: none"> <li>Two sub-Committees set up in 2021 <ul style="list-style-type: none"> <li>Social Services</li> <li>Women</li> </ul> </li> </ul>		<ul style="list-style-type: none"> <li>Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>																																												

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
		<ul style="list-style-type: none"> <li>The 10th CLMCC or Tashawor meeting at Qatar Foundation took place in August 2023.</li> </ul>			
	Number of Taawon (national social dialogue platform) meetings held	<ul style="list-style-type: none"> <li>Two meetings held.</li> </ul>	<ul style="list-style-type: none"> <li>In May 2022, the ILO, MOL, and the ITC held a training for Taawon members on consensus-building skills and negotiation.</li> <li>In August 2022, a consultation was organized to review and provide feedback on the guidance on fair recruitment and due diligence of suppliers and service providers.</li> </ul>	<ul style="list-style-type: none"> <li>Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
	Number of workplace dispute prevention and resolution pilots implemented	<ul style="list-style-type: none"> <li>Discrimination and violence and harassment: An unspecified number of companies supported in the development of policies and procedures.</li> </ul>	<ul style="list-style-type: none"> <li>Grievance mechanisms: 24 companies planned for changes to their grievance procedures and policies.</li> </ul>	<ul style="list-style-type: none"> <li>Measurability of indicator unclear (SMART)</li> <li>Evidence of progress but no data to report on the indicator.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>
<b>Output 3.2 - Enhanced cooperation with employers' organizations contributing to a more competitive</b>	Tools for companies are developed and disseminated	<ul style="list-style-type: none"> <li>Five training modules (a sixth one expected in 2023) developed for JC representatives.</li> <li>Guidance tool for fair recruitment and due diligence among suppliers</li> </ul>	<ul style="list-style-type: none"> <li>Casebook being prepared with Qatar University's College of Business and Economics on promising practices from within Qatar on responsible business conduct.</li> </ul>	<ul style="list-style-type: none"> <li>Indicator not specific.</li> </ul>	<ul style="list-style-type: none"> <li>Achieved.</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
and dynamic private sector		<p>and service providers was adapted from a focus just on the hospitality sector, to cover all sectors.</p> <ul style="list-style-type: none"> <li>• Checklist for labour rights due diligence developed for employers with a smaller footprint.</li> <li>• Inputs provided to the Starter Kit for Due Diligence for national football associations participating in the 2022 World Cup.</li> </ul>	<ul style="list-style-type: none"> <li>• Work underway to support the development of a focus area on business and human rights at QU's CBE.</li> </ul>		
	Trainings organized for companies in a number of sectors	<ul style="list-style-type: none"> <li>• Trainings delivered to JC representatives in the hotels, security, facilities management, construction and transport sectors.</li> <li>• Training delivered to representatives of Qatar Foundation's Women's Sub-Committee.</li> <li>• Training delivered to 23 representatives (students, staff and faculty members) from 2 Qatari universities.</li> <li>• Training held with 12 representatives from the retail sector.</li> </ul>		<ul style="list-style-type: none"> <li>• Indicator not specific.</li> </ul>	<ul style="list-style-type: none"> <li>• Achieved.</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
	Number of joint activities with companies and employers' organizations	<ul style="list-style-type: none"> <li>• Meetings with foreign business councils of several countries (France, Germany, India, Nepal, Switzerland, UK and US).</li> <li>• Roundtable held with MOL, QCCI, ILO and representatives of the international business community, to discuss the labour reforms.</li> <li>• Roundtable with representatives of CSR professionals, foreign business councils, IHRB and NYU Stern.</li> <li>• Meeting with human resource managers from the French business community.</li> <li>• Meetings and information sessions organized with a number of actors in the facilities management sector, the retail sector, the oil and gas sector, and the security sector.</li> </ul>		<ul style="list-style-type: none"> <li>• Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>• In progress.</li> </ul>
	Number of employers participating in sectoral working groups	<ul style="list-style-type: none"> <li>• Management representatives participated in the CLMCC-Hotel meetings</li> </ul>		<ul style="list-style-type: none"> <li>• Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>• In progress.</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
		<ul style="list-style-type: none"> <li>o 15 participants in the founding meeting (10 male and 5 female)</li> <li>o 17 in the meeting on forced labour (12 male and 5 female)</li> </ul>			
<b>Output 3.3 - Strengthened dialogue among the national constituents and international social partners</b>	Semi-annual dialogues and steering committee meetings with IOE, ITUC and other GUFs convened to provide strategic technical guidance to the project	<ul style="list-style-type: none"> <li>• Strategic discussions with MOL, ILO, ITUC , GUFs in October 2021, March 2022 October 2022 September 2023.</li> <li>• Strategic discussion with QCCI and IOE in November 2021.</li> </ul>		<ul style="list-style-type: none"> <li>• No meeting in March 2023.</li> </ul>	<ul style="list-style-type: none"> <li>• Achieved.</li> </ul>
<b>Outcome 4 - International cooperation and exchange of experience are enhanced</b>	Number of instances in which other countries have been influenced by Qatar experiences	<ul style="list-style-type: none"> <li>• No quantitative monitoring of Qatar's influence.</li> </ul>	<ul style="list-style-type: none"> <li>• Evidence of Qatar's experience informing other countries (e.g. heat stress, fair recruitment, labour inspection, and Joint Committees)</li> </ul>	<ul style="list-style-type: none"> <li>• Assess Specificity of the indicator and Measurability (SMART).</li> <li>• Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>• In progress.</li> </ul>
<b>Output 4.1 - International experience and best practice is contextualized and used to inform Qatar's labour reform agenda</b>	Number of bilateral activities organized with partner countries	<ul style="list-style-type: none"> <li>• Cooperation activities with Sweden, France, the Netherlands, UK, and Singapore.</li> </ul>		<ul style="list-style-type: none"> <li>• Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>• In progress.</li> </ul>

Results chain	Indicators	Achievements	Project comments (highlights)	Evaluation comments	Status
<b>Output 4.2 - Enhanced position of Qatar as a regional leader in adopting and implementing forward-looking labour reforms</b>	Number of regional and global events organized by and with the Government of Qatar (in Doha, Geneva, or New York)	<ul style="list-style-type: none"> <li>Fifteen (15) events reported.</li> </ul>		<ul style="list-style-type: none"> <li>Indicator designed without baseline and target.</li> </ul>	<ul style="list-style-type: none"> <li>In progress.</li> </ul>

## ANNEX 5: GOOD PRACTICES

### ILO Emerging Good Practice

PROJECT TITLE: TECHNICAL COOPERATION PROGRAMME IN QATAR PHASE 2

PROJECT TC/SYMBOL: 108205 – QAT/21/01/QAT

NAME OF EVALUATOR: PATRICK BREARD AND NAHLA HASSAN

DATE: 23 OCTOBER 2023

*THE FOLLOWING EMERGING GOOD PRACTICE HAS BEEN IDENTIFIED DURING THE COURSE OF THE EVALUATION. FURTHER TEXT CAN BE FOUND IN THE FULL EVALUATION REPORT.*

