



Integrating Foreign Workers Issues Into Qatar Strategies and Policies

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Integrating Foreign Workers Issues into Qatar Strategies and Policies

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FOREWORD

The availability of objective and adequate data is one of the most important factors conducive to the achievement of population policies and related goals. Yet with the help of God, The Permanent Population Committee (PPC) has finally developed the Population Policy's plan of action. During the preparation of this policy, the PPC has found it valuable to conduct number of studies and researches about population to cope with the scarcity of information about several population issues, particularly the scarcity of analysis of available statistical data to detect the factors which determine the population different phenomena.

The PPC Technical Bureau has set a plan for researches and studies, to release the "Population Studies" series. Fourteen issues of these scientific studies have been published up to the moment. Some studies rely on recent statistical data provided by the Statistics Authority and other Bodies of the country concerned with population issues; the rest of these studies get its data from field surveys carried out by Technical Bureau Experts and researchers on samples drawn from the Qatari society.

"Population Studies" seeks to lift up the level of social awareness of all social groups about population issues. It also aims at helping decision makers in the country to identify population structure's imbalances, and aware them about the deriving social, cultural and security problems. Equally important, "Population Studies" tries to provide possible solutions to treat the imbalances of the population structure, and suggest ways to address its fostered problems.

"Studies" also examine numbers of other social issues relevant to population such as: issues of family, women, children, youth, expatriates and foreign workers and issues related to reproductive and consumption behavior of citizens and residents, as well as much more issues that influence directly or indirectly the population structure and its status in general.

On this important occasion, I would like to express my gratitude to the PPC Technical Bureau. Experts and my appreciations for the efforts conducted for the elaboration of these studies. I would like also to extend my gratitude to everyone who contributed or will contribute to the achievement of this overarching that constitutes a key-factor in the achievement of implementation of the Qatar Population Policy.

Through God, our source of success

Hamad Bin Jabor Bin Jasim Al-Thani
PPC Chairman

INTRODUCTION

In its management of migrants or foreign workers, countries of destination adopt numbers of administrative and institutional frameworks to monitor the entry, exit, residence and work permits of expatriates. These frameworks are basically set to conciliate national legislations with international practices in the management of international mobility, and develop in many cases the features of national policies towards them.

In many countries of the world, the management of the quantitative changes of international mobility and labor mobility are no longer limited to the process of identifying institutions in charge of quantitative aspects related to the entry, exit, residence and work of migrants or their ability to enact appropriate legislations, but it includes also the task of integrating migrants or foreign workers in different sectoral strategies and policies, taking into consideration that the presence of foreign workers constitutes a determinant and effective variable in shaping the future of the country. Consequently, expatriates and foreign workers have been transformed from exogenous components into active and effective factors that contribute in building and advancing the community, in both the present and the future. Equally important, they became an essential key-party in the sectoral developmental policies and the general strategic planning of the country.

These new guidelines in dealing with migrants or foreign workers are mostly determined by the legal status (permanent or temporary) that inaugurates a new approach in dealing with others. In general, they have to be involved in the daily facts of the society and its future, particularly in societies and economies that witness several quantitative and qualitative mutations, as is the case in the State of Qatar. These guidelines launch a new era in identifying development frameworks, determinants and levels of participation of external (exogenous) factors.

In Qatar, where foreign workers represents 94.14%⁽¹⁾ out of the total active employment, students from various foreign nationalities residing in the country are about 59%⁽²⁾ out of the total enrolled students in different institutions of the pre-university education system. Thus, foreign workers are no longer a quantitative issue, but more an essential component and economic pillar of the society.

Hence, expatriates and foreign workers have become an integral part of society that cannot be ignored in formulating future development policies and visions. Yet, how should this be tackled in the country's future macro and sectoral vision, strategies and policies? What is the nature of this integration and what are its approaches? Can we talk about a total integration or just a type of gradual and partial integration? What are its features? What are its repercussions on the nature of their temporary presence, as stated in the official documents? Does the including foreign workers and expatriates' issues in the adopted strategies constitute a turning point in Qatar, particularly their temporary presence in the country? Or will the integration of expatriates in the sectoral developmental strategies remain a management within a previously determined framework?

There is no doubt that in the last decades the treatment of various institutions to the expatriates' presences, issues and challenges have witnessed a number of qualitative changes. These changes were accompanied by the transformation of Qatari economy, society and institutions that led to a new phase of considering the issues of expatriates as a determinant part of the country's facts, and an active determinant of its present and future. For this reason, expatriates have been included in different vital influential areas of the country's future. This is illustrated with the adoption of the country to new regulatory frameworks, such as Qatar National Vision and other sectoral developmental strategies. Given the multiplicity of areas of sectoral development strategies, issues of expatriates have been variably inserted within every sector according to different approaches. This followed the establishment of national institutions in charge of recruiting foreign workers and expatriates, and their residence, exit, and work permits; as well as identifying the legislation and legal frameworks that reconcile local and international practices. In this context, it is not possible to determine the features of the integration frameworks of foreign workers and expatriates into the country's future vision and strategies without taking into consideration, on the one hand, the population facts and challenges in the Gulf region, and the determinants of the cultural identity of the Qatari society on the other one. In this regard, integrating foreign workers and expatriates' issues in the country's future vision does not only derive its strength from the requirements of development projects and the needs of labor market, but also from other determinants formulating Qatari society, particularly its Gulf, Arab and regional belonging, as well as its Islamic identity.

Objectives of the study:

Primary objective:

The present study aims primarily at determining the nature, areas and mechanisms for the integration of foreign workers and expatriates issues throughout future visions, strategies and macro and sectoral development policies of the country.

Secondary objectives:

- Identify the transformation and employment facts in the country during the last decades.
- Identify the nature of the local and international legislative system that controls the employment facts in the country.
- Identify the conduct of the different governmental institutions (Ministry of Interior, Ministry of Labour, Ministry of Foreign Affairs, General Secretariat for Development Planning, the Permanent Population Committee...) towards foreign workers and expatriates in the country.
- Identify the behavior of foreign workers and expatriates in the context of institutional frameworks that govern their presence, especially those related to their temporary presence.

Methodology of the study:

The present study is based mainly on the analysis of the content of official documents released by relevant departments (Qatar National Vision 2030, National Development Strategy 2011-2016, Qatar Population Policy) and the way they approach the issue of foreign workers in the country.

Primary Sources of the study:

In this study we rely on the following sources:

- Official documents of various policies and strategies in multiple fields
- National legislations relevant to the management of foreign workers and expatriates issues.
- International legislations, either approved or not by the State of Qatar, concerning foreign workers.
- Data released by Statistics Authority which identify the facts and aspects of foreign workers and expatriates.

SECTION I

Expatriates and Foreign Workers in Qatar

Since the beginning of the twentieth century, Qatar has witnessed many quantitative and qualitative changes on the levels of demographic, social, economic, and urban structures. Social variables related to individual and collective behavior of Qataris have a role in the process of interpreting some changes in the demographic facts of the population, particularly in those related to Qatari family size, urban tendencies, and the size and nature of citizens' economic activities. The core of these changes, mainly in last four decades, is deeply rooted in the exogenous factors especially the presence of foreign workers, which have greatly influenced the identification of the country's population size and its social, economic, urban, and livelihoods characteristics. According to population censuses⁽³⁾, the size of Qatar population has grown as per the followings:

- 1904: the first estimation of Qatar population was cited in the traveler J. G. Lorimar's in the Gulf Index where he presented an estimated number for the population of about 27,000 individuals.
- 1970: a foreign company conducted the first census whereby the population reached 111,133 inhabitants as a result of the rapid growth of the country. Males reached 71,714, while females reached about 39,419 and individuals at the age of economic activity reached 48,390 inhabitants, only 8,168 Qataris were among them.
- 16 March 1986: Qatar Central Bureau of Statistics conducted the first general census of buildings, housing units, families and establishments. It was considered the largest statistical process. At that time, the population was 369,079 inhabitants, out of whom 247,852 were males and 121,227 were females.
- 16 March 1997: the second general census of buildings, housing units, families and establishments was conducted. Population reached 522,023, out of whom 342,459 were males and 179,564 were females. The number of buildings was 79,549, the number of housing units was 92,302, and the number of households was 73,342.
- 16 March 2004: the third general census of buildings, housing units, households and establishments was carried out. Population reached 744,029 inhabitants out of whom 496,382 were males and 247,647 were females. The number of buildings

reached 99,217, the number of housing units was 126,203, and the number of households reached 102,184.

- 20 April 2010: the fourth census of buildings, housing units, households and establishments was carried out. Population reached 1,699,435, out of whom 1,284,739 were males and 414,696 were females. The number of buildings reached 148,804, the number of housing units was 259,066, and the number of households reached 146,707.

Chapter One: Emergence of a New Demographic Growth

Like other States of the Arabian Peninsula, Qatar has witnessed a change in the course of its social, demographic and economic course, since the discovery of oil and its derivatives. As a result, this shift in the economic structure of the country led to an urgent need for new professional groups to ensure the exploration, production and export of oil. This explains the beginning of expatriates and foreign workers inflows to the country during the exploration and export of oil in December 1949. The State of Qatar has continued the process of recruiting foreign workers from abroad due to the large demanding needs of new production patterns, particularly alongside the emergence of new professions and economic activities associated mainly with the extraction of oil and its derivatives. Consequently, this marked the beginning of population structure changes that were represented in the emergence of a new pattern of population growth determined by the level of foreign workers and expatriates.

During the sixties and eighties of the previous century, this new pattern of demographic growth has continued through the process of attracting vast numbers of expatriates, including Arab expatriates, in a period marked by the country's orientation to build, expand and modernize its institutions in all vital areas such as: education, health, administration and judiciary authority, etc.... Though the country continued the process of recruiting foreign workers during the beginning of the eighties, levels of development remained stable until the beginning of the nineties, when the annual growth rate did not exceed 3% (see Table (1)), driving the country into a new phase of development.

Table (1)**Number and growth rates of non-Qataris between 1985 and 2009**

Year	Employed Foreign workers	Growth Rates	
		Five Years	Yearly
1985	266,762	2.1	2.5
1989	295,894		2.8
1990	304,718	2.5	2.9
1994	345,296		3.3
1995	357,278	3.4	3.4
1999	423,474		4.8
2000	445,203	6.2	5
2004	605,474		13.8
2005	706,033	13.8	15.4
2009	1,409,313		14

Source: Statistics Authority, 2010. www.qix.gov.qa

Since the mid-nineties, the emerging phase of development marked a rise in the number and rates of foreign workers to meet the, then, new societal and developmental requirements of the Qatari community.

The new phase of development has firmly deepened the role and position of foreign workers in identifying the nature and levels of population structure growth, as well as the nature of demographic pattern. With the beginning of the twentieth century, the expatriates' numbers witnessed large quantitative changes and its growth rates rocketed to exceed the average of 6% between 2000 and 2005 leading to new phases in the trajectory of the overall demographic growth.

The new requirements resulting from the new oil revolution and the requirements of the new development projects have led to the attraction of large numbers of foreign workers in the recent years of the first decade of the Third Millennium. As a result, numbers have doubled and growth rates exceeded 13% between 2005 and 2009. The rise

of growth rates levels of foreign workers in recent years is due to the related increased demand in the country. According to Table (2), demand exceeded 1.3 million workers between 2007 and 2009.

