



Promoting QNV 2030's Vision of a Good Society Towards a Social Policy for Qatar*

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Executive Summary

The Qatar National Vision 2030 calls for strong cohesive families, an effective social protection system for all Qataris, effective public institutions and strong, active civil society organizations. These elements, and the aims for human and social development, can be thought of as a comprehensive ‘social policy’ integral to the QNV 2030.

This report brings together existing social policy elements in Qatar with an aim of providing an appropriate definition of Social Policy in Qatar and identifying key sectors and issues towards the development of an integrated social policy for Qatar. It also highlights evidence and policy gaps in key areas that need to be filled to support Qatar’s evidence-based social policy planning and makes recommendations for next steps.

Social policy in Qatar is best defined as the activities of government and civil society that together promote social and human development in a welfare society that is economically and environmentally sustainable.

An integrated social policy for Qatar must ensure that all social and human development elements of QNV 2030 are aligned and moving towards common goals.

In Qatar, the main forms of social policy are:

Supporting livelihoods - government transfers, subsidies to prices and social allowances within employment.

Civil Society provisions - NGOs, Zakat fund provision, from the family, and the emerging private financial services sector

Legal provisions – both in the form of regulation and from international conventions that have been signed and ratified.

This report considers how these provisions interact and affects human development, and how government makes provision for health and education services.

Recommendations

In moving forward, Qatar should consider in the medium term:

- Adopting the concept of **well-being** to integrate the differing forms of formal and informal social policy. This is consistent with QNV 2030 as it encompasses human development and social capital alongside individual subjective well-being and monetary outcomes.
- Adopting a social policy planning process for QNV 2030 that is part of a wider **fiscal policy and public expenditure programme**. It should be evidence-based allowing for assessments of the outcomes and impacts. This means strategic investment in

expenditure and resource allocation to ensure consistency with QNV 2030 human and social development outcomes.

- A cross-sectoral programme to promote **child well-being** in order to improve the health and education of children and provide them with resources and opportunities to become economically and socially active citizens by 2030.
- **Pension planning** – a more comprehensive approach across sectors and employees and businesses to ensure today's workers have retirements that are sustainably funded and provide adequate living standards.

The report also highlights several areas requiring attention, of which the most prominent are:

- Take into account the unintended effects of
 - social allowances on labour market segmentation and on educational incentives;
 - pensions on early retirement;
 - price subsidies that could alter food consumption patterns, threatening health through overconsumption of sugar and fats and potentially contributing to high levels of diabetes, obesity and cardio-vascular disease;
 - price subsidies for water and electricity on consumption of energy and scarce resources, having an impact on sustainable development.
- Review social programmes which are currently determined and funded in an ad-hoc manner. Current programmes that seek to protect minimum income and consumption standards do not consider the effects of inflation and are of diminishing value if they do not help protect living standards.
- Consider the various potential threats to child well-being through low levels and short durations of breast-feeding, poor diet, familial attitudes to the gains from education and parental support for learning, and the use of domestic maids, with limited Arabic language skills, to provide care for children.
- Include a strong gender dimension in social policy planning and programmes based on evidence that shows divorced women and widows are at high risk of falling into relative poverty.

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Introduction

The Qatar National Vision 2030 (QNV 2030) calls for strong cohesive families, an effective social protection system for all Qataris, effective public institutions and strong and active civil society organizations. Together these elements can be thought of as a comprehensive 'social policy' that is integral to the QNV 2030.

QNV 2030 places provisions for 'Social Care and Protection' as core elements of social development outcomes:

Strong cohesive families that care for their members, and maintain moral and religious values and humanitarian ideals; and

An effective social protection system for all Qataris that ensures their civil rights, values and their contribution in developing their society, and ensures an adequate income to maintain a healthy and dignified life

(QNV 2030 p. 22)

These aims for social protection are also informed by QNV 2030's aims for

Effective public institutions and strong and active civil society organizations that (inter alia):

Provide high quality services that respond to the needs and the desires of individuals and businesses

But there is a crucial context for these aims for social protection system and the role of families within the wider aims of QNV 2030. Social development has to occur alongside and to reinforce the aims for human development, and especially

"A healthy population: physically and mentally";

"An educated population"; and

"A capable and motivated workforce"

QNV 2030 implicitly has an aim for social policy in Qatar that links up social and human development. Such a social policy has to accompany and reinforce the QNV 2030's aims for economic and environmental development.