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	The project was able to build on the relationships and connections from Phase 1 which helped promote the role of the ILO and awareness about the TCP. Engagement with different stakeholders such as academia, rights organisations, diplomatic missions ensured an ongoing support to labour reforms.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	This is a good practice in a country that is new in adopting labor reforms to ensure that the wider community where the project is operating in addition to the ILO constituents are aware and aligned with the changes. It also helps to build a supportive ecosystem for the reforms. The relationships nurtured during Phase 1 continued to be important during Phase 2 allowing for clear continuity and expansion of the activities and advocacy.
<b>Establish a clear cause-effect relationship.</b>	The staff stability between Phase 1 and Phase 2 enabled the continuation of relationships with key actors. The ILO staff maintained a solid institutional memory of the relationships and were able to maintain them and build on them when/where necessary.
<b>Indicate measurable impact and targeted beneficiaries</b>	Stakeholders were well informed of the reforms and supportive of the work of the ILO. They were also promoting similar principles within their own organisations e.g. QF and QFC
<b>Potential for replication and by whom</b>	Medium. It can be replicated by the ILO in future projects elsewhere because it is focused on building a positive ecosystem to promote acceptance and awareness about the reforms. The context of Qatar is special because of the small nature of the country and its actors/stakeholders
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	ILS and ILO's Strategic Programme Framework
<b>Other documents or relevant comments</b>	

## ILO Emerging Good Practice

**PROJECT TITLE: TECHNICAL COOPERATION PROGRAMME IN QATAR PHASE 2**

**PROJECT TC/SYMBOL: 108205 – QAT/21/01/QAT**

**NAME OF EVALUATOR: PATRICK BREARD AND NAHLA HASSAN**

**DATE: 23 OCTOBER 2023**

*THE FOLLOWING EMERGING GOOD PRACTICE HAS BEEN IDENTIFIED DURING THE COURSE OF THE EVALUATION. FURTHER TEXT CAN BE FOUND IN THE FULL EVALUATION REPORT.*

GP Element	Text
<b>Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)</b>	Increased engagement with ITUC and the GUFs and CLOs helped provide support to CLOs and enabled the project to be well informed of issues affecting workers and thus enabling the project to engage in advocacy and consultation with MOL to find solutions. Engagement with ILO enabled the CLO to feel part of a system and that they are functioning within a community and not totally alone.
<b>Relevant conditions and Context: limitations or advice in terms of applicability and replicability</b>	The ILO Project Office in Doha maintained a close working relationship with all constituents. The bi-annual meetings and regular exchange with the ITUC and the GUFs enabled a relationship of understanding and collaboration. This was reflected in the relationship between the ILO project office and the CLO enabling a collaborative approach and regular flow of information that helped increase the abilities of the CLO and promoted access to justice for workers' grievances.
<b>Establish a clear cause-effect relationship.</b>	Increasing collaboration and communication between the CLOs and the project office in Doha ensured awareness of the TCP of workers grievances and enabled better advocacy efforts to help resolve key issues. It also enabled the CLO to feel supported and functioning within a system and not alone in their engagement with workers.
<b>Indicate measurable impact and targeted beneficiaries</b>	CLOs maintained that the engagement with the TCP during Phase 2 was more conducive to promoting the rights of workers.
<b>Potential for replication and by whom</b>	Medium. Qatar context is special because of the absence of trade unions. CLOs partially fill this gap by increasing engagement with workers, supporting the collection of grievances and coordinating with the ILO and MOL for resolving these grievances. This is traditionally one of the roles of trade unions. Hence the context in Qatar is very particular.
<b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b>	ILS



<b>Other documents or relevant comments</b>	
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## ANNEX 6: LESSONS LEARNED

PROJECT DC/SYMBOL: 108205 – QAT/21/01/QAT

Name of Evaluator: Patrick Breard, Nahla Hassan

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Strengthening Awareness to Promote Reforms
<b>Brief description of lessons learned</b> (link to specific action or task)	The amplitude of the reforms initiated prior and during the first phase of the TCP implied a scope of change that was perceived as “societal” and cannot be implemented overnight. ILO needs to strengthen work on the implementation of the dismantling of the kafala.
<b>Context and any related preconditions</b>	Increasing society buy-in and employers adherence to the new reforms require the coordination between the communication efforts of the ILO and the efforts of the GoQ to strengthen the messaging and the dissemination campaigns.
<b>Targeted users / Beneficiaries</b>	ILO Doha Project Office; Government of Qatar.
<b>Challenges /negative lessons - Causal factors</b>	While as a system it has been dismantled legally, there remains many challenges for the implementation of the law including awareness about the abolishment of the NOC that continues to be requested by employers.
<b>Success / Positive Issues - Causal factors</b>	There is a need for raising awareness about the law as well as addressing the employer-worker relationship to increase coordination and collaboration.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Resources, design, implementation

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	ILO needs to support MOL re-structuring efforts
<b>Brief description of lessons learned</b> (link to specific action or task)	MOL has a large role to play in clarifying the new laws and approaches. The new structuring of the MOL departments require additional support related to communication and dissemination of information which would help MOL propagate information about labour mobility, fair recruitment, and other reform.
<b>Context and any related preconditions</b>	Increasing support to the MOL communication and public information departments to help them increase knowledge about the new laws and procedures
<b>Targeted users / Beneficiaries</b>	Government of Qatar; ILO Doha Project Office
<b>Challenges /negative lessons - Causal factors</b>	There continues to be limited awareness about the changes that the reform brought. Hence the implementation needs more strengthening including the strengthening of communication and dissemination as well as inspections.
<b>Success / Positive Issues - Causal factors</b>	Many companies and businesses have started to implement the reforms, but a lot more still needs to be done to ensure complete adherence to the new policies and procedures especially regarding changing jobs.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Resources, design, implementation

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Increased coordination and collaboration between Doha Project office, MOL, and sending countries
<b>Brief description of lessons learned</b> (link to specific action or task)	The reach and impact of communication materials remain unclear. This is partially because of limited coordination with the Government about their communication objectives, the perceived challenges, etc. The joint distribution (rather than just on the ILO channels) of some of these educational and informative materials among workers and employers would have maximized awareness of the newly adopted legislation. The TCP did share all these materials with embassies, NGO partners and ILO offices in countries of origin. Additionally, enhanced technical cooperation with ILO offices in sending countries could have amplified the impact of communication products, particularly during pre-departure briefings that migrant workers receive.
<b>Context and any related preconditions</b>	Improved coordination with the Government (MOL PR Department and Government Communication Office) to create more media friendly content in Arabic and better distribute the existing outputs with local outlets could have contributed to improving the receptiveness of the labour reforms among some parts of society – both employers in the private sector and employers of domestic workers.
<b>Targeted users / Beneficiaries</b>	ILO Doha Project Office
<b>Challenges /negative lessons - Causal factors</b>	Limited receptiveness and awareness about the reforms amongst employers in the private sector and employers of domestic workers due to lack of adequate communication. Lack of awareness amongst workers especially new arrivals in Qatar due to limited awareness raising during pre-departure briefings in sending countries.
<b>Success / Positive Issues - Causal factors</b>	-
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Resources, design, implementation

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Engagement of Employers in the Reform process
<b>Brief description of lessons learned</b> (link to specific action or task)	Emphasis on perspectives of employers’ organizations is imperative to ensure the adoption and implementation of the legislation reform measures and plans, and special attention should be given to the implications on the business community and wider economic context within the country. In doing so, the technical support and involvement of the ACTEMP is essential to encourage the engagement of QCCI.
<b>Context and any related preconditions</b>	It is essential to establish effective coordination and communication mechanisms with employers’ organisations in Qatar and to have a clear understanding of the roles and responsibilities.
<b>Targeted users / Beneficiaries</b>	ILO Project Office Doha – Employers Organisations
<b>Challenges /negative lessons - Causal factors</b>	Continued resistance of employers to adopt the reforms and abide by the new policies and procedures
<b>Success / Positive Issues - Causal factors</b>	-
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Resources, design, implementation