Table (2)

New Foreign Workers Contracts Approved between 2007 and 2009.

Year	New contracts approved
2007	585,567
2008	539,179
2009	254,620
Total	1,379,366

Source: Ministry of Labor, Unit of Planning and Research, Annual Statistical Report of 2008 and 2009

In addition, the new development phase is characterized by diverse economic activities and the will of the country to advance national economy towards a knowledge-based economy and modernization of management. An economy that is no longer limited to attract foreign workers from medium profession, or service groups, but extended to include high qualified categories like legislators, professionals, technicians and clerks who represented approximately 29.5% out of the total new contracts that have been approved between 2008 and 2009. In fact, this indicated a new qualitative trend of the presence of foreign workers in Qatar. A presence, which engendered, changes in the structure of Qatari labor market requirements. In the same time, it ensured the directives and development projects of the country towards laying down the foundations of a diverse and modern economy that is looking forward to a new future, through recruiting highly skilled professional groups in developed scientific domains. This situation does not deny the country's sustainable needs to employment in crafts, basic and fundamental domains necessary for the establishment of ambitious development projects of Qatar's economy (Table 3).

Table: 3

New Foreign Workers approved Contracts by Occupation, 2008 - 2009.

Occupation	Number	%
Legislators, senior officials and managers	10,334	1.30
Professional	76,812	9.68
Technicians and Associate Professionals	135,518	17.07
Clerks	11,437	1.44
Service Workers, Shop and Market Sales Workers	37,706	4.75
Skilled Agricultural and Fishery Workers	373	0.05
Craft and Related Trades Workers	243,740	30.71
Plant and Machine Operators	59,242	7.46
Elementary Occupations	204,189	25.72
Official	4,819	0.61
Individuals not Classified by Occupation	9,632	1.21
Total	793,802	100.00

Source: Ministry of Labor, Planning and Research Unit, Annual Statistical Reports, 2008 and 2009.

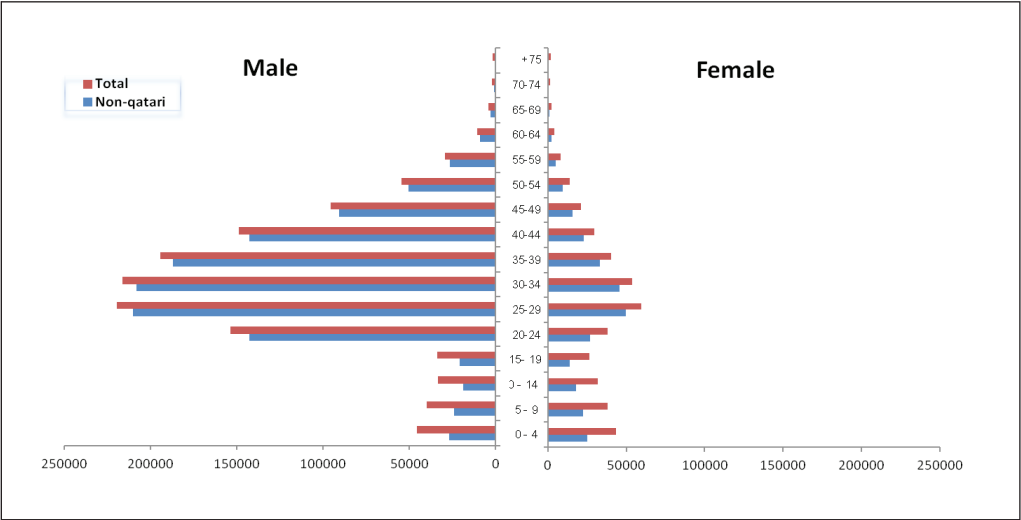
Chapter Two: Population Structure Imbalance

In recent decades, the continuous and ongoing demand on foreign workers has led to the emergence of various structural changes in the population structure, such as: the disparity of gender and age structure, and the geographical imbalance among municipalities and regions.

A) Gender and Age Imbalances: Population structure constitutes the outcome of the natural demographic growth and net migration. The demographic growth in Qatar is linked to foreign workers flows, which shape a population structure with unique features, particularly in terms of gender and age structure (Figure 1). As it is composed

mostly of males at work-age, foreign workers have influenced the nature of the country’s population structure, causing an imbalance in gender structure in which males represent 76% out of the total population. It has also caused a large inflation in the work- age group (15-64 years). According to the Housing Census in Qatar in 2010, the size of this group relatively represents 85.5% out of the total population.

Figure (1): Qatar Population Structure in 2010



Source: Statistics Authority, Population Census 2010.

B) Geographical Imbalance: In recent decades, as is the case of many countries, the development path in Qatar marked the localization of various developmental projects and institutional services in Doha. This traditional localization, which, de facto, re-generates the relationship between Doha as a center and other geographical areas in the country, resulted in the powerful attraction of Doha to about 47% out of the total population of the country (see table 4). There are 74% of the total population resides in Great Doha and Al-Rayyan. This congestion has led to a geographical imbalance among the different municipalities and areas of the country. The current situation entails an urgent action to find new administrative ways and developmental directions so as to reduce pressure on Doha city.

Table (4)
Distribution of Qatar population by municipalities in 2010

Municipality	Number	%
Doha	796,947	46.89
Al-Rayyan	455,623	26.81
Alwakra	141,222	8.31
Umm-Slal	60,509	3.56
Alkhor and Aldokhayra	193,983	11.41
Al-Shamal City	7,975	0.47
Al-Dghayn	43,176	2.54
Total	1,699,435	100

Source: Statistics Authority, booklet of the overall census of housing, houses and establishments 2010.

In recent years, development projects have witnessed an ongoing demand of qualified and non-qualified employment. Yet, there are still many future developmental challenges, particularly those related to infrastructure projects concerning the implementation of the Qatar World Cup 2022 projects. Undoubtedly, these challenges require recruitment of numbers of foreign workers and by the same indicate the relevant repercussions on Qatar by 2022. Equally, it implicates the issuance of specific policies of international mobility, to monitor management and integrate relevant issues and levels within the country's future developmental policies in line with the economic needs and demographic challenges.

Section II

Legislations and Institutions

The management of international mobility, including the management of foreign workers, requires ensuring several necessary and objective frameworks to guarantee a good management. This would be achieved through defining legislative and legal frameworks that govern and control, on the one hand, different sides of expatriates' entry, residence, work and exit, and on the other hand establish crucial and complementary relations among legislations and institutions of this kind of management.

Chapter One: Legislations

Legal and legislative dimensions represent the most important constants and key-principles of international mobility management in the world. As far as it compiles international, local, legislative and legal approaches, this legal dimension conciliates between local practices, values and international criteria relied on different areas, particularly those linked to the protection of the rights of foreign workers and their families. Thus, legislations that govern expatriates and foreign workers and related issues combine local and international legislations, although the fact that international mobility management remains a national interest and is considered an authority of national sovereignty.

A) National Legislations: Since its establishment, Qatar has sought to construct an integrated legal system that govern and control all life sides of Qatari society. This legal system regulates also the relations among segments of society through identifying duties, rights and responsibilities of any individual living in the country, including expatriates. Legislative frameworks do intersect directly with the presence of employment in the country. The most important of these frameworks are: Qatar Permanent Constitution, Labor Law, Nationality Law and laws regulating the entry and exit of expatriates in Qatar and their residence and sponsorship.

- 1. Qatar Permanent Constitution:** Along five articles, Qatar Permanent Constitution identifies legal pillars of the Qatari society. Article (18) focuses on the ethical and legal aspects of society represented by values of justice,

solidarity, freedom, equality and good ethics. According to its fundamental pillars, other articles regulate the nature of the relation among various components of society. Article (30) identifies the relation between employers and employees as it affirms that this relation must be founded on social justice and regulated by law. Article (35) states that people are all equal before the law without distinction of sex, origin, language, or religion. Article (36) guarantees personal freedom for all individuals in the country. Qatari legislator bid commitments to protect residents, as stated in Article (52) assuring that every legal resident in Qatar will have protection to his person and property in accordance with the provisions of law. On the basis of legislative pillars, Qatari legislator insures bolstering and upholding the rights of residents in the country.

2. ***Labor Law Number 14 of 2004:*** Aiming at regulating labor relations in various economic activities⁽⁴⁾, this labor law defines the legal frameworks for recruiting employees, individual work relations, between employees and employers, employees' dues, rights, vacations, health coverage and working hours. It also identifies throughout its articles the terms and conditions of employment of women. In addition, it stresses employees' safety and health at work as well as social welfare and compensating system. Equally important, it regulates the collective disputes and the process of work inspection. In nutshell, labor law, which emerged with the openness of Qatari labor market, contributes in broadening the legal protection for expatriate employees resident legally in the country, as stated in the Qatar Permanent Constitution
3. ***Law No. 4 of 2009 Regulating Expatriates Entry, Exit, Residence and Sponsorship:*** In recent years, the quantitative and qualitative changes of foreign workers have led to the necessary revision of laws related to their entry and residence in the country. The present law complements and updates the previously adopted laws, particularly Law No. (3) decreed in 1963 which regulates expatriates' entry and residence in the country as well as its amending laws. It also update Law No (8) decreed in 1983 that refers to the conciliation in the crimes related to expatriates' entry and residence; and was amended by Law No. (13) of 2003, and Law No. (3) of 1984 which regulates sponsorship, entry and residence of expatriates. The latter was also amended by Law No. (21) of 2002 and Law No. (2) of 2006 which regulates entry and residence of certain categories in the country.

The law of 2009 regulating the entry and exit of expatriates in Qatar and their residence and sponsorship identifies in its seven legislative chapters all administrative and legislative frameworks that govern their entry, exit, residence, sponsorship, deportation, and sanctions...etc

4. *Qatari Naturalization Law No. 38 of the year 2005:* In its 26 Articles, the present law states the conditions and status for granting and withdrawal of Qatari nationality, as well as processes of transferring it to naturalized children, and granting nationality to the woman married from Qatari citizen.

In addition to these basic laws that are related directly to the fact of expatriates' resident in the country, Qatari legislative system has integrated new laws such as: human resource management law No. (8) Decreed in 2009. In the future, it will include the prospected law concerning domestic workers, which is expected to cover various categories of expatriate labor force in the country.

B) International Legislations: International mobility is defined as the mobility of people between different political, administrative and legal systems. Accordingly, it was imperative that the international community and its institutions determine the legal frameworks necessary for this mobility respecting international norms and rules, which indeed entails the regulation of different aspects and sides related to the mobility of individuals and workers. This international attention has diversified fields of international legal coverage to the aspects of individuals' mobility including multiple areas, particularly those associated with ensuring protection for migrant employment (Appendix 1. Official titles and reference numbers of the conventions adopted by the International Labor Conference on work, international mobility, and labor force). These conventions, which have become a global framework that govern and shape a number of vital fields related to individuals' mobility, urged the countries of the world to join the International Labor Organization's approach by signing these international conventions.