The primary aim of this report is to suggest how a vision of social protection and social policy can be aligned and developed to achieve QNV 2030 outcomes and focuses primarily on the development of social protection elements of such a social policy but in doing so it promotes a key core message.

The development of an integrated Qatari social policy has to ensure all elements of QNV 2030 are aligned and moving towards common goals.

Much has changed rapidly in Qatar in the past generation: rapid modernization, rapid economic growth and rapid social change. To date social policy has evolved in a number of different forms in

an unplanned manner. **To promote QNV 2030, Qatar will need improved strategic planning.** The timetable for QNV 2030 means that there are 20 years in which to achieve an integrated and aligned set of social policies. The core question for this report is:

How can an integrated social policy for Qatar be conceived, planned and implemented to assist the Qatar National Vision 2030?

The approach is to place Qatari needs and appreciations of policy foremost, and to relegate the existing approaches to social policy to being a resource base for information and referral. This reflects the current Qatari strategic position and mirrors its position in terms of economic development, described in the Qatar National Master Plan as having “...*sufficient resources to not only plan for an exciting future but also to achieve it. Few countries in the world have such an opportunity.*” (QNMP 2008 p 1.1) Economic difficulties arising from the current trade shock of reduced oil and gas prices change this assumption in the short-term, but mean that planning for future cyclical economic shocks will form an important element in joint social and economic planning.

This report is to demonstrate how Qatari social policy can match and meet QNV 2030. Matching and meeting the vision means several things:

- Understanding how the current approach to social policy operates. How do the current elements of social protection promote outcomes that are aligned to QNV 2030?
- Identifying areas where there is the need to reform
 - Programmes that need to change to better align with an integrated approach to QNV 2030
 - Areas where there is the need to expand and put in place better coverage and levels of social protection

This approach needs to be analytical, strategic and visionary in its aims. The remaining sections of the report outline how this can be achieved.

1 What is Social Policy in Qatar?

The term 'social policy' carries much with it that can presuppose the approach of European, Australasian and American welfare states. Qatar must develop an approach to social policy that matches the culture of Qatar and its economic, human and social development under QNV 2030 . The core roles of familial support, civil society and Islamic principles mean that "the state" will be a partner in social policy; *"Qatar has maintained its cultural and traditional values as an Arab and Islamic nation that considers the family to be the main pillar of society"* (QNV 2030 p 1). **Considering Qatar solely as a 'welfare state' may potentially underplay the role and importance of the family, Islam and the market as fundamental pillars of provision.** Alongside the state, that at the moment gives direct employment and a range of subsidies to its citizens, it is crucial to ensure that the incentives for informal and market-based provision are maintained and bolstered. It is appropriate that Qatar should emphasise its vision as one of developing a 'welfare society' rather than merely a larger welfare state

Qatari welfare society springs in part from an approach that is common across the GCC countries: that citizen's substantial social benefits will be provided as a crucial part of legitimating the state's control of oil and gas extraction. A Qatari's fundamental birthright is his or her endowment in national hydro-carbon resources: oil and gas. At the same time, social and political identity is strongly grounded in familial and tribal relationships and religious identity is strongly and comprehensively Islamic. The boundaries between state, Islam and family are thus overlapping and mutually reinforcing. They determine the workings of the private market and social institutions in many instances.

The social contract that has evolved with the state in Qatari welfare society has consequently a wide range of forms. There are explicit state entitlements to social protection and health and education services and more hidden subsidies, there are social support systems based on informal and mutual support, and there is a wide range of legal obligations: between individuals, between the state and its citizens and residents and between Qatar and the rest of the world.

Seeing social policy across these forms of support is crucially a holistic view that seeks to integrate and consolidate the promotion of QNV 2030. This means that a traditional sectoral approach to social policy, of separate programmes for social protection, education, health, the family and civil society is not enough. These programmes have to be designed and driven by overarching aims and strategy. This means promoting economic and environmental aims as a part of social policy. It also means that the core elements of social development additionally promote human development. **A key role for social policy is to ensure that core elements of QNV 2030 are working in the same direction and not undermining or blunting each other.**

Box 1 Definition of Social Policy for Qatar

Social policy for Qatar is best defined as the activities of government and civil society that together promote social and human development in a welfare society that is economically and environmentally sustainable. The development of an integrated Qatari social policy has to ensure all elements of QNV 2030 are aligned and moving towards common goals.

There is a crucial specific context for Qatar's development of social policy: its small size. A Qatari population in the region of just one quarter of a million people living together in large households, approximately 30,000 only in total, shares the country with a further 65,000 non-Qatari households (excluding the collective households). This small national population leads to problems of scale and efficiency even in the context of the large per-capita wealth in hydro-carbon resources.