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Support to gender equality
<b>Brief description of lessons learned</b> (link to specific action or task)	The TCP did not open a dedicated window to promoting and achieving gender equality. Increased attention to the gender dimension of the labour reforms and the extent to which they reach women requires dedicated analysis. Addressing gender gaps calls for designing specific interventions and for dedicating adequate project resources and staffing, including to monitor their impact.
<b>Context and any related preconditions</b>	The TCP did not include a comprehensive set of activities and outputs aimed at improving the working conditions and wages of women. There is some momentum among national institutions for improving the situation of female workers. Impact of current initiatives is unclear.
<b>Targeted users / Beneficiaries</b>	Government of Qatar; ILO Doha Project Office
<b>Challenges /negative lessons - Causal factors</b>	Women are highly represented among domestic workers. Domestic workers cannot establish Joint Committees. Domestic workers filing a complaint face risk of retaliation. There are antagonistic historical perceptions and societal forces slowing down the adoption of labour reforms aimed at improving the situation of domestic workers.
<b>Success / Positive Issues - Causal factors</b>	In March 2022 the MOL announced the launch of the "Women's Work Group" initiative, with the participation of several State actors from ministries, the private sector, and academic institutions, to serve as a joint cooperation platform for exchanging experiences, information, best practices and research to enhance women's potential at all levels and their presence in the labor market. The Qatar Foundation (QF) of the country's first women-only sub-committee comprised of 19 women employed in seven of QF's contractors. In 2023 the Government also adopted policies that seek to enhance women's employment opportunities and is complementing this with support to bottom-up, corporate policies on gender equality.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Resources, design, implementation

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Ability of ILO Project Office to manage individual and collective access to justice cases
<b>Brief description of lessons learned</b> (link to specific action or task)	The ability to follow-up on access to justice cases within the ILO office is limited due to downsizing as well as to the volume of the cases, making it challenging to ensure adequate management of cases. It is important to consider the value added of the direct legal assistance taking in consideration that it has been impossible to follow up each case until its final resolution. Except for some high profile (and usually collective) cases, the involvement of the ILO ends at the time of communicating MOL feedback to the concerned worker.
<b>Context and any related preconditions</b>	Potential use digital solutions, including artificial intelligence, could be explored to respond in a timely manner to queries, particularly those more straightforward cases, and even to track and monitor the cases.
<b>Targeted users / Beneficiaries</b>	ILO Project Office Doha; workers
<b>Challenges /negative lessons - Causal factors</b>	Inability of the ILO Project office in Doha to follow up on all access to justice cases as a result of the absence of dedicated staff to manage the complaints and follow up on the cases. The office is only able to follow up on cases that are high profile while the regular complaints especially the individual ones are not followed up until being resolved.
<b>Success / Positive Issues - Causal factors</b>	The collective cases and high profile ones are followed up until a decision is taken because ILO staff continue to follow up with MOL and maintain open channels of communication to ensure that a decision is taken.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Resources, design, implementation

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Scaling and maximizing Joint Committees.
<b>Brief description of lessons learned</b> (link to specific action or task)	Joint Committees within the employer enterprises play a role in addressing challenges faced by workers and improving their well-being, serving as a platform where both sides can discuss issues and propose solutions. Nevertheless, they remain company specific with limited sectoral and inter-sectoral engagements. To promote their role within social dialogue there needs to be sectoral and inter-sectoral joint committees that are able to address broader labour related issues beyond company specific concerns. Joint Committee members perceive sectoral and inter-sectoral networking as having the potential to create a multiplier effect and enrich the value of Joint Committees by enabling exchanges of good practices and lessons learned.
<b>Context and any related preconditions</b>	A Joint Committee brings together equal numbers of workers and management from a company. Joint committees are established for workers to convey a problem or suggestion to worker representatives who can discuss it with management on a Joint Committee.
<b>Targeted users / Beneficiaries</b>	ILO Doha Project Office; Government of Qatar.
<b>Challenges /negative lessons - Causal factors</b>	Setting up a Joint Committee requires management buy-in and support to organize elections of workers and management representatives and to operate the Joint Committee. Joint Committee members need also to be trained on the mandate and functioning of the Joint Committee and on their role and contribution. Networking Joint Committees has not been strongly promoted by the Government of Qatar.
<b>Success / Positive Issues - Causal factors</b>	Under Qatar labour law, companies with more than 30 workers can form a Joint Committee. As of October 2023, 72 companies formed a Joint Committee. There are more than 60.000 companies (of all sizes) registered in Qatar's Wage Protection System.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	-



*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Alignment between the normative and tripartite nature of the ILO and the Technical Cooperation Programme.
<b>Brief description of lessons learned</b> (link to specific action or task)	The normative role and tripartite nature of the ILO should be promoted beyond the work of the TCP. There is an overlap between the role of the project office and the role of the ILO. The broader mandate of the ILO should be strengthened and clarified. Other government institutions and society must be aware that the ILO also provides technical advisory services related to the priorities of the national workforce and employers. This would improve the positioning of the ILO office in Qatar and enables a smoother engagement with employers and the private sector. This could also be extended to raising awareness about the SDGs in Qatar especially amongst government institutions, the private sectors, and society in general. There is a need to raise awareness, including about SDG 8 on decent work.
<b>Context and any related preconditions</b>	Qatar has ratified a small number of ILO Conventions: C029; C105; C111; C138; C182; C081.
<b>Targeted users / Beneficiaries</b>	ILO HQ; ILO ROAS; ILO Doha Project Office; Government of Qatar; Private Sector.
<b>Challenges /negative lessons - Causal factors</b>	Lack of support from national institutions for the ILO's tripartite model and for the promotion of social dialogue and call for an alternate "third way". The absence of freedom of association and trade unions and the limited ratification of ILO core conventions in Qatar will continue to cause an impediment for developing a holistic discourse around labour rights and reforms. Promoting the normative values and standards of the ILO would facilitate the work of the ILO project office and drive forward future work on reform and respect for labour rights.
<b>Success / Positive Issues - Causal factors</b>	Willingness of the ILO to expand country support and promote international labour standards.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Project design might be informed by a comprehensive national market labour analysis with identification of entry points across the ILO's range of policy and technical assistance areas.

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Programme implementation during a major event such as the World Cup.
<b>Brief description of lessons learned</b> (link to specific action or task)	The hosting of the World Cup had several effects on the project, sometimes pulling effects in different directions. On the one side it raised expectations for accelerated reforms and project outcomes, increasing the visibility on the labour sector and gaps in Qatar. On the other side it created competing priorities and additional work challenging the absorption capacity of the project team and national partners. The ILO engaged in a coordinated corporate communication process, aligning data and messages and assembling communication specialists at the global, regional and national levels throughout the event. The ILO Doha Office for example received and handled more than 130 media requests around the period of the World Cup, committing significant amount of time to raising awareness and sharing independent nuanced information with a perception of inertia and moderate benefits. Some of the communication tools were produced quite late in the process. There was limited proactive and periodic press or media briefings but more reactive presentations and meetings. However, coordinated efforts helped to mitigate potential reputational risks for the ILO and increasing knowledge and awareness about progress on labour rights in Qatar.
<b>Context and any related preconditions</b>	Some project activities were parked by the MOL due to competing priorities. In absence of tripartite or inclusive governance structure for the project, decision making was not participatory. Several informants shared their concerns about a risk for the labour reforms to slow down after the World Cup, calling for renewed visible engagement from the GOQ. The presence of a communication strategy and discussion developed between the project office in Qatar and the regional and HQ level on COMS ensured that a unified point of view is presented to all media outlets which helped ensure the credibility of the ILO work and diffuse any potential reputational risks for the Organisation.
<b>Targeted users / Beneficiaries</b>	ILO Doha Project Office; Government of Qatar.
<b>Challenges /negative lessons - Causal factors</b>	National institutions perceived that the international media and public opinion did not adequately consider and acknowledge the level of efforts, the accelerated pace of reforms, and the progresses of the country in changing the labour sector. Several evaluation informants mentioned a difficult balance to be found between maintaining pressure on the GOQ through flagging labour sector issues and shortcomings and encouraging

	change by acknowledging progress and the positive momentum of reforms.
<b>Success / Positive Issues - Causal factors</b>	Collaboration of the project with the FIFA and with national football associations was found productive and contributing to the decent work agenda, with room for prolonged partnership. Developing a media strategy during the World Cup in close coordination with DCOMS and ROAS communication department ensures the dissemination of accurate and credible information and knowledge that has helped mitigate potential reputational risks for the ILO and increasing knowledge and awareness about progress on labour rights in Qatar.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	-