Since joining the International Labor Organization in April 25, 1972, Qatar has strongly forged closer ties through participating in all its ongoing activities or by intensifying appropriate consultations with the organization regarding the regulation of labor market, the management of international mobility and the protection of employees, in particular. The frequent consultations that have been culminated between the two parties led Qatar to the adoption of many agreements (Table 5) and the debating of others.

Table (5): International Labor Organization's Conventions Signed by Qatar

Convention	Date of Adoption
Forced Labor Convention, 1930	12 Mars, 1998
Labor Inspection Convention, 1947	18 June, 1976
Abolition of Forced Labor Convention, 1957	2 February, 2007
Discrimination (Employment and Occupation) Convention, 1958	18 August, 1976
Minimum Age Convention, 1973	3 January, 2006
Worst Forms of Child Labor Convention, 1999	30 May, 2000

Source: International Labor Organization, legislative database:

<http://www.ilo.org/ilolex/cgi-lex/ratifgroupe.pl?class=g03&country=Qatar>

In addition to the International Labor Organization's Conventions, Qatar has endorsed many international conventions such as the Convention on the Elimination of All Forms of Racial Discrimination (1976), the Convention against Torture and other cruel, inhuman, or degrading treatment (2000), the Convention on the Elimination of All Forms of discrimination against Women (2009), and the Convention on the rights of the Child (1995). The State of Qatar joined the Optional Protocols I and II supplemented to the Convention on the Rights of the Child concerning the involvement of children in armed conflict (2002), as well as the sale of children, child prostitution and child pornography (2001).

By signing some Conventions of the International Labor Organization and the United Nations, as well as opening debate about the others, Qatar has made great strides in building integrated legislative system concerning the management of the labor market, expatriate employees and related issues to the protect and uphold expatriate and foreign workers' rights. Thus, Qatari legislative system compiles within its folds both local and international aspects in the management of foreign workers' entry, exit, residence, and work.

Chapter Two: Institutions

The nature of the management of international mobility has indeed multiplied the tasks of national institutions relevant to expatriates' issues. In this regard, management of expatriate labor force combines national institutions with multi-function tasks, particularly related to expatriates' entry, residence and exit, recruitment and employment; to bilateral and international agreements in the fields of employment mobility, health safety and legal protection.

A) Entry, Residence and Exit of Expatriates and Foreign Workers: It is one of the most important processes in the management of expatriates in the country. Qatar has established the appropriate institutional frameworks to smoothly manage expatriates concerns, especially with the quantitative changes occurring in recent years. The General Directorate of Border Passports and Expatriates Affairs is entitled to undertake this task.

1. General Directorate of Borders Passports and Expatriates Affairs⁽⁵⁾: The first department of passports was established in the early fifties of the last century. It was called (Passports Department). Located, for the first time, in the General Command of the Armed Forces building, it had a staff of about ten members, in three offices. These were entrusted with granting visas and residences for all nationalities. It had also two other offices near the Port of Doha to grant Qataris passports. In 1960, the whole Department of passports moved to another new building near the Port of Doha, where it interlinked with four government departments that were: Department of Passports, Customs Service, Department of Ports, and the Department of Ports Health. In order to keep up with the new phase of the Department work, its building was moved to a new building in the area of Al Bidaa, and then to the street of embassies. In the beginning of the nineties of the previous century, it was moved to Al Gharafa area which is the current building up to this moment.

As a result of economic, urban and demographic progress in the State of Qatar, work developed and management became intricate. The Minister of Interior issued a decision in 1989 to amend the organizational structure of the administration which was distributed into five departments. However, His Excellency, the Minister of the State for Internal Affairs issued another decision in 2001 concerning the reorganization of

the General Administration of Passports and the distribution of its authorities as it was named “General Administration of Borders Passports and Expatriates Affairs”.

General Administration of Border Passports and Expatriates Affairs provides a number of expatriates related services⁽⁶⁾ such as visa for escorts of GCC citizens, GCC residents, transit sailors, business, tourism, and family residence... etc

B) Recruitment of Foreign Workers: In Qatar, the recruitment of expatriates is linked primarily to the needs and requirements of labor market. In this regard, the Ministry of Labor constitutes a key-actor in the management of labor recruitment. The duties of the Ministry of Labor are not only confined to the supervision of recruitment process, rather it includes other functions related to follow-up by employment status as it is stated in the Qatar Permanent Constitution and Labor law.

1. Department of Recruitment (Ministry of Labor)⁽⁷⁾: In Qatar, expatriates’ entry and residence is primarily associated with the process of meeting labor market needs and requirements. In this regard, the Department of Employment in the Ministry of Labor follows up the stages of recruiting employees and the extent to which they satisfy the legal and institutional requirements declared in national laws and international conventions agreed by Qatar. Its main functions are to:

- Study applications for recruiting foreign workers and in the lights of its needs.
- Propose rules, requirements, procedures, and models necessary to grant, renew or cancel licenses to recruit foreign workers for others.
- Examine the data and official records at the offices of recruitment to ensure compliance with law and undertake necessary measures against the offices that violate law.
- Settle disputes that arise between recruitment offices and employers, according to the Labor Law and its implementing decisions. In case these disputes cannot be settled amicably, and refer it to judiciary authorities.
- Issue, renew and cancel labor licenses in accordance with the provisions of law.
- Develop a database of foreign workers in coordination with the specialized departments.

In addition to these tasks, the Department of Employment undertakes other administrative services including:

- Achieve applications for recruiting foreign workers for all companies and institutions, and determine related needs.
- Finalize the residence extension requests for all companies and institutions.
- Amend the profession title for anyone working in the private sector and willing to include his new profession title on the personal Identity Card.
- Follow-up the Inspection of transferred applications
- Issue work licenses for women sponsored by their relatives.
- Extend visas.
- Apply for family visas.
- Amend workers approvals.
- Identify License (replacement of lost or expired residence permit) to recruit expatriate employees for others.
- Receive requests for appointment in private sector companies targeted by Qatarization.
- Issue licenses for expatriate recruitment for others, according to the Labor Law Number (14) released in 2004.

The Department of Employment functions are not confined to monitoring and legal follow-up, but include a variety of services to facilitate the process of recruiting foreign workers in accordance with the laws of the country. The most important are those services provided to individuals and companies.

In order to perform its tasks adequately, offices of Department of employment have expanded to include several offices in different areas of the State, such as: branches of AL Montazah, AL Khor, Al Ruwais, Al Wakra, Industrial area, branch of the Ministry of Economy and Commerce, branch of Border Passports in Al Gharafa, and branch in Msaymir. This indicates the State's keenness on providing services for economic actors and citizens concerned with recruitment, wherever they are.

2. Department of Labor Inspection (Ministry of Labor)⁽⁸⁾: Duties and functions of the Ministry of Labor are not only limited to the follow-up stages of recruitment, but include other functions such as labor inspection. The

main tasks of the Department of labor inspection are associated with the implementation of the global inspection plan of the Ministry of Labor. Tasks are made possible by undertaking the followings:

- Regular and spontaneous inspections of work places to ensure the implementation of labor law and its decisions.
- Provide advice and guidance to employers on how to remove irregularities.
- Edit records and warnings about irregularities, and submit them to the competent authorities for appropriate action.
- Supervise institutions and private establishments and ensure their undertaking of necessary precautions and requirements according to Labor Law and relevant decisions.
- Undertake an assessment of risks arising from the use of dangerous substances at work, in coordination with the concerned authorities of the country.
- Monitor employers' commitments of paying worker's wages regularly and on time.
- Follow-up safety and occupational health measures.

3. *Department of Labor Relations (Ministry of Labor)*⁽⁹⁾: Qatar Permanent Constitution and labor law stress the need to provide care and protection to employment rights as stated in the employees and employers agreements. In response to complaints of employment from any irregularities, a department for labor relations has been established. It has many important tasks such as:

- Receive, register and study employment complaints and disputes.
- Settle employment disputes amicably. In case these disputes cannot be settled amicably, they are referred to judiciary authorities.
- Endorse employment contracts, certificates and labor related documents.
- Aware employees and employers of the provisions of labor legislation, and provide related consultations.
- Follow up the implementation of rules and procedures of collective negotiations between employers and employees.
- Follow up the implementation of the regulating rules of joint agreements.

- Suggest rules that regulate the conditions, supervision and procedures for employees' election.
- Examine and register applications for the establishment of committees and trade unions according to law and in coordination with the competent authorities of the Ministry.

C) Bilateral and International Agreements in the Area of Labor Force Mobility: In Qatar, reception of expatriates and foreign workers is part of the foreign policy of the country. In this regard, the Ministry of Foreign Affairs is one of the actors for the management of expatriates and foreign workers issues through the Department of Legal Affairs.

1. Department of Legal Affairs (Ministry of Foreign Affairs)⁽¹⁰⁾: Mobility of expatriate labor force is an essential topic among the legal frameworks that govern relations between countries and regions. Therefore, it is a part of the countries' interrelations culture and an extension of its foreign policy. From this perspective, the Ministry of Foreign Affairs is a partner in the management of expatriates and foreign workers via the Department of Foreign Affairs. Its main tasks are:

- Prepare and formulate drafts of legislations relating to the Ministry and give opinion on the related referred legislations drafts.
- Study drafts of treaties and international conventions to which the State of Qatar intends to accede as well as give legal advice with regard to signing or acceding to them, in coordination with competent Ministries and related governmental authorities and Ministry's departments.
- Monitor treaties and international conventions in relation to renewing, extending or terminating them as well, and introducing amendments, in cooperation with competent authorities in the State.
- Undertake necessary measures to conclude treaties and agreements of which the State of Qatar is signatory; ratify, publish and deposit them with specialized regional and international organizations, in cooperation with the International Organizations and Conferences Department.
- Prepare document files related to agreements and treaties to which the State of Qatar is a signatory and maintain them, in cooperation with competent authorities.
- Prepare drafts for treaties which are decided to be concluded with Arab and foreign countries.

- Keep original copies of all treaties and diplomatic documents relating thereto and instruments of ratification, acceptance or accession to all international treaties, which the State is a signatory thereof.

D) Health Safety of Foreign Workers: The management of employment mobility requires the participation of several social actors, particularly those who are in charge of public health. The countries of destination rely on competent health institutions to ensure the health and safety of the expatriates recruited in the country. In Qatar, the Medical Commission is in charge of this task.

1. Medical Commission⁽¹¹⁾: A major pillar of policies of recruitment of expatriates and foreign workers from abroad is ensuring them health care and testing the levels of their health safety. In this regard, countries of destination follow up the health of expatriate before and upon their arrival to the country. In Qatar, the Medical Commission is in charge of testing the levels of health safety for recruitment in civil jobs. It undertakes this duty by conducting medical necessary diagnosis and delivering medical certificates to the following categories:

- Potential and current recruitments, including employee's health aptitude and sick leave forms delivery.
- Sick and injured employees, including signing sick leave forms.
- Non-Qataris recruited locally.
- Applicants for Qatari citizenship.
- Non-Qatari males who wish to marry Qatari females.
- Driving license applicants.
- Students prior to attending or joining university or obtaining a scholarship.
- Any other groups that are legally required to receive a physical examination, excluding employees of the Ministries of Interior and Defense.
- Any other groups with occupations specified by laws and regulations.