The issue of sustainability is key. **Much of the current approach of Qatari social protection and social policy has developed as the result of being able to afford a range of ad-hoc programmes to respond to needs as they arose.** The relatively short time-scale of the recent surge in economic development has meant that understanding the consequences of these in the medium to long-term has not been considered very much. There is a range of entitlements that do not add up to a sustainable approach to QNV 2030. These entitlements have also promoted behavioural changes in Qataris that mean that their human development in terms of health and education may be undermined. Additionally, consumption of environmentally scarce or costly goods sponsored by subsidies may not be sustainable in the longer-term. But also at the heart of sustainability is the issue of Qatar's economic performance that will rely on its citizens' aptitudes and resources as well as its hydrocarbon endowment.

Being able to afford 'the best' and being able to pay for responses to 'solve' problems in the short-term, is not the same as investing in sustainable policies consistent with QNV 2030. Sustainability in part means moving from a short-term consumption based model to a longer term investment approach that has efficiency and effectiveness at its heart.

The holistic and all-encompassing definition of social policy in Box 1 cannot be purely an ambitious aspiration. To ensure clarity of purpose and an optimal development of social policy there has to be a clear strategy based on a rigorous analytical approach to policy design, analysis and implementation.

2 Strategic Approach to Social Policy

Promotion of QNV 2030

The QNV is a bold set of aspirations and goals that need to be operationalised through a 'road map' that consists of:

an approach that integrates economic and social aims in planning social policy and its implementation

a comprehensive set of policies and programmes that are integrated to promote QNV 2030.

The public face of a comprehensive social policy should aim towards a concept of '**promoting QNV 2030 and its vision of a good society**'. This enables the core messages of QNV to be restated and contextualised in its social aims and objectives. It realigns the elements of the vision that talk in terms of 'having the best in the world' to a set of aims that promote the **optimal and appropriate**:

A good society that meets QNV 2030 is thus one that

- Is built on Islamic values and principles
- Holds and supports the Qatari family at the heart of its social provision
- Promotes its citizens to achieve their fullest potential through human development
- Ensures equity and human rights
- Encourages economic growth
- Ensures human, social, economic and environmental sustainability

Integration of social policy needs to start with the aims that cross over between the separate QNV 2030 areas of social and human development. There are the formal areas of social policy that range across social protection that mainly deals with protection against the risks of low income, and education and health that are seen more as human investments. And the informal areas of social policy provided by civil society and the family which provides a range of beneficial social outcomes, such as supportive relationships, emotional well-being and trust.

Box 2 Adopting a Well-Being Approach towards an Integrated Social Policy for Qatar

Qatar's different forms of formal and informal social policy could be integrated based on a well-being approach. The notion of well-being is rising in prominence for policy makers across the world as economic growth and prosperity are increasingly seen as inadequate measures of social outcomes. The notion of 'well-being' suits QNV 2030 very well as a central encompassing concern for its vision of a good society. Well-being is not just about achieving high income and the absence of poverty. Indeed, consistent international comparative analysis of measures of 'happiness' (subjective well-being) in a population show that the positive relationship with income tails off after a comfortable standard of living has been achieved above the basic needs of living. Being richer is not associated simply with higher measures of happiness and this seems a potentially crucial insight for resource rich Qatar with high levels of GDP per capita.

Well-being is multi-dimensional in measurement and cross-cutting in its sectoral approach to social policy. The measurement of well-being at international and individual level is now established in Europe and Qatar will have to adopt specific relevant measures for QNV 2030. The recent report by the New Economics Foundation on national profiles of well-being include measures of life satisfaction, emotional well being, reliance and self-esteem, supportive relationships, positive functioning, as well as other elements common to human development and income measurements and environmental impacts . This approach thus clearly contains the ability for Qatar to capture its vision of 2030 with its aims of promoting family and traditions alongside economic, human and social development and environmental sustainability.

The promotion of well-being can thus stand across the silos of Ministerial operation and act as an integrating tool in a hierarchy of planning. Similarly, having an evaluation of 'well-being' as a measurement of policy outcomes alongside the specific sectoral outcomes, ensures that the unintended consequences of specific programmes on other areas of social policy can be identified and responded to. To use an example that currently occurs in Qatari policies, the promotion of consumption of sugar through direct subsidies to citizens should not ignore the consequences of eating too much sugar in the cardio-vascular and renal treatments in hospitals for resulting obesity and kidney disorders. Any multi-sectoral/inter-disciplinarily approach has to be hard-wired into both strategic policy planning, implementation and evaluation in a manner that is able to appreciate and weigh the costs and benefits of Qatari social policy in its parts and as a whole. This overlapping approach to social policy appears to accord with views expressed by the Supreme Council for Family Affairs and Supreme Council for Education during exploratory meetings.