*The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.*

<b>LESSON LEARNED ELEMENT</b>	Project Monitoring and Evaluation Systems
<b>Brief description of lessons learned</b> (link to specific action or task)	In complex and challenging environments, a well-designed project must have a clear Theory of Change, logical framework, M&E plan and risk analysis. This will help to ensure that the project is coherent, aligned with the desired results, and resilient to unexpected challenges. This will ensure there are defined project activities that lead to the desired results at output and outcome levels that could be periodically assessed through SMART indicators.
<b>Context and any related preconditions</b>	The initial design of the Phase 2 of the TCP did not place adequate attention on the logical framework and the development of a ToC. This created challenges in the ability of the project to monitor progress and measure results.
<b>Targeted users / Beneficiaries</b>	ILO Project Office Doha
<b>Challenges /negative lessons - Causal factors</b>	The TCP lacked clear M&E systems including a logical framework and clarity of design. This led to absence of coherence and inability to measure results. There are no targets and baselines for the different indicators making tracking of success and achievements challenging. Additionally, the project did not have dedicated staff to manage the M&E system of the project.
<b>Success / Positive Issues - Causal factors</b>	The project conducted an evaluability assessment which helped refine the logical framework but the later continued to suffer from the absence of targets and baselines for the indicators.
<b>ILO Administrative Issues</b> (staff, resources, design, implementation)	Staff, M&E

## ANNEX 7: TERMS OF REFERENCE

### I. BACKGROUND

1. In June 2014 at the International Labour Conference a complaint following procedures set out in Article 26 of the ILO Constitution was lodged against the Government of the State of Qatar for non-conformity with the Forced Labour Convention, 1930 (No. 29) and the Labour Inspection Convention, 1947 (No. 81). At the heart of this complaint were allegations that the kafala (sponsorship) system was contributing to the exploitation of migrant workers and that the inspection systems and the labour complaints systems in the country were not adequately detecting or resolving the concerns of migrant workers. As a means of addressing the concerns raised in the complaint, the ILO and Qatar agreed to implement a 3-year technical cooperation programme, to be delivered through an ILO Project Office in Doha, and monitored through annual reporting to the Governing Body (GB). Based on this agreement, the GB decided during its 331st session in October-November 2017 to close the complaint<sup>41</sup>.
2. The Technical Cooperation Project in Qatar reflects the common commitment of both the Government of Qatar and the ILO to cooperate on ensuring compliance with relevant international labour Conventions and the effective implementation of national laws and policies, particularly when it comes to the protection of the rights of migrant workers.
3. In its first phase (2017-2021), the project supported a number of reforms in the areas of wage protection and minimum wage, labour inspection and occupational safety and health, labour market mobility through dismantling the kafala system, decent work for domestic workers, forced labour, workers' representation and grievance mechanisms. Qatar's labour reform agenda made substantial strides, which was recognized by the ILO Governing Body, the Committee of Experts on the Application of Conventions and Recommendations<sup>42</sup>, and by several other international partners. [A final independent evaluation of this phase took place in 2021](#). The design was found to be well targeted towards addressing the issues raised in 2014 in the article 26 complaint against the SOQ before the ILC, thus allowing the GB to close the complaint in 2017.
4. The second phase of the project (2021-2023) builds on and consolidates the achievements of the first phase, and the project design takes into account a number of the recommendations of the independent evaluation conducted on the first phase of the project. A few other priority areas identified with the Government have also been added to the programme. The second phase of the project was developed following a series of consultations conducted between the ILO and the Government of Qatar, and its objectives are squarely in line with those set out in Qatar's National Vision 2030 and the National Development Strategy (2018-2022). An evaluability assessment was conducted within the first year of implementation and the project team has been following up on recommended actions. A midterm evaluation was planned but was not conducted due to overlap with the final evaluation and ILO's EVAL decision to focus on follow up of the EA recommendations.
5. The project supports primarily SDGs 8 (Decent work and economic growth) and 10 (Reduce inequality within and among countries). Additionally, within the framework of the ILO Programme and Budget 2020-2021 and 2022-2023, the project remains under the CPO QAT 826 (Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations) and continues to report primarily against Outcome 2 (International labour standards and authoritative and effective supervision); and secondarily against Outcome 7 (Adequate and effective protection at

<sup>41</sup> See [331st ILO Governing Body: ILO Governing Body welcomes Qatar's commitment to bolster migrant worker rights](#)

<sup>42</sup> See [CEACR Qatar country comments \(ilo.org\)](#)

work for all) through CPO QAT105 (Increased capacity of Members States to develop fair and effective labour migration frameworks institutions and services to protect migrant workers).

6. ILO is engaging and collaborating with other UN agencies present in Qatar on matters of common interest, building on its respective mandates and comparative advantages. Considering that the State of Qatar has provided a UN House to the UN agencies resident in Qatar, the ILO is engaging and collaborating with several of the UN agencies present in the country such as UNDP, UNICEF, UNESCO, IOM, and WHO. The coordination focus on matters of common interest, working towards achieving the SDGs, and building on ILO's respective mandates and comparative advantage.

The second phase focuses on the following four key pillars:

#### **A. Labour market and labour migration governance**

7. Under this pillar, labour migration governance is aimed to be made more effective by consolidating the legislative reforms and recruitment practices introduced in recent years. Recommendations are to be presented on legislative and procedural changes that could address gaps that exist or emerge in protecting workers, including domestic workers.
8. Furthermore, policy frameworks and programmatic interventions are developed to increase and diversify labour force participation for Qatari nationals, and in particular Qatari women. Following study and analysis, measures are put forward to promote greater opportunities for women in the workplace, including in management positions. This complements the efforts to attract talent from around the world, and to enable foreign workers already in Qatar to continue contributing to the country's growth.

#### **B. Enforcement of labour laws and access to justice**

9. The labour administration institutions are to be enhanced under this pillar to ensure that labour laws are appropriately enforced, and workers and employers have access to effective grievance handling processes.
10. The Labour Inspection Department adopts strategic compliance plans, with specific targets based on data and identified priorities. These also include a series of inspection and communication campaigns on specific issues that lead to immediate and tangible results. At the same time, the Department continues to invest in the training of labour inspectors and labour inspection tools, including standard operating procedures, which will yield results over the medium- and long-term.
11. The Policy on Occupational Safety and Health (OSH), adopted in 2020 by the Ministry of Labour (MOL) and the Ministry of Public Health provides the framework for the programme's work on OSH. Data collection efforts on occupational injuries continue to be strengthened and form the basis for campaigns and capacity-building to prevent occupational accidents.
12. Measures are adopted to ensure more effective dispute resolution. This includes the development of training and standard operating procedures for frontline staff of the Labour Relations Department. Workers and employers have greater access to information about the dispute resolution procedures. Technological solutions will be sought to enhance efficiency.

#### **C. Social dialogue and workers' voice**

13. Bearing in mind the absence of trade unions in Qatar, and with the view to gradually build up worker's representation and social dialogue, MOL and ILO support enterprises in establishing joint committees for effective dialogue between management and employees in line with the relevant legal procedures.