Given the wide range flow of expatriates and foreign workers in recent years, and in order to facilitate the procedures for recruitment, many medical centers have been established in countries of origin such as Bangladesh, Egypt, Ethiopia, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka and Sudan.

E) Legal Protection of Expatriates and Foreign Workers: Ensuring legal protection to expatriates and foreign workers has become an integral part of international legislations relevant to their issues and mobility. Qatar, which is an important country of expatriates destination in recent years, has included the principles of human rights within the work of its institutions, especially expatriates and foreign workers such as Department of Human Rights which depends for the Ministry of Interior and Human rights Office in the Ministry of Foreign Affairs, or creating new institutions like: National Committee for Human Rights and Qatar Foundation for Combating Human Trafficking.

1. ***Department of Human Rights (Ministry of Interior)⁽¹²⁾***: It was established by His Excellency the Minister of Interior decision N. 26 of 8 June, 2005. This department constitutes the key-linking body between National Committee for Human Rights and the Ministry of Interior, on the one hand, and between individuals of society and the Ministry of interior, on the other one. The establishment of this department typifies the aspirations of Qatar Permanent Constitution that emphasizes principles of justice, philanthropy, respect of human dignity and equality of all segments of society in an environment where the rule of law is the basis of life.

The establishment of the Human Rights Department at the Ministry of Interior reflects indeed the country's commitment to international conventions and treaties contained in international conventions on human rights. It is also an application of the provisions of these conventions that obliges member States to undertake necessary legislative and administrative measures to implement the provisions of these conventions.

In this regard, Human Rights Department at the Ministry of the Interior can be considered as representing an actual manifestation that embodies the country's response to the obligations of these conventions, as well as its response to national, moral and humanitarian values. Accordingly, Human Rights Department at the Ministry of Interior is a vital part of the national system which protects human rights in Qatar, including expatriates and foreign workers rights.

2. ***Bureau of Human Rights Ministry of Foreign Affairs (MOFA)⁽¹³⁾***: Human rights Bureau within Ministry of foreign Affairs is legally qualified to conduct the followings:

- Provide opinions and consultancy on human rights-related issues referred to it.

- Give opinions on drafts of international conventions relating to human rights to which the State of Qatar is willing to be a signatory, in coordination with the Legal Affairs Department at MOFA and other competent institutions in the State.
- Participate, in cooperation with the Legal Affairs Department at MOFA, in preparing reports on human rights prepared in accordance with international conventions and submit them to concerned international monitoring organizations.
- Prepare appropriate replies to reports issued by international organizations and NGOs on human rights status in the State of Qatar, in coordination with competent institutions, and forward them accordingly.
- Follow up issues relating to human rights at national and international levels and monitor meetings and activities undertaken by regional and international organizations relating to human rights and involve competent institutions at MOFA and elsewhere in such functions.
- Refer complaints relating to human rights violations from abroad to competent institutions and follow them up.

3. ***Qatar Foundation for Combating Human Trafficking⁽¹⁴⁾***: It is a governmental institution that focuses on fighting the severe trafficking in human beings through ensuring protection, upholding, nurturing and re-qualifying relevant for the victims. Simultaneously, it seeks to establish a society totally devoid of risks and dangers of the phenomenon of trafficking in humans. Tasks include the followings:

- Consolidate society's full awareness.
- Propose policies, create national work plans and activate special legislations on combating human trafficking.
- Supervise the Qatari House for Lodging and Human Care.
- Coordinate with the competent international and regional governmental and non-governmental organizations.
- Develop training programs for the Qatari employees at all levels to combat human trafficking.
- Work out perception for launching initiatives, conferences and making necessary arrangements to cooperate with neighboring countries.

4. ***National Human Rights Committee⁽¹⁵⁾***: Established in 2002, the National Committee for Human Rights aims at the protection of freedoms and human

rights in Qatar. The committee complies with the principles set by the United Nations and tries by the same to fully achieve them. The most important duties it has are the followings:

- Uphold and promote the human rights goals in the International Treaties which the State of Qatar has acceded to, (such as the Convention Against Torture, the Convention on the Rights of the Child, ILO Conventions 100, 105, 182, etc...)
- Provide advice to the Qatari government and other interested parties on human rights.
- Receive, record and investigate violations of human rights in Qatar or involving Qatari citizens, and either solve these problems or direct the victims to channels which can solve them. In addition, it recommends means by which these violations can be avoided in the future.
- Monitor the records and reports by international organizations and NGOs on the human rights situation in Qatar and respond if necessary.
- Prepare annual reports on the human rights situation in Qatar.
- Work with regional and international human rights organizations – and also with other national human rights committees in the region, (such as the Bahrain Centre for Human Rights or the Saudi National Human Rights Association.)
- Raise awareness of human rights in society, and among the relevant government agencies – through presentations, conferences, training programs and media campaigns.

In recent years, Qatar governmental institutions concerned with the management of expatriate labor force have multiplied including other institutions that are directly entrusted with regular issues such as: expatriates' entry, exit, residence, work, health care, and legal protection. Yet, this does not mean that expatriate labor force issues are only confined to these institutions, on the contrary, the nature and diversity of expatriates' issues lie within the core interests of various institutions like the: Permanent Population Committee, General Secretariat for Development Planning, research institutions of the country, and even other ministries concerned with public affairs, like the: Ministry of Justice, Ministry of Municipality and Urban Planning, Supreme Council of Family Affairs, and Supreme Education Council. Here again, the institutional interest in Qatar is not limited to governmental bodies, it extends also to semi-governmental charity organizations such as: Qatari Red Crescent, and Eid Charity Association.

SECTION III

Expatriates and Foreign Workers in Qatar Strategies and Policies

Nowadays, Qatar is witnessing an exceptional phase of its development trajectory. This new historical stage, which coincides with special economic situations, requires an advancement of the institutional work that will be compatible with the nature and requirements of this stage. Put concretely, this would not be realized unless the institutions of the country adopt modern regulatory administrative frameworks, particularly multi-dimensional and multi-disciplinary strategic planning. These were adopted by Qatar National Vision (2030) that was initiated at the beginning of the third millennium.

As a vision of the future, which derives its strength and legitimacy from the achievements, gains and aspirations of Qatari society, it entailed the formulation of a number of sectoral strategies that compile National Development Strategies to achieve the goals of Qatar National Vision 2030, and the Population Policy of the country. If the institutional work draws its strength from specific development trends and options, automatically its design and implementation would require determining the levels of participation of various factors that are contributing to the future development goals, particularly endogenous and exogenous factors. Development is an intricate and complicated process based on activating the role of different development capacities of the community and related endogenous or exogenous foundations.

To succeed in the process of development, it would be necessary to employ and use all pillars, opportunities and possibilities to achieve the goals of development project. Notably, countries have sought through their development plans to reconcile the different available possibilities. Qatar is a destination for large number of foreign workers who played a provisional or temporary key-role in the last decades in various areas of development. Today, they have become one of the determinants and pillars of development that are indispensable in policy-making. So, how do Qatar National Vision and sectoral development strategies and policies deal with foreign workers?

Chapter One: Qatar National Vision 2030

By 2030, Qatar National Vision is looking forward to turn the country into a developed one capable of achieving sustainable development and assuring its future generation's well-being. Qatar National Vision sets five primary challenges that

identify the future characteristic of the country, linking especially the developmental trends with the size and quality of the targeted expatriate labor force. Qatar National Vision identifies clearly the exogenous factors of development that are represented by the role of expatriate labor force in determining the trends of development. In the past, expatriate labor force played an effective role in the country. Now it represents an important opportunity for future development, and is integrated in the fundamental and direct determinants for the future planning of the country.

Qatar National Vision 2030, acknowledges the future role of expatriate labor force in identifying future developmental projects of the country, and by the same, in the spirit of achieving this vision, it seeks to define the nature of the desired employment, attracts highly qualified expatriate labor force to meet the requirements of Qatar's economic and industrial modernization, and develops a national, competitive and diverse economy.

However, the future outlook to the role of expatriate labor force in the developmental process in Qatar is not only limited to identifying the nature of the desired labor, but includes also the need to protect their rights, ensure their security, and preserve those with excellent skills. In line with it, Qatar National Vision paves the way to new options in the area of attracting expatriate labor force according to multi-developmental project aspirations of the country. In this respect, the orientation of Qatar National Vision in this area is an extension of the modern prevailing orientations in the management of international mobility over the world, particularly over developed countries. Today, many developed countries are attracting highly qualified and skilled labor as is the case of the USA, Australia and Germany. These countries have laid down special programmes to attract specific numbers of highly qualified people in different areas, especially in the fields of science, information and technology. High demand on qualified expatriate labor force emerges with the higher international demand on qualified and skilled people. This path is based on the role of expatriate labor force in targeted economic growth and its contribution to the diversity of wealth resources, economic activity and overall economic growth.

The future directives in attracting expatriate labor force constitute an appeal towards making a qualitative shift in its structure by reducing the size of unskilled employment. As is well known, the vision that identifies the general trends of Qatar's future in this area seeks to establish a qualitative change in the structure of expatriate labor force in accordance with the transformation of Qatar into a developed country by 2030.

Chapter Two: National Development Strategy 2011-2016

Achieving the primary goal of Qatar National Vision 2030, which seeks to turn the country into an advanced developed one, requires the adoption of modern frameworks and mechanisms by designing a comprehensive national development strategy. This strategy that will represent the only key-tool to achieve the ambitious vision of Qatar, will proceed by specific development stages. The first stage is set for the period 2011-2016. It will concretize the Qatar National Vision by specific targets and activities in all development pillars, namely: human, social, economical, and environmental. The aim is to measure the levels of the contribution of different endogenous and exogenous variables and their effective components. Seen from this angle, how are exogenous factors being tackled throughout the different components of Qatar National Vision, particularly those related to expatriate labor force? What is the position and nature of these factors in the process of achieving the four pillars of the Qatar National Vision?

A) Human Development: Qatar human developmental project is based on several pillars, the first of which is “human development”. In order to achieve the objective conditions for an effective human development that would contribute in the establishment of the targeted civilization project, Qatar Human Development Strategy ensures different practical circumstances to empower various segments of the Qatari society, develop and broaden up related potentials in all human development areas via the adoption of sectoral developmental strategies in the areas of labor market, education, culture, and health.

1. Labor Market Strategy (2011-2016): In order to achieve the pillars of human development that direct employment policy in the country, which focuses continuously on increasing the participation of Qataris in labor market as well as appropriate participation of expatriate labor force, the strategy of labor market 2011-2016 aims at reinforcing a great development of human capital and by the same guaranteeing greater efficiency of the labor market. To realize the two previous goals, eight fundamental results have been identified; some of these relate to endogenous and structural factors, while others are linked to exogenous factors. Among the results that are related to exogenous factors, i.e. expatriate labor force in achieving the objectives of human development, there are factors linked directly with the capacity of recruiting foreign workers, preserving them, improving the environment of their work, and increasing the standards of their living conditions. There are also other factors linked

indirectly to the process of increasing more productive employment.