Social policy for QNV 2030 should take the approach of well-being at the highest strategic level and that this approach expands over time under the planning timeframe – so that short-term plans see things as they are – sectorally segmented with different measurements and outcomes- but over time an integrated method of goal setting and evaluation based on well-being emerges.

The Strategic Approach

An approach is needed that aligns and re-orientates the varying elements of social policy towards commonly held goals of QNV 2030 and the promotion of well-being. This approach should not just be a common alignment but also a driving force for change and such alignment.

Fiscal Policy and Public Expenditure Planning

Qatar's current policy formulation and funding is ad-hoc and there is no centrally co-ordinated public expenditure process to allow the costs of programme development and reform to be evaluated in the round and under an overall budget constraint. However, in the medium term, over the next five years or so, a public expenditure process and framework will evolve. Social policy should plan for and pre-empt such a public expenditure planning process through the short-term development of a provisional cross-sectoral *social* budget as preparation for the formal evolution of such a budget. This provisional social budget should identify and collect together the component spending on the current range of programmes that together form Qatar's current social policy. The profile for the programmes underlying such a budget is given in Part 3 of this report.

The research needed to quantify the provisional 'social budget' and the information gained in achieving it will be a crucial investment. The expenditure figures also provide a key measurement of 'inputs' and 'outputs' from social policy and to identify:

- The proportion of social spending as a percentage of all government spending for Qatar QNV 2030 planning purposes
- An expression of such spending as a proportion of GDP – giving both an international profile of Qatar as a comparable 'welfare state' and a line on 'affordability' of programmes at the macro-economic level.
- The balance of expenditure on social versus "other" public programmes (Armed Forces, Police, Economic Development, Planning etc).
- Programme level spending totals for planning of targets.
- Key information for public expenditure control and distribution to meet aims of QNV 2030

The second crucial missing area in planning social programmes and budgets is being able to account for inflation. Current programmes are determined and funded at a point of time and then require a series of ad-hoc applications for new funds after programmes erode in their purchasing power. This erosion has occurred quickly in recent years during recent years of inflation at between 10 to 14 per cent. The macro-economic management of inflation will affect a wide range of social policies and, indeed, some social policies may promote inflationary pressure. But the more coherent fiscal policy will additionally develop alongside public expenditure planning in the medium to long term. Social policy planning, particularly social protection is crucially affected by inflation. For instance, programmes that seek to protect minimum income and consumption standards are fundamentally undermined if they do not protect real living standards.

A key recommendation is to promote early and pre-emptive planning for social policy that adopts the principles of a public expenditure planning process. This planning will prioritize the development of a provisional cross-sectoral social budget and use transparent assumptions about inflation and a three to five year budget timescale in the first instance.

This approach can help ensure that there is an integrated approach to economic and social policy at the highest executive level in Government. Otherwise, vague statements about alignment between social and economic planning and objectives are largely platitudes. This approach also ensures that social policy is present at the top table alongside economic policy and consequently that the trade-offs between social and economic goals are appreciated.

An Evidence-based Policy Strategy

The other key recommendation for strategic planning is that central strategic planners should set the standards for policy development and evaluation through an evidence based policy approach. This approach should then be cascaded down and across the sectors of Government.

The development of social policy is founded on a need for a comprehensive evidence base to assess a range of factors: current and future population characteristics, needs and resource profiles, programme information and performance, and an analytical approach to measuring social policy performance.

There appears to be a strategic evidential gap for policy development and its monitoring and evaluation. There are three problems with the current evidence base. First, the evidence that exists tends to be hard to locate and have access to, although a comprehensive online database (QIX) will become available in later 2009. There is research undertaken by a range of organisations and operational statistics and other forms of data collection by the Qatar Statistical Authority (QSA), Government Ministries and Agencies and other providers of services. However, there is no central 'policy library' that can collect such information and collate it to assist in strategic planning.

Second, the quality of the majority of evidence appears to be descriptive rather than analytical. The absence of a clear economics foundation in applied policy and across the Qatari government services may help to explain this. The role of trained welfare and public economists will be crucial in planning and evaluating social policy for QNV 2030. With Qatarization of senior analytical posts in Government in mind, it would be a wise investment to promote post-graduate qualification in public policy, welfare economics for a current cohort of selected civil servants.