In addition, guidance is established to prevent and resolve disputes in the workplace, following a consultative process. This is rolled out through training and awareness-raising campaigns.

14. A range of tools for enterprises are developed, including in collaboration with the Qatar Chamber of Commerce and Industry. The precise tools are determined following further consultation but cover such themes as entrepreneurship, gender equality and non-discrimination, conflict resolution, skills training programmes, etc.
15. The ILO Office also facilitates biannual meetings between MOL, International Trade Union Confederation (ITUC), and the Global Union Federations, as well as between MOL, the Qatar Chamber of Commerce and Industry and the International Organization of Employers (IOE).

#### **D. International cooperation**

16. Cooperation with international partners and sharing of lessons learned has been a key area of work under the first phase of the project. Some of these exchanges have been formalized through MOUs. This has contributed to an exchange of technical knowledge, while facilitating closer bilateral relationships on labour issues and beyond. These continue to be facilitated under Phase 2 of the project. In addition, meetings (at the bilateral, regional, and global levels) are organized to share Qatar's experience with other countries.

#### **E. Management arrangements**

17. The ILO Project Office in Doha has been coordinating with the Ministry of Labour (formerly known as the Ministry of Administrative Development, Labour and Social Affairs) to implement the project.
18. The project is headed by a Chief Technical Advisor (CTA). The CTA is responsible for overall management of the project, including the delivery of the activities and outputs, representing the Office, managing human resources and the budget, etc. The CTA reports to the Regional Director and the Deputy Regional Director of the ILO Regional Office for Arab States (ROAS).
19. The CTA and the Assistant Undersecretary of MOL meet on a frequent basis, and accordingly, this cooperation guides the project on a strategic level. The strategic direction of the project is informed by the bi-annual meetings between the project team, MOL and the social partners.
20. The Project Office works collaborates with several ILO departments and branches, including NORMES, LABADMIN/OSH, FPRW, MIGRANT, WORKQUALITY, GEDI, ACTRAV, ACTEMP, DCOMM, etc. Specialists from these Departments – in Geneva and in ROAS –work with project staff and provide technical assistance on specific outputs.

## **7 II. PURPOSE AND SCOPE OF THE EVALUATION**

### **A. Evaluation Background**

21. ILO considers evaluation as an integral part of the implementation of development cooperation projects for learning and accountability. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The Regional Evaluation Officer (REO) at the ILO ROAS supports the evaluation process for all ILO projects in the region. The ILO Evaluation Office oversees adherence of independent evaluations to the ILO Evaluation Policy and assures their quality.

22. According to the project document, a final independent evaluation is now due. It will be used to assess the achievements of results, identify the main difficulties/constraints, assess the impact of the project for the targeted populations, sustainability of project interventions and formulate lessons learned and practical recommendations to inform possible future ILO technical cooperation projects. This evaluation will also look at the effect of COVID-19 and other external factors on the project's timeline and its impact on project implementation. The evaluation is being conducted early enough so that the findings of the evaluation can inform a possible third phase for the Technical Cooperation Project for the State of Qatar – Phase 3.

## B. Purpose

23. The primary purpose of the final evaluation is to assess the project's overall achievements in comparison to its planned outcomes and outputs in addition to identifying unanticipated outcomes. The evaluation also aims at generating valuable lessons learned, identifying good practices, and providing recommendations. This evaluation will consider the findings from the previous phase's evaluations, along with follow-up to relevant recommendations and account for changes in the enabling environment and context.
24. It will provide analysis at country level and will examine the relevance, effectiveness, efficiency, potential impact and sustainability of the project's current phase. The evaluation report shall reflect findings from this evaluation on the extent to which the project has achieved its stated objectives, produced the desired outputs, realized the proposed outcomes as well as the unanticipated results (positives and negative). The evaluation will consider sustainability issues and exit strategies. This evaluation will also identify strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned with recommendations. Furthermore, it will touch upon cross cutting issues such as gender equality, disability, social dialogue, international labour standards, and covid-19 in terms of challenges and opportunities for tackling the most vulnerable segments in line with guidelines and protocols set by ILO/EVAL.
25. Specifically, the evaluation will examine the following aspects:
- A. **Changes in context and review of assumptions (relevance):** Is the project's design adequate to address the problems at hand? Were the project objective and design relevant given the political, economic, and financial context?
  - B. **Results in terms of outcomes and outputs achieved (effectiveness):** How has the project's implementation contributed towards the realization of project's goals? Has it been adaptive in terms of approach and methods to changes in the implementation context taking advantage of all potential opportunities? To what extent have the cross-cutting themes been verifiably taken into account in the development and implementation of project activities and contributed towards the realization of project's goals? To what extent did it contribute to the ILO's Programme & Budget, Country Programme Outcomes, and more broadly the SDGs?
  - C. **Use of resources in achievement of projected performance (efficiency):** How have the resources been used to fulfil the project performance in an efficient manner with respect to cost, time, and management of staff?
  - D. **Likelihood of Impact:** To what extent has the project contributed to its long-term intended impact?
  - E. **Sustainability:** To what extent has the project considered sustainability in its approach and will its effects remain over time?
  - F. Effective utilization of the phase 1 evaluation recommendation, including proposed means of implementation.



26. The evaluation will comply with the ILO evaluation policy including the protocols and guidelines set by ILO/EVAL<sup>4344</sup>, which is based on the OECD DAC and United Nations Evaluation Group (UNEG) Norms and Standards and the UNEG ethical guidelines.

### C. Scope

27. The evaluation will assess the project duration covering 01 July 2021- 31 October 2023. The geographical coverage will be aligned with the scope of the project.
28. The evaluation will take place from 14/08/2023 until 20/10/2023 through online/field work to collect information from different stakeholders. The consultancy shall start with initial briefing with EVAL followed by the project team in Qatar, the ILO Regional Office for Arab States (ROAS), and NORMES (ILO HQ) and other informants as identified during the inception phase.
29. The evaluation will integrate gender equality, inclusion of people with disabilities, ILS and social dialogue, and Covid-19 as crosscutting concerns throughout its methodology and deliverables, including the final report. It will also assess possible entry points related to just transition. These will be based on EVAL guidance and protocols on integrating crosscutting issues.

### D. Clients of Evaluation

30. The primary clients of this evaluation are constituents in Qatar, including government entities, the ILO ROAS, the Qatar project office, NORMES and senior management of the ILO and the ILO constituents. Secondary users include other project stakeholders and units that may benefit from the knowledge generated by the evaluation.

## 8 IV. EVALUATION CRITERIA AND QUESTIONS

31. The evaluation utilises the standard ILO evaluation framework and follows OECD/DAC evaluation criteria while integrating gender equality<sup>44</sup> as a cross cutting issue throughout the evaluation questions in relation to the following criteria:
- ✓ **Relevance and coherence (strategic fit)** – the extent to which the objectives are aligned with sectoral national priorities and needs and the constituents’ priorities and needs; How does the project contribute to the ILO’s Programme & Budget, support regional and global priorities, and the realization of the SDGs?
  - ✓ **Validity of design** – the extent to which the project design, logic, strategy and elements are/remain valid vis-à-vis problems and needs;
  - ✓ **Efficiency** - the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material, and human resources, including re-purposing in the mitigation of Covid-19 impacts.
  - ✓ **Effectiveness** - the extent to which the project can be said to have contributed to the set objectives and more concretely whether the stated outputs have been produced satisfactorily with gender equality, social dialogue, labour standards, including in the Covid-19 context; in addition to achievements in making joint committees mandatory, disseminating experiences to other countries, internal ILO communication among project teams, ROAS, relevant backstopping units, and the