- **Recruiting foreign workers, preserving them, improving their work environment, and raising the standards of their living conditions:** Undoubtedly, the challenges and requirements of the next phase will lead to higher demand of employment, particularly of skilled one. Foreign workers constitute a key-element in the controlled economy. At this point, the country has to succeed in “attracting appropriate skilled labor and preserving it”. This entails “ensuring suitable motivations and making regulatory procedures to protect the rights of foreign workers and secure their safety” (Qatar National Vision 2030). The country’s future orientations in this area focus on the implementation of a comprehensive programme for recruiting foreign workers, preserving them, improving their work conditions, and respecting their rights.
- **Implementing of a comprehensive programme for recruiting foreign workers and preserving them:** This output seeks primarily to increase the percentage of skilled employment to reach 23% out of the total foreign workers by 2016. This will be based on three basic pillars, which are:
 - Make adjustments to systems and laws on the basis of surveys that include employers and foreign employees, analyze the best international practices and implement strategies that eliminate the risks of the great dependence on foreign workers.
 - Establish a coordination department to connect foreign workers with the government.
 - Implement a programme that grants permanent residence to skilled employment.

The comprehensive programme would enforce these pillars through the followings:

- Revise and adjust sponsorship laws to attract foreign workers, and benefit from the successful initiatives of other countries.
- Eliminate economic risks via undertaking preventive measurements.
- Improve infrastructures to meet the great population number and the prospected growth.

- Develop programmes that support Qatar culture.
- **Improving work conditions of foreign workers and respecting their rights:** This aims at broadening the legal protection of expatriates and foreign workers through several legal and administrative processes, especially those related to:
 - Increase the number of signed international conventions framing labor mobility and issued by the International Labor Organization to reach 20 conventions out of 188 by 2016.
 - Broaden the legal and regulatory coverage to employees' rights, including the issuance of related additional laws and policies.
 - Increase the capacity of key-institutions and the establishment of new institutions to tackle the legal and regulatory coverage.
 - Assess the modifications that can be made on other related labor laws (such as the law of sponsorship) to support employees' rights.
 - Use additional resources to implement laws of employees' rights.
 - Broaden the scope of the rights of employees to include all workers in the country.
 - Assess the prospected modifications of sponsorship law to reduce the violent reactions against employees who report on violations of workers' rights.
 - Address the disputes among foreign workers.
- **Increasing the productivity of employment:** Employment plays an effective role in assuring Qatar transformation from Hydrocarbon-based economy resources to knowledge-based economy. Undoubtedly, the ongoing recruitment of companies to skilled labor and the increased size of invested capital will certainly lead to a technologically developed mode of production, and therefore increase the productivity of employment. The latter, that reflects the aspirations of Qatar National Vision 2030, will increase the effective participation of both Qataris and non-Qataris targeted within the labor force. This will reflect one objective of the Qatar National Vision 2030. Increasing the productivity of employment will be based on the implementation of labor productivity strategy. This

strategy would activate the endogenous and exogenous components via the use of technologically-based means of production. In large measure, increasing the productivity of employment is vitally linked to the need of attracting skilled expatriate labor force and preserving it, on one hand, and to the labor productivity strategy that would complement the efforts towards the diversification of economic sector, on the other. For this reason, we notice that the multiple results of economic and human development projects are overlapped. In many cases, as lower productivity of employment is attributed to low levels of foreign workers; increasing labor productivity requires the encouragement of investing companies to improve the capital. The recruitment of skilled workers reduces the real size of labor for the same outputs while it increases its efficiency among the total number of workers and leads to the improvement of productivity. The strategy of labor productivity will include the followings:

- Provide recommendations on the possible ways to increase the demand of employers for skilled labor, including the imposition of fees or the establishment of points system for entry to Qatar.
- Establish programs to increase access to capital.
- Develop a plan for communication and management of change to ensure that all concerned parties adopt the strategy of labor productivity.

The strategy of labor productivity will include processes that will help reducing the attraction of unskilled foreign workers or low incomers (for example via the imposition of fees). The easy access to large numbers of foreign workers with lower costs encourages employers to increase recruitment. This situation can be controlled through the imposition of fees. From another vintage point, these fees can be used for supporting the transformation of Qatari economy by establishing funds intended to increase the skills of Qataris, which would guarantee the continuous effective participation of labor base in the national economy even if the means of production change.

Strategic Guidelines in the Area of Expatriate Labor Force: Nowadays, the management of international mobility, or what can be referred to as foreign workers, is marked by some practices or guidelines that are set by conventions agreed among countries; and, even among international institutions concerned

with the management of international mobility. Yet, the most important practice is orienting the policies of countries to select expatriates on the basis of their qualifications, and competences in accordance with the new demands of labor market. Therefore, the approach of employment strategy can be integrated within the management of foreign workers flows in the context of globalizing the practices of countries in the management of international mobility, on the one hand, and identifying specific national guidelines in this area, while delineating the policy of Qatar in the area of managing the flow of foreign workers, on the other. Thus, the presence of expatriates and foreign workers in the country becomes one of the areas governed by objective determinants and regulations that contribute in identifying the size and characteristics of the desired employment. The development of a modern policy of the country in the area of managing the flow of expatriates and foreign workers can be clearly manifested through the call to broaden the legislative system that governs the management of this category and update it by calling onto the endorsement of additional international conventions, establishment of a new administrative system derived from certain international practices regarding the settlement of some economic categories of expatriates that contribute in the animation, modernization and growth of the Qatari economy. This administrative system can also make a rupture or transformation in the administrative fact of some occupational categories by granting permanent residence. Consequently, new administrative criteria would be integrated within the management of expatriate labor force in the country towards the achievement of stability and growth of national economy. However, the fact that the guidelines of labor market strategy are considered as new and modern trends in the management of expatriate labor force in Qatar, the absence of social dimension in the management of this vision might raise questions about the levels of efficiency and the field implementation of these suggestions, particularly when we are aware that the management of the flowing labor force does not only meet the needs and requirements of labor market, but also maintain certain social and cultural cohesion. It also keeps cultural, social, linguistic and religious balance in a society that witnesses a disparity in the cultural, linguistic and religious structure.

The labor force strategy guidelines outline the future characteristics of the management of expatriate labor force in Qatar. These characteristics do have direct influences on different vital sectors such as health, education, economy, youth and environment that greatly attract expatriates, particularly qualified ones, even though they are not clearly mentioned in the strategy of human, social, economic and environmental

sectors of development. These profiles cause, on the one hand, an emergence of linkages among various sectors of human development and, on the other, an overlapping of the different strategies components of the Qatar National Vision 2030.

2. ***Strategy of Education and Training (2011-2016):*** According to Qatar National Vision, the transformation of the country by 2030 shall continuously depend on the levels of ensuring comprehensive, diverse and high quality of education opportunities to empower Qataris to compete, on the international level, through knowledge-based economy. Therefore, education and training would be so important to maintain progress and prosperity. Education is not only limited to training, but also includes other different social aspects. Education enables citizens to acquire an integrated personality, participate effectively in society building, justice realization, and culture enhancement to adhere to invention in sciences, medicine and industry.

As the country seeks to benefit from all socio-economic advantages of education, Qatar National Vision 2030 insists on the premise of ensuring a high-level of education that respects the highest international standards. It also insists on the right of Qataris to get access to educational opportunities that are appropriate and consistent to their potentials and interests. Equally, it promises them to ensure a best participation in labor force, and promote their values and belonging.

Given the shape of the country's population structure, particularly the large numbers of expatriates that lead to the increase of the numbers of international schools of expatriates communities, the continuing rise of the numbers of expatriate students in educational system and the diversification of educational methods; educational strategy considers this diversification as an opportunity for Qatari children to acquire knowledge and discover new cultures that will contribute to their formation and openness. The increasing number of expatriate children allows Qatari children the opportunity to meet expatriate counterparts from different communities and cultural backgrounds; as well as it enables them to establish friendship and share with them their own experiences. In these circumstances, educational system should maintain Qatar's culture and values that the Supreme Education Council is working to promote and bolster throughout several programmes such as: education of values and family culture, and the decision related to the commitment of private schools to include themes like Islamic education, Arabic language and Qatar history.

Guidelines of Education and Training's Strategy for Expatriates: Qatar National Vision 2030 calls on the development of education system to reach the level of

distinguished international education systems, the one that provides citizens with mechanisms to meet their requirements and Qatari society needs. This is an essential goal relevant to the role of education and training in addressing the current and future needs of labor market. In terms of 'expatriates' children, what is meant is commitment to ensure their cultural rights, assure their needs of public services and enable them to access to an international-level education system. This will be a key-factor in the process of attracting those with higher skills from those coming to Qatar. The presence of children of expatriates who are at the age of learning constitute a key-element of Qatar educational system. Equally important, this presence, which led to diverse educational institutions and methods, has been treated positively in the strategy of education, which is seen as a motive for the formation of Qatari future generations, to broaden their cognitive, cultural and social acquisition, as well as the government's role in guaranteeing the cultural and educational rights for the children of expatriate communities residing in the country, to operate in line with the pillars of the constitution.

However, though both strategies of labor market and education and training have directly and clearly integrated the exogenous factors related to expatriates in their future perceptions for their role within the society, health strategy has dealt with facts and issues of expatriates not as special category having special needs or impacts on the country's health status, but as an integral part of Qatar society and population structure. Thus, the country's future health policy deals with population facts as global inputs to achieve the objectives of Qatar National Vision aiming at making people physically and psychologically healthy by the adoption of a holistic health care system that respects the best of international standards, and allows all people to benefit and access to its services. This approach has reduced the features of health facts of expatriates and foreign workers in the country but integrated them as special categories within the requirements of a global health system.

B) Social Development: The guiding principles of Qatar National Vision in the social area are based on the leading principles of Qatar Permanent Constitution, particularly those related to building a society based on justice, philanthropy and equality. Given the importance of the social sector in constructing the features of future Qatar, the country is looking forward to advance and develop this area through undertaking the followings:

- Enable Qatari citizens to act flexibly and competently with the requirements of their time.
- Preserve strong and solid family and provide them with support and care.
- Widen women's participation.
- Ensure security, stability and safety to population.
- Promote Qatar regional role.

The components of this sector strategy intent to show Qatar's adherence to social protection, security and well-being that are well-suited with the Universal Declaration of Human Rights stated by the United Nations, declaration that aims at protecting peoples' political, social, economic and cultural rights.

The achievement of the social development strategy goals is centered on several objective factors, some of these are related to institutional intervention, some linked to endogenous and family factors, and others related to the levels of influence of Qatari social tissue by exogenous factors related themselves to the presence of expatriates and foreign workers; who are also subjected to the repercussions or challenges of this presence on various areas of family and social life in Qatar.

Sectoral strategies that tackle social protection, family solidarity, empowerment of women, public safety and security, sport and culture are all central annexed to this sector. But the nature of strategy annexes of this sector, particularly those related to Qatari society, such as, social protection, family solidarity, empowerment of women, culture, youth and cooperation; its approach requires a central focus on the endogenous factors more than exogenous factors in determining the nature of future strategies. Emphasis should be primarily given to expatriates and simultaneously to the strategies of security and public safety.

1. Strategy of Security and Public Safety (2011-2016): Qatar National Vision 2030 is committed to achieve sustainable development that creates a harmony between economic growths, social and human development and environment protection. In an urban environment, such as the environment of Qatar, any sustainable policy should go hand in hand with policies that encourage security and safety to improve urban planning and development so as to turn Qatar into an attracting living place.

The results and outcomes of this sectoral strategy play a key-role in improving and bolstering the quality of life, particularly where people enjoy security and stability in their society. The focus of National Development Strategy on security and safety sector was proposed, due to the result of the changes that occurred in Qatari society in recent years, especially the changes related to traffic accidents and public safety in infrastructure, work and construction fields. In this regard, the strategy of security and public safety has identified five fundamental development results to insert them within National Development Strategy 2011-2016. These results shall be realized via several activities that lead to concrete outcomes such as the followings:

- Improve management of security and public safety.
- Reduce the number of traffic accidents that cause deaths or severe injuries.
- Promote national system of occupational safety and health.
- Improve safety of construction.
- Establish a high-level national programme to manage disasters.

The achievement of intermediate goals of security and public safety strategy are related to several endogenous and objective factors linked to, or influenced, by the presence of expatriates especially domestic workers, and family violence.

- ***Domestic workers crimes (Female domestic workers):*** In recent decades, Qatar has witnessed a great prevalence of the phenomenon of domestic workers to the extent that it has become a basic necessity for Qatari families and most of the families of expatriates residing in the country. Despite the importance of domestic workers, many challenges and risks have emerged. The duty of raising children was left to domestic workers and nursemaids leading, accordingly, to family disturbances. The psychological contact between children and domestic workers, in many cases, leads to psychological disorders, which negatively affect their lives and the building up of their personalities in the present and future. This is due to the great differences among Qatari families and domestic workers in terms of culture, traditions, customs, principles and social heritage as well as the risks that some domestic workers may cause such as, crimes and dangerous moral and social problems.

- ***Protecting and nurturing victims of family-based violence:*** The national strategy of family cohesion and empowerment of women do indeed adopt this issue. The Supreme Council for Family affairs is working in coordination with the Ministry of Interior, the Public Prosecution, Qatar Foundation for the protection of children and women, and the Supreme Council of Health to achieve the following periodic goals:
 - Develop a programme to increase parent's responsibility to strengthen ties with their children.
 - Set regulatory laws to recruit domestic workers, manage and protect their rights.
 - Develop a global programme for the protection from all kinds of domestic violence and provide protection to its victims.

In addition to these actions, outcome 3.1 – a national programme for the management of occupational safety and health aims at their improving these fore-mentioned components. Sectoral result number 4 aims at improving construction safety by bolstering the national system of construction safety, including the regular control over systems, as well as it seeks to ensure safe working conditions in various establishments and secure those working in it.

In brief, Qatar is looking forward to ensure professional protection for foreign workers in different industrial establishments through the followings:

- Bolster the national system of construction safety, including the regular control of systems.
- Establish a comprehensive system to monitor buildings and establishments, including the regular control of systems.

Moreover, the Ministry of Interior identifies safety measures for expatriate workers' housing units, such as: air-condition, fire alarm, smoke devices, first-aid kits, electrical wiring (to avoid thermal radiation), anti-explosion specification and number of workers allowed to settle in one room.

Guidelines of Security and Public Safety Strategy (2011 – 2016) for Expatriate Labor Force: To make a safe and secure society, the present strategy tries to govern several vital and lively sides that influence levels of public safety

like those related to traffic, household, occupational and industrial safety. This has major repercussions on the social context of expatriate labor force such as ensuring safe work environment and conditions as well as ensuring global industrial safety that respects the recommendations of international conventions on working environment, guarding of machinery, occupational diseases, and occupational safety and health. Achieving the goals of security sector and public safety strategy will undoubtedly reduce the number of deaths and injuries of expatriate labor force in industrial establishments, sector of construction and large structures, which will help to find safe environment and conditions for expatriates work and residence in the country.

C) Economic Development: The third pillar of Qatar National Vision about economic development is based on the capacity of Qatari economy to find new updated processes to increase the actions of private sector in the total economic activities, and choose an economic management to achieve prosperity and avoid economic disturbances. To achieve these main objectives, several targeted goals have been identified within the strategies of economic diversification, development of private sector, economic infrastructure and economic management. The establishment of these goals is centered on many exogenous factors, particularly those related to foreign workers. So, how far are the issues of expatriate labor force tackled within economic development strategies?

1. Strategy of Economic Diversification and Development of Private Sector (2011-2016): In recent years, Qatar has gone through remarkable levels of economic growth in a short period. However, Qatar economy and income depends absolutely on Hydrocarbon sector, the contribution of private sector in the national product remains limited, rendering the Qatari economy mono-structural. In order to advance and modernize Qatari economy, structural economic diversification and involvement of private sector would be the main solutions to make Qatari economy more active. That is why emphasis on economic diversification and development of private sector has become a priority in the National Development Strategy to achieve future economic and social sustainability and prosperity. The present strategy aims at realizing two fundamental requirements:

- Provide orientation and determine the priorities of all essential activities and concerned departments in order to encourage private sector and economic diversification in Qatar.
- Establish a base of cooperation for current and future initiatives that target economic diversification, development of private sector and identification of responsibilities.

To achieve these goals, the present strategy has to approach all levels of work system beginning with initiatives on the level of macro-economy such as laying out policies, and passing through structural recommendations for programmes and institutions, to lead macro-projects that deal with specific issues. Thus, sectoral strategy compiles in its folds endogenous and exogenous factors in the achievement of the vision's goals concerning diversification of the Qatar economic structure. The elements of economic diversification and development of private sector are based on the activation of about 24 actions such as: development of small and medium projects, implementation of productivity improvement programme, tendencies of the process for building planned industrial areas and related infrastructures, building capacities of invention and innovations, organization and creation of institutions and projects to support research and development, launching the programme of technology transfer, implementation of programme for the establishment of knowledge-based new activities, improvement of innovation and the encouragement of direct foreign investment. These actions that are fundamentally based on improving productive capacities of different economic and industrial sectors require skilled and qualified labor force in order to achieve the goals of these actions and to contribute in the diversification of Qatar economy and broaden up private sector capacities.

Tendencies of the Strategy of Economic Diversification and Development of Private Sector (2011-2016): The private sector is considered the first employee of expatriate labor force in Qatar. Undoubtedly, empowering and enhancing the capacities of this sector will contribute in the attraction of large numbers of expatriates in the coming years. However, identifying the aspects of Qatari private sector structure, particularly the position of small and medium institutions working in scientific and modern industrial fields related to the world of research and sciences, restricts the trends of future needs for expatriates and limit them to qualified labor force which is consistent to the guidelines of labor market strategy concerning the attraction of skilled

and qualified foreign workers.

2. *Strategy of Economic Infrastructure (2011-2016)*: Qatar National Vision (2030) aims to establish infrastructure with international standards as a part of the achievement of the country's economic, social, human and environmental development goals. Expenditure on long-term infrastructure helps in the realization of sustainable growth and development through ensuring "inputs" of services (such as electricity, water, roads and railways) for further production processes. From another perspective, access to these inputs and advancing related quality are encouraging to drive economic growth forward by increasing productivity, reducing expenditures, increasing opportunities and linking markets. Additionally, the quality and services of infrastructure will be reflected on the well-being of people, the improvement of their potentials and their relation to the performed services. The assets of infrastructure are, also, considered as direct income resources and job opportunities. Achieving the goals of the strategy of economic infrastructure sector require an organizational and institutional environment that allows for perfect planning and implementation of sectoral strategies, as well as ensuring various factors either endogenous or exogenous.

However, should the strategy tries to replace several organizational and institutional changes that govern different great areas of infrastructure, the achievement of its various pillars concerning areas of electricity, water, safe sanitation, transportation, information and telecommunication, particularly projects related to benefits of World cup 2022, will require the attraction of significant numbers of foreign workers.

Guidelines of Economic Infrastructure Sector Strategy for Expatriate labor force: There is no doubt that the establishment of big infrastructure projects in Qatar between 2011 and 2016, which are supposed to meet the requirements and needs of hosting World Cup 2022, demands the attraction of large numbers of foreign workers. Though this pull seeks to attract qualified labor force as stated in the labor market strategy, it also obliges the attraction of non-qualified labor force due to sectoral demands. The establishment of infrastructure projects raises several questions about the levels of impact of infrastructure sectors'

requirements on the future structure of foreign workers, and the possibility of transformation as mentioned in the labor force strategy. Nevertheless, there are no doubts that the implementation of various infrastructural projects will support the improvement of life and health conditions of the different components of the Qatari society including, by the same, foreign workers.

3. ***Economic Management Strategy (2011-2016):*** Qatar National Vision is looking forward to create a diverse and competitive economy able to meet the needs of its people in the present and future, and ensure all of them high standards of living. The realization of this goal demands the provision of regulatory and institutional economic management, including the judicious use of the country's hydrocarbon resources and diversification of the economic base according to the determinants and frameworks of knowledge-based economy, as well as the effective partnership between private and public sectors, providing infrastructure services with international level, and ensuring an efficient safe financial system. Thus, strategy of economic management has emerged to develop strategic guidelines and fundamental interventions to make a qualitative leap in the country's economy and different institutions so as to improve its competitiveness.

Strategic Directives of Economic Management Sector for Expatriate labor force: Economic and financial role have not clearly been highlighted in the directives of the economic strategy. It has been emerged partially through the allusion of decrease and decline of labor force productivity linked to huge flow of unskilled foreign workers. The strategy has no indication neither to the different points related to financial or monetary management of national economy nor to the capacities of foreign workers, both on the level of expatriates remittances, the amount of foreign capitals invested in the country, or on the levels of expected capitals to be attracted in the future; in addition to personal and domestic investments of expatriates and foreign workers in the areas of shares and real estate.

- D) Environmental Development:** Qatar National Vision 2030 abides by maintaining harmony among economic growth, social development, environment management and improvement of people quality of life. It also recognizes that development trend

in Qatar should be compatible with the requirements of protecting and conserving natural and urban environment. To achieve this, sustainable environment strategy identifies strategic guidelines and fundamental initiatives that will be undertaken by environment sector under the supervision of the Ministry of Environment during 2011 to 2016. To enable the realization of sustainable environment, the strategy sets seven fundamental results and related goals that would be achieved by 2016 in order to: guarantee safe water, clean air, less waste, protection of biodiversity, creation of larger green urban spaces, raise of environmental awareness and improvement of governance. If the achievement of Sustainable Environment Strategy Goals is primarily based on institutional and structural interventions, the guarantee of the implementation of these guidelines depends on the providence of human capabilities and technical skills in different areas of Sustainable Environment Strategy. Considering the current State's lack of sufficient human capabilities in controlling bodies and administrative institutions specialized in areas of environment protection and limitedness of training, the implementation of some recommended activities requires the recruitment of many experts. For this reason, the strategy outcome 3-1 about the management of heavy waste recommends the facilitation of the recruitment of skilled and unskilled foreign workers.

Guidelines of the Sustainable Environment Strategy (2011-2016): Securing the environmental facts in Qatar entails setting various novel activities related to various areas of environment through the recruitment and attraction of the concerned administrations to experts and specialists in different areas, particularly in the monitoring functions. Equally, jobs related to environment are classified among the required functions which contribute in the achievement of one of the pillars of Qatar National Vision. These functions, which cannot be covered, due to the limited training in these areas in the country, are filled only by recruiting qualified labor force from abroad including future needs in environment areas. Given the diversity of professions and areas related to environment, future requirements will include varied levels of foreign workers including the unqualified ones.