<sup>43</sup> Protocol on collecting evaluative evidence on covid-19 [https://www.ilo.org/eval/WCMS\\_757541/lang--en/index.htm](https://www.ilo.org/eval/WCMS_757541/lang--en/index.htm)

<sup>44</sup> Guidance Note 3.1: Integrating gender equality in monitoring and evaluation: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---eval/documents/publication/wcms\\_746716.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_746716.pdf)

external advocacy and communication approach; including **Effectiveness of management arrangements** - the extent of efficient operational arrangements that supported the timely, efficient, and effective delivery of the project

- ✓ **Impact** - positive and negative changes and effects caused by the project at the national level, i.e. the impact with social partners, government entities, beneficiaries, etc.; these observed changes can be positive and negative, intended and unintended, direct and indirect.
- ✓ **Sustainability** – the extent to which adequate capacity building of social partners has taken place to ensure mechanisms are in place to sustain activities and whether the existing results are likely to be maintained beyond project completion; in particular for this project, the extent to which the knowledge developed throughout the project (research papers, progress reports, manuals and other tools) can still be utilised after the end of the project to inform policies and practitioners; the extent to which measures adopted in the project will remain relevant beyond the life of the project; and whether the project contributed to strengthening ILO's presence in the country and expansion of partnerships.

**32. Preliminary evaluation questions: these questions have been identified at this stage and will be finalized by the evaluation team during the inception phase.**

**A. Relevance and strategic fit:**

- A.1 How well did the project approach fit in context of labour migration in Qatar? Were the problems and needs adequately analysed? Was gender prioritized?
- A.2 Are the project objectives aligned with sectoral national priorities?
- A.3 How well were the project's objectives aligned with the framework of the ILO's Programme & Budget 2020-2021 and 2022-2023 and the SDGs?
- A.4 To what extent has the relevance of intervention activities, outputs, and objective been reflected by or a direct result of social dialogue? To what extent did the ILO project provide a timely and relevant response to constituents' needs and priorities in the COVID-19 context?

**B. Validity of design:**

- B.1 Were the project's strategies and structures coherent and logical (the extent of logical correlations between the objective, outcomes, and outputs)?
- B.2 To what extent has the intervention optimally incorporated the normative context and guidance from the ILO supervisory mechanism in shaping its activities, outputs, and outcomes?
- B.3 To what extent did the project take into account the needs of the various stakeholder groups in designing the phase 2??
- B.4 Were project's assumptions and targets realistic, and did the project undergo risk analyses and design readjustments when necessary, including in relation to COVID-19 changing evolving situation?
- B.5 To what extent did the project designs take into account: Specific gender equality and non-discrimination concerns relevant to the project context?
- B.6 To what extent evaluation recommendations are reflected in implementation of this phase, in particular in relation to placing more emphasis on gender, making joint committees mandatory, disseminating experiences to other countries, etc.?

**C. Efficiency**

- C.1 Were all resources (funds, human resources time, expertise etc.) utilized efficiently to reach the project's objectives?

- C.2 How efficient were the coordination efforts with other stakeholders and how could coordination between the different implementing agencies in the sector be improved?
- C.3 Has the project received adequate technical and administrative support/response from the ILO at all levels?
- C.4 To what extent has the project been on track in terms of timely achieving the assigned milestones? If not, what factors contributed to the delays? How could they be mitigated in the future phases?
- C.5 To what extent has the project leveraged new or repurposed existing financial resources to mitigate COVID-19 effects in a balanced manner? Does the leveraging of resources take into account the sustainability of results?

**Secondary questions (to be looked at if data allows):**

- C.6 What were the intervention benefits and related costs of integrating gender equality?

**D. Effectiveness:**

- D.1 Were all set targets, outputs, and outcomes achieved according to plan?
- D.2 To what extent has the project management been participatory and inclusive and has the participation contributed towards achievement of the project objectives?
- D.3 What were the main challenges that affected the achievement of each of the four pillars of the project? How did the project deal with these challenges?
- D.4 How did the outputs and outcomes contribute to ILO's mainstreamed strategies including gender equality, social dialogue, and labour standards?
- D.5 What are key results (i.e. figures and qualitative results) achieved per objective, including expected and unexpected results? What positive or negative unintended outcomes can be identified?
- D.6** Has the project fostered ILO constituents' active involvement through social dialogue in articulating, implementing and sustaining coherent response strategies to mitigate the effects of the pandemic on the world of work? To what extent has the project engaged with stakeholders other than ILO constituents for sustainable results?
  - **Effectiveness of management arrangements:**
- D.7 What was the division of work tasks within the project's teams?
- D.8 How effective was communication between the project's teams, the regional office and the responsible technical department at headquarters? Has the project received adequate technical and administrative support/response from the ILO backstopping units?
- D.9 How effectively did the project management team monitor the project's performances and results? Did the project report on progress in a regular and systematic manner, both at regional level, to the project and the donor? What M&E system has been put in place, and how effective has it been?

**E. Impact orientation:**

- E.1 To what extent did the project contribute to Qatar making progress on the Fundamental Principles and Rights at Work? Have there been legislative and procedural changes that address existing gaps in protecting workers, including domestic workers?
- E.2 What mechanisms existed to measure the potential impact of the reforms undertaken during the course of this project? Are the reforms sufficiently incorporated and supported by other relevant Ministries?
- E.3 Was the project successful in promoting greater opportunities for women in the workplace, including in management positions?
- E.4 How were the labour administration institutions enhanced? And what measures were taken to increase access to justice of migrant workers? What barriers to access were identified?

- E.5 Are the data collection efforts on occupational injuries strengthened in ways that prevent occupational accidents?
- E.6 Were the joint committees established by the project effective in enabling dialogue, prevention, and resolution of conflict in the workplace? Where there any challenges faced by the committee members?
- E.7 To what extent has the project contributed to international cooperation as well as strengthening capacities of its national partners so they can better serve the needs of the public and communities including migrant communities?

**Secondary questions (to be looked at if data allows):**

- E.8 Are there opportunities in the design implementation on interventions that can contribute to just transition<sup>45 46</sup>?

**F. Sustainability:**

- F.1 Are the results achieved by the project so far likely to be sustainable- in terms of (a) financial sustainability of beneficiaries (both males and females), capabilities, mandate and commitment of stakeholders, (b) sustainable legislative reforms?
- F.2 What measures have been taken to ensure that the key components of the project are sustainable beyond the life of the project? Are they sufficient?
- F.3 How effectively has the project built national ownership? How has the project contributed to QCCI's institutional capacity development around agreed areas of work, which include the establishment of joint committees, enhanced awareness of the private sector on labour law reforms and developing the SME eco-system?
- F.4 What are the areas where the ILO's long-term engagement is necessary in the country beyond the project duration? What are the measures taken to enable the long-term engagement, such as strengthening of the ILO's presence in the country and expansion of partnerships?

**G. Challenges, potential good practices, Lessons learned and Specific Recommendations for the formulation of new Phases:**

- G.1 What good practices and lessons learned can be extracted from the different phases of the project that can be applied to similar future projects?
- G.2 What were the main challenges identified? How were these different from the risk assumptions? What were the mitigation steps taken?
- G.3 What are the recommendations for future similar projects?
- G.4 What are the challenges, lessons learned and the recommendations regarding the cross-cutting issues of gender equality, social dialogue?
- G.5 Assess the timeliness, relevance ,and lessons learned in relation to the Project's response to the challenges encountered during Qatar's hosting of the World Cup?

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<sup>45</sup> Guidelines for a just transition towards environmentally sustainable economies and societies for all:

[https://www.ilo.org/wcmsp5/groups/public/@ed\\_emp/@emp\\_ent/documents/publication/wcms\\_432859.pdf](https://www.ilo.org/wcmsp5/groups/public/@ed_emp/@emp_ent/documents/publication/wcms_432859.pdf)

<sup>46</sup> Human mobility and labour migration related to climate change in a just transition towards environmentally sustainable economies and societies for all: [Labour Migration and Human Mobility: Human mobility and labour migration related to climate change in a just transition towards environmentally sustainable economies and societies for all \(ilo.org\)](#)

33. The following is the proposed evaluation methodology. Any changes to the methodology should be discussed with and approved by the evaluation management team in coordination with the Regional Evaluation Officer and the Senior Evaluation Officer in EVAL HQ during the inception phase.
34. The type of data will be decided once the list of stakeholders is prepared and provided by the project team. Depending on the number and nature of stakeholders group interviews and/or Key Informant Interviews (KIIs) will be conducted. Gender will be mainstreamed throughout the methodology from data collection to data analysis. Where appropriate, the methodology will ensure equal representation of women and men throughout data collection and provide separate group meetings as relevant. The evaluation will follow the ILO EVAL Guidelines on integrating gender equality<sup>44</sup>. The specific evaluation methodology will be provided in the inception report prepared by the evaluation team and approved by the evaluation management team.
35. This evaluation will utilize all available quantitative and qualitative data from progress reports to monitoring studies and database. The information will be analysed in light of the main thematic questions and results will be integrated with the data from the primary collection. In particular, the evaluation will consist of:
- A. **Desk review of existing documents:** The evaluation team will conduct systematic analysis of existing documents and obtain existing qualitative and quantitative evidence prior to primary data collection. The desk review also facilitates assessment of the situation and available data to plan the evaluation and develop the inception report.
  - B. **Key information interviews:** Individual interviews will be conducted with selected stakeholders who have in-depth exposure and understanding of the project and their context. The evaluation team will develop interview guide(s) during the inception phase to stimulate a discussion on concerned evaluation questions.
  - C. **Survey:** a survey of beneficiaries and stakeholders may be conducted to gather further data and information during the data collection phase.
  - D. **Evaluation workshop:** The evaluation team will present the preliminary evaluation findings to stakeholders. The Hybrid meeting will be arranged by the evaluation management team in coordination with the project team. The objective of the workshop is to present preliminary findings and recommendations for stakeholder comments and discussion.
36. **Tools:** The interview guide will be developed in light of the evaluation themes and main questions as well as the type of stakeholders. The survey instrument, if applicable, will be developed and presented during the inception phase.
37. **Sample:** The study sample should be reflective of all relevant stakeholders taking into consideration the scope of the project and its evaluation as well as data saturation. All analysed data should be disaggregated by sex. The results shall address the crosscutting issues described above (including Covid-19<sup>43</sup>).

### Work Assignments:

#### 38. Internal briefing by the project team(s) and desk review:

39. The evaluation team will have an initial consultation with the Evaluation Management Team on evaluation methodological issues. A technical briefing will be conducted with relevant project team members and programme officers, relevant ILO specialists and senior management in HQ and ROAS. The objective of the consultation is to reach a common understanding regarding the status of the

project, the priority assessment questions, available data sources and data collection instruments and an outline of the final assessment report. The following topics will be covered: status of logistical arrangements, project's backgrounds and materials, key evaluation questions and priorities, outline of the inception and final report.

#### **40. Desk Review:**

The evaluation team will review project's background materials before conducting any interviews.

These include but not limited to:

- The Qatar National Vision 2030
- National Development Strategy
- Project documents (Logic Framework, Theory of change,...)
- Baseline reports and related data (if available)
- Monitoring reports conducted during the project
- Progress and status reports, extensions and budget revisions
- Final evaluation reports of the project 1<sup>st</sup> phase
- Other documents, studies and research undertaken by the project
- ILO Programme & Budget
- Comments from supervisory bodies and GB reports on Qatar and related minutes

#### **41. Inception Phase**

- Preparation of the inception report by the evaluation team
- Report to be shared with evaluation management for quality assurance
- Report to be shared with key stakeholders for comments
- Inception report revised by the evaluation team and interviews to begin

#### **42. Primary Data Collection (Individual Interviews and/or group interviews/surveys):**

Following the initial briefing, the desk review and the inception report, the evaluation team will have meetings with constituents/stakeholders together with interpreters supporting the process if needed. Should interpretation be required, arrangement will be made by ILO Doha Office.

Individual or group interviews will be conducted with the following:

- a) Project staff/consultants that have been active in ILO (including Chief Technical Advisor, technical, administrative, and finance staff);
- b) ILO ROAS DWT Director and DWT Specialists, RPU,
- c) ILO Headquarters technical departments (including ACTRAV and ACTEMP) and senior management;
- d) Ministry of Labour State of Qatar staff
- e) Partners and beneficiaries in Qatar, including Qatar Foundation, Supreme Committee, Ministry of Public Health, Qatar Chamber of Commerce and Industry, and joint committees (workers and management), Qatar University, Qatar Financial Centre, Hamad Trauma Centre, Ashghal, University of Doha, foreign business councils.
- f) International social partners (ITUC, IOE, BWI, UNI Global and ITF) and NGOS including international human rights NGOS, IDWF, IOSH, and relevant embassies.

#### **43. Debriefing workshop**

Upon completion of the data collection phase, the evaluation team will conduct a workshop outlining the preliminary results of the evaluation and recommendations to validate results. All stakeholders will be invited to the workshop.

#### **44. Evaluation Management**

The evaluation team will report to the Evaluation Management Team who will be the first point of contact for the consultant as well as the project team for any technical and methodological matters related to this evaluation. All communications with regard to this evaluation must be marked to the evaluation management without copy to the project team. The project team will provide administrative and logistical support during the data collection and for coordinating the interviews. The ILO Evaluation Office approves and signs off on the final evaluation report.

#### **45. The Main Deliverables by the evaluation team:**

- Deliverable 1: Inception Report with comments log
- Deliverable 2: Evaluation Workshop PowerPoint Presentation (PPP)
- Deliverable 3: Draft evaluation report with comments log
- Deliverable 4: Consolidated comments log of all stakeholder comments showing how all comments were considered and taken on board by the evaluation team or not and why not.
- Deliverable 5: Final evaluation report with executive summary (report will be considered final after review by EVAL. Comments will have to be integrated).
- Deliverable 6: Info Graphic summarizing main findings of the evaluation. The info Graphic will not be the responsibility of the evaluation team. However, he/she has the responsibility to provide content. It will be coordinated by the Evaluation Management in consultation with the project team.

#### **46. Inception Report**

The evaluation team will draft an Inception Report in line with [ILO EVAL policy and guidance](#), which should describe, provide reflection and fine-tuning of the following issues:

- a. Project background
- b. Purpose, scope and beneficiaries of the evaluation
- c. Evaluation criteria and questions
- d. Methodology and instruments
- e. Main deliverables
- f. Management arrangements and work plan

#### **47. Evaluation Report**

The final version of the report will follow the below format and:

- a. Title page
- b. Table of Contents, including List of Appendices, Tables
- c. List of Acronyms or Abbreviations

- d. Executive Summary with methodology, key findings, conclusions and recommendations
- e. Background and Project Description
- f. Purpose of Evaluation
- g. Evaluation Methodology and Evaluation Questions
- h. Status of objectives
- i. Clearly identified findings along OECD/DAC criteria, substantiated with evidence
- j. Key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
- k. Clearly identified conclusions and recommendations that are linked to findings (identifying which stakeholders are responsible, priority of recommendations, and timeframe)
- l. Lessons Learned per ILO template
- m. Potential good practices per ILO template
- n. Annexes (list of interviews, TORs, lessons learned and best practices in ILO EVAL templates, list of documents consulted, etc.) Annex: Different phases' log frames with results status, by phase.