Chapter Three: Qatar Population Policy

The achievement of Qatar National Vision (2030) entails the establishment of diverse and multiple institutional frameworks of future planning for different vital areas. Among these frameworks is the action plan of the Population Policy that was launched

in October 2009. It is considered as an integral part of the country's sustainable human development plans. In the spirit of its pure demographic approach, this programme seeks to realize a global equilibrium between population growth and sustainable development requirements in line with what ensures better life to the population of Qatar, develop their potentials, broaden their choices and raise their levels of participation in the progress and well-being of Qatari people.

The demographic situation in Qatar has witnessed numerous quantitative and qualitative changes in the recent decades. It entailed a comprehensive framing of population policy in order to establish a great harmony between the different components of population growth in the country so as to keep citizens on "accepted" levels of population structure. In this regard, the Population Policy focuses on increasing the current rates of natural population growth of citizens, or at least maintaining it and achieving equilibrium in the general population growth. This trend reflects the insistence of those who are in charge of the population policy in dealing with population issues as being one of the key-challenges in delineating aspects of future Qatar, which is indispensable in the process of designing policies. Priorities of population policy, especially the objective of population structure, aim at correcting population structure imbalances to increase the percentage of citizens out of the total population through the achievement of many goals such as the correction of the imbalances related to sex ratio and married couples rate...etc.

Qatar population policy tries to monitor urban growth to reach a population distribution balanced with development requirements, and reduce internal migration, especially towards Doha, through decreasing the annual growth rate of the inhabitants of Great Doha into half of total population by means of achieving decentralization in administrative systems and increasing citizens' participation in the management of their cities.

As for the area of labor force, population policy is trying to increase the participation of Qataris in the economic activity, reduce unemployment among them and reduce imbalances in the labor market via the development of policies of replacement, recruitment, wages, and disposal of surplus labor force, particularly domestic labor force, and change some traditions that demand large numbers of domestic workers or personal services.

Guidelines of Population Policy for Foreign Workers: Qatar population policy, which aims at reducing the severity of imbalances of the country's population structure, stems its vision from a conciliatory approach between development requirements and demographic fact. This tendency takes into consideration many structural factors of society during the recruitment of foreign workers in order to maintain all balances that govern the social tissue of Qatari society, and make it compatible with different determinants of demographic and social factors of the Qatari society. In this respect, Qatar Population Policy – as is the case with population policies worldwide- is trying to establish equilibrium in the local demographic facts through inventing a conciliatory approach between citizens' demographic findings and the process of employment. The Population Policy Plan of Action for expatriates and foreign workers, aims at establishing many goals that are compatible with the sectoral policies of national development strategy, particularly those related to the employment of high qualified persons and specialists, development of laws on workers' rights, insurance of safety, availability of appropriate housing and rest time for workers, and ensuring suitable housing for singles. Population policy seeks to ensure decent living conditions for expatriates and foreign workers through offering advanced public health for the population.

SECTION IV

Conclusions and Recommendations

As being stated in Qatar National vision 2030, the broadband modernization of different life sides, and the proceeding forward towards building a developed country have led the institutions of the country to go along with this general trend by updating the ways and tools of its work. This trend is embodied in the adoption of the various institutions of the country to the techniques and processes of multi-strategic planning, leading to the generation of Qatar vision, sectoral national development strategies and population policy. These institutional frameworks mark the advanced institutional work of the country and confirm the keenness of Qatar and its institutions to act in accordance with the changes in order to reach a Qatari society with progress, well-being and sustainable development in different sides and areas.

Today, Qatar National Vision 2030 and all sectoral strategies are considered as fundamental institutional backgrounds in the process of identifying features of future Qatar. Several exogenous factors interact in this process, particularly those related to expatriates and foreign workers that constitute one of the determinants of that future.

Chapter One: Conclusions

- At the theoretical and preparatory level, strategic and futuristic planning are based on the definition of society's basic trends through the elaboration of solid and clear national vision. This vision is to itemize aspects and characteristics of the future, as well as the nature of actors and the role of exogenous factors. Thus, the developmental objectives adopted and targeted in Qatar National Vision 2030 are considered as part of the declaration on the structure and levels of participation of different efficient factors to achieve the future aspects of the society, including expatriate labor force. Since Qatar national vision considers expatriate labor force as a resource of human and economic development, it actually recognizes its future role in the development of the country. In this manner, expatriate labor force is integrated within the holistic planning and vision of the society.

- If Qatar national vision 2030 has defined the overall framework of integrating expatriate labor force within national development, sectoral development strategies have delineated, throughout detailed frameworks, the processes of integrating expatriate labor force within the different sectors of development.
- As being primarily related to the needs of various components of labor market, the integration of expatriate labor force within sectoral developmental strategies has identified the future trends of the country in the employment and the processes of updating this employment. The proposed frameworks set the features of national policy for recruiting foreign workers.
- Deeply rooted in modern directives of the management of international mobility which are based on the selection of skilled and qualified labor, national policy of recruiting foreign workers calls, from an economic approach linked to the power and productivity of labor, on maintaining this labor and turning temporary labor into permanent.
- The declared guidelines related to the recruiting of foreign workers extend to all areas without exception. These areas would increase with the beginning of the establishment of infrastructure projects and the requirements of hosting World Cup 2022.
- The treatment of sectoral strategies to labor force is not only limited to identifying the policy of recruiting foreign workers, it also includes the social sides of their presence and the nature of their interaction with Qatari society, particularly those related to the influence of large numbers of expatriates' children in educational institutions, and the influence of domestic workers and nursemaids on the social findings of Qatari children.
- Based on Qatar permanent constitution and Qatari society's high values, national strategy lends important emphasis in its sectoral strategies on the protection of labor rights and the provision of safe and secure conditions at work or residence. For this reason, security and public safety strategy focuses on ensuring work and housing conditions for expatriate and foreign workers. Equally, strategy of education and training focuses on the protection of educational rights of expatriates' children. In turn, health strategy focuses on securing health conditions and related high-service for all population.

Chapter Two: Recommendations

- Due to the interactivity between various fields of foreign labor recruitment and related future needs, it seems obvious that linking up different sectoral strategies directly with labor market strategy is a priority to define the requirements of each sector in order to facilitate relevant periodic requirements, quantify the macro demand, and set the characteristics of the desired labor force. Sectoral strategies reflect the situation and needs of the socio-economic and cultural sectors as well as the activities forming together what is defined as labor market.
- Multi-lateral strategic planning requires integrating periodic and macro demand of foreign workers into other social, demographic and cultural determinants to conciliate economic development requirements and socio-demographic integration as well as equilibrium needs.
- If the previous stages have been characterized by the achievement of a qualitative shift in the nature of national institutional work, the follow-up of the implementation of different sectoral strategies, even those related to population policy, requires new institutional efforts based on participatory and mutual management. Sectors' interconnectedness, overlap and mutual influence should be considered, on the one hand, while the tendency to avoid unexpected influences of strategies' objectives, particularly for components such as; the size and characteristics of the desired foreign workers should be identified, on the other.

Footnotes and Sources

(1) Statistics Authority, Labor Force Survey, 2011

(2) Supreme Council of Education, annual statistical report 2008-2009.

(3) Statistics Authority:

http://www.qsa.gov.qa/QatarCensus/Census_Results.aspx

(4) Labor law does not cover labor relations in all areas, except what has been approved with a specific document. The provisions of this law do not include the following categories:

- 1- Professional and Workers in other government ministries, departments, public institutions, companies founded by Qatar Petroleum either alone or with other partners, and those their affairs are regulated by special laws.
- 2- Officers and members of Armed Forces, Police and Navy forces.
- 3- Elementary workers.
- 4- Domestic workers such as: driver, nursemaid, cook, gardener, and the like.
- 5- Family Members of the employer who are: his wife, his parents and his grandparents who are working with resident with him at his house and who are fully dependent. Besides agriculture and pastry workers except persons who work in agricultural institutions that manufacture and marketing their productions or those who permanently run and repair agricultural mechanic machinery.
- 6- It is allowed by a decision of the Council Ministers, and on the basis of the minister's suggestion, to implement some or all provisions of this law on the categories mentioned in articles (3, 4, 5, 6).

(5) See web site of Ministry of Interior:

<http://www.moi.gov.qa/site/arabic/aboutMoi/index.html>

(6) See web site of Ministry of Interior:

<http://www.moi.gov.qa/site/arabic/departments/PassportDept/sections/sec891/891.html>

(7) website of Ministry of Labor:

http://www.mol.gov.qa/arabic/departments/department_of_employment/Pages/default.asp

(8) website of Ministry of Labor:

http://www.mol.gov.qa/arabic/departments/labor_inspectorate/Pages/default.aspx

(9) website of Ministry of Labor:

http://www.mol.gov.qa/arabic/departments/department_of_labor_relations/Pages/default.aspx

(10) see website of Legal Affairs at the Ministry of Foreign Affairs:

http://www.mofa.gov.qa/orgchart.cfm?dep_id=41

(11) see duties of Medical Commission on the website of Supreme Council of Health:

<http://www.sch.gov.qa/sch/Ar/>

(12) See website of the department on the Ministry of Foreign Affairs website:

<http://www.moi.gov.qa/site/arabic/departments/HumanrightsDept/index.html>

(13) See website of the department on the Ministry of Foreign Affairs website:

http://www.mofa.gov.qa/orgchart.cfm?dep_id=67

(14) See Qatar foundation for combating human trafficking:

<http://www.qfcht.org/>

(15) Web site of National Human Rights Committee:

<http://www.nhrc-qa.org>

References

- 1) General Secretariat for Development Planning, Qatar National Vision 2030, 2008.
- 2) General Secretariat for Development Planning, Labor market strategy, 2011-2016.
- 3) General Secretariat for Development Planning, Education and Training Strategy, 2011-2016.
- 4) General Secretariat for Development Planning, National Development Strategy, Supreme Council for Family Affairs, strategy of Family solidarity and women empowerment, 2011-2016.
- 5) General Secretariat for Development Planning, sport strategy, 2011-2016.
- 6) General Secretariat for Development Planning, Ministry of Culture, Arts and Heritage, Culture strategy, 2011-2016.
- 7) General Secretariat for Development Planning, Ministry of Social Affairs, Social Protection Strategy, 2011-2016.
- 8) General Secretariat for Development Planning, Supreme council of Health, Health National Strategy, 2011-2016.
- 9) General Secretariat for Development Planning, Ministry of Interior, Strategy of Security and Public Safety, 2011-2016.
- 10) General Secretariat for Development Planning, Ministry of Business and Commerce, Strategy of Diverse economy and development of private sector, 2011-2016.
- 11) General Secretariat for Development Planning, Qatar Petroleum, Ministry of Economy and Finance, Strategy of Economic Management, 2011-2016.
- 12) General Secretariat for Development Planning, Ministry of Municipal Affairs and Urban Planning, Strategy of Economic Infrastructure, 2011-2016.
- 13) General Secretariat for Development Planning, Ministry of Environment, Sustainable Development Strategy, 2011-2016.
- 14) General Secretariat for Development Planning, Presidency of the Council of Ministers, Strategy of Institutional updating and development, 2011-2016.
- 15) Permanent Population Committee, Population Policy Plan of Action, November 2009.

Appendices

Appendix 1

Official Titles and Reference Number of the Conventions adopted by the International Labor Conference and Concerned with Employment, International Migration and Labour Force

(Source: Texts of International Labor Organization available at ILOLEX database at the following website: www.ilo.org/normes)

- 1 - Hours of Work (Industry) Convention, 1919
- 3 - Maternity Protection Convention, 1919
- 4 - Night Work (Women) Convention, 1919
- 5 - Minimum Age (Industry) Convention, 1919
- 6 - Night Work of Young Persons (Industry) Convention, 1919
- 7 - Minimum Age (Sea) Convention, 1920
- 10 - Minimum Age (Agriculture) Convention, 1921
- 14 - Weekly Rest (Industry) Convention, 1921
- 17 - Workmen's Compensation (Accidents) Convention, 1925
- 18 - Workmen's Compensation (Occupational Diseases) Convention, 1925
- 19 - Equality of Treatment (Accident Compensation) Convention, 1925
- 20 - Night Work (Bakeries) Convention, 1925 (shelved)
- 21 - Inspection of Emigrants Convention, 1926 (shelved)
- 24 - Sickness Insurance (Industry) Convention, 1927
- 26 - Minimum Wage-Fixing Machinery Convention, 1928
- 29 - Forced Labor Convention, 1930
- 30 - Hours of Work (commerce and offices) Convention, 1930
- 31 - Hours of Work (Coal Mines) Convention, 1931 (withdrawn by the ILC – decision of 15 June 2000)

- 33 - Minimum Age (Non-Industrial Employment) Convention, 1932
- 41 - Night Work (Women) Convention (Revised), 1934 (shelved)
- 46 - Hours of Work (Coal Mines) Convention (Revised), 1935 (withdrawn by the ILC – decision of 15 June 2000)
- 48 - Maintenance of Migrants' Pension Rights Convention, 1935 (shelved)
- 50 - Recruiting of Indigenous Workers Convention, 1936 (shelved)
- 52 - Holidays with Pay Convention, 1936
- 62 - Safety Provisions (Building) Convention, 1937
- 81 - Labor Inspection Convention, 1947 Protocol of 1995 to the Labor Inspection Convention, 1947
- 72 - Paid Vacations (Seafarers) Convention, 1946
- 76 - Wages, Hours of Work and Manning (Sea) Convention, 1946
- 77 - Medical Examination of Young Persons (Industry) Convention, 1946
- 79 - Night Work of Young Persons (Non-Industrial Occupations) Convention, 1946
- 94 - Labor Clauses (Public Contracts) Convention, 1949
- 95 - Protection of Wages Convention, 1949
- 97 - Migration for Employment Convention (Revised), 1949
- 100 - Equal Remuneration Convention, 1951
- 102 - Social Security (Minimum Standards) Convention, 1952
- 103 - Maternity Protection Convention (Revised), 1952
- 105 - Abolition of Forced Labor Convention, 1957
- 106 - Weekly Rest (Commerce and Offices) Convention, 1957
- 117 - Social Policy (Basic Aims and Standards) Convention, 1962
- 118 - Equality of Treatment (Social Security) Convention, 1962
- 119 - Guarding of Machinery Convention, 1963
- 121 - Employment Injury Benefits Convention, 1964 [Schedule I amended in 1980]
- 122 - Employment Policy Convention, 1964

- 124 - Medical Examination of Young Persons (Underground Work) Convention, 1965
- 131 - Minimum Wage Fixing Convention, 1970
- 132 - Holidays with Pay Convention (Revised), 1970
- 135 - Workers' Representatives Convention, 1971
- 137 - Dock Work Convention, 1973
- 140 - Paid Educational Leave Convention, 1974
- 142 - Human Resources Development Convention, 1975
- 143 - Migrant Workers (Supplementary Provisions) Convention, 1975
- 147 - Merchant Shipping (Minimum Standards) Convention, 1976 Protocol of 1996 to the
Merchant Shipping (Minimum Standards) Convention, 1976
- 150 - Labor Administration Convention, 1978
- 151 - Labor Relations (Public Service) Convention, 1978
- 157 - Maintenance of Social Security Rights Convention, 1982
- 158 - Termination of Employment Convention, 1982
- 172 - Working Conditions (Hotels and Restaurants) Convention, 1991
- 175 - Part-Time Work Convention, 1994
- 177 - Home Work Convention, 1996
- 187 - Promotional Framework for Occupational Safety and Health Convention, 2006

Appendix 2

The “Abu Dhabi Dialogue” 2008- Declaration

Ministerial Consultation On Overseas Employment and Contractual Labor for Countries of Origin and Destination in Asia

The “Abu Dhabi Dialogue”

Abu Dhabi, 21-22 January 2008

**Theme: Contractual labor mobility in Asia: Key partnerships
for development between countries of origin and destination
Abu Dhabi Dialogue between countries of origin and
destination**

The Ministers of Afghanistan, Bahrain, Bangladesh, China, India, Indonesia, Kuwait, Malaysia, Nepal, Oman, Pakistan, the Philippines, Qatar, Saudi Arabia, Singapore, Sri Lanka, Thailand, United Arab Emirates, Vietnam and Yemen having come together in Abu Dhabi on 21 and 22 January 2008 to constitute the Ministerial Consultation on Overseas Employment and Contractual Labor for Countries of Origin and Destination in Asia, referred to as the Abu Dhabi Dialogue, adopted the following considerations and recommendations:

I. Considerations

- I.1 Growing temporary and circular labor mobility in Asia is prompting countries of origin and destination to re-examine a number of long-held assumptions about contractual labor mobility with a view towards advancing their respective developmental interests through increased collaboration and partnership.
- I.2 When properly managed, temporary contractual labor mobility will benefit both countries of origin and destination as well as improve the well-being of temporary contractual workers. Labor mobility can be an important instrument for the development of economies as well as human resources. The UN General Assembly High-level Dialogue on International mobility and Development in New York in September 2006, and the Global Forum on Migration and Development in Brussels in July 2007, highlighted the relationships between international mobility, poverty alleviation and development.
- I.3 The potential of temporary contractual labor mobility in fostering development is not a new concept in Asia. For a number of decades now, many Asian countries have looked to opportunities available in the regional labor market to satisfy their employment and human resource needs. However, what is new today is the recognition that we are living in a world that is more mobile than ever before; a world with greater integration of economies, labor forces and societies; and one which is experiencing rapid and deep changes, notably due to technological advances, demographic shifts and environmental degradation.
- I.4 Against this backdrop, ten labor countries of origin from South and Southeast Asia established in 2003 a regional dialogue, known today as the “Colombo Process.” The first meeting in Colombo was followed by a second in Manila in September 2004, and a third in Bali in September 2005. During the Bali meeting, Afghanistan joined as the 11th member and, for the first time, countries of destination attended as observers. It was also at the Bali meeting that the membership agreed to formally engage in a dialogue with countries of destination, both Asian and European. The Bali Ministerial represented a qualitative leap in the emerging dialogue between Asian countries of origin

and destination and it was recognized there that the term “expatriate and contractual labor” was an accurate description of labor flows to GCC countries.

I.5 The hosting and funding by the Government of the United Arab Emirates of the Ministerial Consultation between the Colombo Process countries and Asian destination countries is an important expression of the interstate collaboration fostered in this dialogue since its very inception.

I.6 The Abu Dhabi meeting highlighted that, in the context of the global economy, there is increasing competition to boost economic growth through labor mobility at all skill levels. In this connection the Ministers consider that best economic and social outcomes are achieved through the provision to all workers of good living and working conditions, their protection including through promotion and implementation of transparent policies and practices including for recruitment and employment according to the national laws and regulations of countries of origin and destination and facilitating remittances, and the development of a framework for multilateral cooperation to leverage the benefits of temporary contractual labor mobility.

I.7 The Abu Dhabi meeting recognized the joint responsibility of countries of origin and destination to enforce compliance by recruitment agencies and other parties engaged in the recruitment process with the requirements of national laws and regulations pertaining to the employment of temporary contractual labor, thus providing further protection to workers.

II. Recommendations

II.1 Based on the above mentioned considerations, and in light of the constructive dialogue that took place in Abu Dhabi, the participating States have decided to launch a new collaborative approach to address temporary labor mobility and maximize its benefits for development. They have identified the following key partnerships between Asian countries of origin and destination through which they wish to foster information sharing, promote capacity building, technical cooperation and interstate cooperation.

Partnership 1: Enhancing knowledge in the areas of: labor market trends, skills profiles, temporary contractual workers and remittances policies and flows and their interplay with development in the region

Partnership 2: Building capacity for effective matching of labor demand and supply

Partnership 3: Preventing illegal recruitment practices and promoting welfare and protection measures for contractual workers, supportive of their well being and preventing their exploitation at origin and destination

Partnership 4: Developing a framework for a comprehensive approach to managing the entire cycle of temporary contractual mobility that fosters the mutual interests of countries of origin and destination

II.2 These partnerships are based on the mutual interests of labor origin and destination countries, with a particular focus on development. They are action-oriented and, in addition to governments, will seek to engage other relevant stakeholders for the implementation of initiatives which will take this partnership forward in a spirit of international dialogue and cooperation.

II-3 The meeting calls on countries of origin and destination to continue their dialogue to identify practical outcomes to the partnerships enunciated in this declaration with the support of the International Organization for Migration.

II-4 the next ministerial consultative meeting of the Abu Dhabi Dialogue between countries of origin and destination on employment will be held during the month..... in 2010 with the support of the International Organization for Migration.

II-5 The meeting welcomes the call by His Highness Sheikh / Salman bin Hamad Al Khalifa, heir apparent of Bahrain and Chairman of the Economic Development council before the session (96) of the International Labor Conference on holding a Social Dialogue Summit on labor issues involving countries of origin and destination of labor force in order to reach effective decisions in light of the Abu Dhabi Dialogue and meetings held in this area in the last period.

Ministers expressed their deep appreciation to the Government of the United Arab Emirates on its presidency to the ministerial consultative, the hospitality and generosity to all participants as well as their appreciation for the International Organization for Migration (IOM) for its efficient support as being the Secretariat of the Colombo Process and the first meeting of Abu Dhabi Dialogue.

Abu Dhabi - January 22, 2008

★ ★ ★

Abu Dhabi Dialogue is a dialogue between the 11 countries under the Colombo Process, these countries are: (Afghanistan, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Vietnam) and 11 other Asian countries: (Bahrain, Kuwait, Malaysia, Oman, Qatar, Saudi Arabia, Singapore, United Arab Emirates and Yemen). In this respect, dialogue takes place between the governments of several geographical areas in Asia, which are referred to in this document under the general expression (Asia), which are namely West Asia (Bahrain, Kuwait, Oman, Qatar, Saudi Arabia, United Arab Emirates and Yemen) and South Asia (Afghanistan, Bangladesh, India, Nepal and Sri Lanka) and East Asia (China, Japan and the Republic of Korea) and South East Asia (Indonesia, Malaysia, Philippines, Singapore, Thailand and Vietnam).