48. The quality of the report will be assessed against the relevant EVAL Checklists. The deliverables will be submitted in the English language and structured according to the templates provided by the ILO.

## 11 VII. MANAGEMENT ARRANGEMENTS AND WORK PLAN

### 49. Roles And Responsibilities

*The independent Evaluation team – Team Leader (TL) and Evaluation Expert (EE) – is responsible for conducting the evaluation according to the terms of reference (ToR).*

- Review the ToR and provide input, propose any refinements to the evaluation questions, as necessary during the inception phase in the inception report (EE&TL).
- Review project background materials (e.g., project document, progress reports, etc.) (EE&TL).
- Prepare an inception report including a matrix of evaluation questions, workplan and stakeholders to be covered (EE&TL).
- Develop and implement the evaluation methodology (i.e., conduct interviews, review documents, etc.) to answer the evaluation questions (EE&TL).
- Conduct preparatory consultations with the Evaluation Management prior to the evaluation mission (EE&TL).
- Conduct online/ field research, interviews, as appropriate, and collect information according to the suggested format (EE&TL).
- Present preliminary findings to the stakeholders (EE&TL).
- Prepare an initial draft of the evaluation report with input from ILO specialists and constituents/stakeholders (EE&TL).
- Conduct a briefing on the findings, conclusions and recommendation of the evaluation to ILO (EE&TL).
- Prepare the final report based on the ILO, donor and stakeholders' feedback obtained on the draft report and complete the consolidated comments table (EE&TL).
- Act as the focal point with the EM (TL)
- Ensure all deliverables are submitted on time (TL).



- Ensure all templates are filled and meet the quality requirements of EVAL (TL).
- a. *The ILO Evaluation Manager<sup>47</sup> is responsible for:*
- Drafting the ToR;
  - Circulate the ToR to collect feedback from constituents and colleagues;
  - Finalizing the ToR based on feedback;
  - Preparing a call for expressions of interest for the evaluation team
  - Preparing a short list of candidates for submission to the Regional Evaluation Officer, ILO/ROAS and EVAL for final selection;
  - Providing the consultant with the project background materials;
  - Participating in preparatory consultations (briefing) at the inception phase and prior to the field visits ;
  - Assisting in the implementation of the evaluation methodology, as appropriate (i.e., participate in meetings, review documents);
  - Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluation teams (for the inception report and the final report);
  - Reviewing the final draft of the report;
  - Hire a consultant to develop an info graphic that captures the evaluation’s key findings and which will be used as a communication tool to inform the design of similar projects
  - Disseminating the final report and any related communication tool to all the stakeholders;
  - Coordinating follow-up as necessary.
- b. *ILO/EVAL (SEO)<sup>47</sup>:*
- Providing support to the planning of the evaluation;
  - Approving selection of the evaluation consultant and final versions of the TOR;
  - Reviewing the draft and final evaluation report for EVAL approval;
  - Disseminating the report as appropriate.
- c. *The project CTA is responsible for:*
- Reviewing the draft TOR and providing comments as necessary;
  - Providing project background materials, including studies, analytical papers, progress reports, tools, publications produced, and any relevant background notes;
  - Providing a list of stakeholders;
  - Reviewing and providing comments on the inception report;
  - Participating in the preparatory briefing prior to the evaluation missions;
  - Scheduling all meetings and interviews for the missions;
  - Ensuring necessary logistical arrangements for the missions;
  - Reviewing and providing comments on the initial draft report;
  - Participating in the debriefing on the findings, conclusions, and recommendations;
  - Providing management response as follow up to the evaluation

## **50. Duration of Contract and Timeline for Delivery**

The collaboration between ILO and the evaluation team is expected to start from 14/08/2023 (or upon signature) until 20/10/2023 with an estimate of 67 working days.

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<sup>47</sup> Evaluation management will be jointly assumed by the REO and EVAL, working in full collaboration.

## 51. Evaluation Timeframe TO BE FURTHER DEVELOPED AND AGREED

Tasks	Team Leader Number of Working Days	Evaluation Expert Number of Working Days
Kick-off meeting	0.5	0.5
Desk review of documents related with projects	5	5
Drafting Inception report (including data collection tools)	5	5
Interviews	7	7
Debriefing of preliminary findings	1	1
Drafting report	10	8
Integration of comments and finalization of the report	5	3
Providing content and comments on Info Graphic and a presentation on the final evaluation report	3	1
Total number of working days	36.5	30.5

## 52. Supervision

The evaluation team will work under the direct supervision of the Evaluation Management Team (REO and EVAL). The evaluation team will be required to provide continuous updates on the progress of work and revert to the ILO with any challenges or bottlenecks for support. Coordination and follow-up with the evaluation team will take place through e-mail or TEAMS or Zoom or any other digital communication mean.

## 12 VIII. LEGAL AND ETHICAL MATTERS

- This independent evaluation will comply with ILO evaluation guidelines and UN Norms and Standards.
- These ToRs will be accompanied by the code of conduct for carrying out the evaluation “Code of conduct for evaluation in the ILO” (See attached documents).
- UNEG ethical guidelines will be followed throughout the independent evaluation.
- The consultant will not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.

## 13 IX. SPECIAL TERMS AND CONDITIONS FOR EXTERNAL COLLABORATION CONSULTANTS

**Intellectual Property:** All materials will be considered ILO property.

**Confidentiality:** In addition to the conditions set forth under the Standard Clauses, and particularly under Clause 7, the External Collaborator agrees not to utilize, while performing the work contracted for or at any

time thereafter, any material gathered or produced under the present contract in any activity that falls outside the scope of the present contract, unless prior written authorization is given by the ILO. The aforementioned terms constitute an integral part of the contract.

**X. Qualifications**

The evaluation team is expected to have the following qualifications:

- At least 10 years of proven experience in the evaluation of development interventions.
- High professional standards and principles of integrity in accordance with ILO Evaluation Policy and UNEG Norms and Standards.
- An understanding of the ILO’s projects. Prior experience in the region, particularly in Gulf countries, is an asset.
- A solid understanding of international labour standards, social dialogue and development cooperation
- An advanced degree in a relevant field.
- Expertise in labour issues.
- Full command of English. Command of Arabic is preferable.
- The evaluation team should not have any links to project management or any other conflict of interest that would interfere with the independence of the evaluation.
- Previous experience in evaluations for UN agencies is preferred, particularly ILO.

**14 SCHEDULE OF PAYMENT:**

Share of Total	Criteria
20%	Upon submission of deliverable 1: Inception Report
30 %	Upon submission of deliverable 2: Stakeholder debrief, PowerPoint Presentation (PPP) and deliverable 3: Draft Evaluation Report with comments log
30%	Upon submission of deliverable 4: Consolidated comments log of all stakeholder comments showing how all comments were considered and taken on board by the evaluation team or not and why not and deliverable 5: Final evaluation report with executive summary (report will be considered final after review by EVAL. Comments will have to be integrated).
20%	Upon submission of the content for the infographics (deliverable 6)

**XI. Resources required**

For this evaluation the following resources are required:

- Fees for an evaluation team for level of effort of 67 days of work
- Mission costs for the evaluation team(s) (Travel and DSA)
- Costs associated with any focus group discussions and the stakeholder workshops
- Mission logistics
- Translation of the major outputs (to be identified and confirmed)
- Production of an infographics

**XII. Use of evaluation and communication strategy**

The evaluation report will be uploaded to I-eval discovery, a public repository of all ILO evaluations and will be circulated to all stakeholders. A presentation following the finalization of the evaluation report is expected to take place as well as an infographic of the main findings and conclusions of the evaluation report.