Third, there appear to be no clear modes of 'policy learning' to promote the design, monitoring and evaluation of programmes across government. Policies appear to be implemented and changed without transparent links back to the evidence base and without clear in-built mechanisms to monitor and evaluate their performance.

Policy performance is a complex evidence base. The social budget and data on expenditure is a first necessary step, but not sufficient in planning social policy. Spending, together with figures on numbers of 'treatments', clients, staff involved in delivery are all either 'input' or 'output' measures. The latter are sometimes misunderstood as 'outcomes' and a first and crucial step in policy planning is to distinguish four measures in policy design and implementation.

Inputs – Allocated expenditure, the population and its characteristics, the environment, other non-government partners' resources.

Outputs – deliverables that arise from the operation of the programme: staff, actual expenditure, client numbers, treatment levels, and so on.

Outcomes – measurable descriptive ‘effects’ of the programme on the population, such as reducing levels of relative poverty over time.

Impacts- analytically precise effects of the programme measured against a ‘counter-factual’ – i.e. where the programme did not exist or existed in its pre-reform version.

There is additionally a cross-cutting requirement for evaluation of programmes. These will look at outcomes and impacts but can also establish cost-effectiveness and other economic evaluation of outcomes using inputs, outcomes and impacts.

The current un-coordinated system of policy planning in Qatar also makes it difficult to account for cross-cutting impact evaluation that will be key to promoting QNV 2030 outcomes of well-being. Recognising that policy effects can be of different orders will assist in such an approach.

First Order Effects describe the changes that result from policy such as lower prices of subsidised goods, levels of income in retirement, protection against poverty, provision of health services, education and employment.

Second Order Effects describe consequential impacts that result from these changes. Such changes can be in behaviour and attitudes. These second order effects are a mixture of intended and non-intended effects. So that, for instance, returning to our example from Part 2, the second order effect of providing subsidies to sugar is the unintended effect of higher incidence of diabetes from raising consumption of sugar in the diet. Indeed, one can take this example further and say that the ‘free’ treatment of the consequences of eating too much sugar additionally has an unintended effect of policy in that both behavioural and attitudinal changes have occurred– eating and treating have been sponsored at the expense of information about preventative health behaviour and that attitudes to risk have been distorted.

The approach of public economics and welfare economics that underlie these principles are key to policy analysis and key to policy integration and co-ordination. It is crucial to promote such an approach within the central planning functions and then to cascade down through the component providers and Ministries. There is no point in having different interpretations on how to measure policy performance operating between different silos of government or between central planning bodies and the policy providers. The economic approach provides a consistent, rigorous and transparent way for social policy programmes to be assessed: namely, **how effective they are in ‘promoting QNV 2030’**. Such an approach also allows positive discussions about resource allocation and review and these will be key core activities at the heart of social policy development. Furthermore, the economic evaluation methods for policy provide the best quality evidence, whether this is from random-assignment trials or complex econometric modelling. Not everything can be understood or appreciated with economics but the approach maximises consistent interpretation when properly contextualised.

Qatar should invest in three forms of social policy planning activity

- i) Expenditure and Resource Allocation activity: being able to put social policy into a fiscal and public expenditure planning framework through development of a social budget and resource allocation approach.
- ii) Policy Development: in particular planning for particular needs of social protection and their integration with education, health and other areas
- iii) Policy Monitoring and Evaluation (M&E): development of a M&E framework to support series of strategic policy planning, review and evaluation.

Together these approaches can integrate and develop social policy to promote QNV 2030 using methodologies and approaches to Public Policy that are tried and tested internationally.

3 The Current State of Social Policy in Qatar

What are the key sectors in Qatari social policy and how do they relate to social and human development aims of QNV 2030? Looking across the varied sectors and types of intervention in Qatar they can be placed under the following headings:

Social Development

Supporting livelihoods through both government transfers, subsidies to prices and social allowances within employment. This section most clearly matches the definition of ‘social protection’ commonly used by commentators and anticipated by QNV 2030.

Civil Society provisions from NGOs, Zakat Fund provisions, The Family and the emerging private financial services sector

Legal provision – both in the form of regulation and from international conventions that have been signed and ratified.

Human Development

Universal government services for Health and Education

The main focus of this review is on areas of social development but it also touches on areas of human development in education and health policy where there are integration issues and anticipated problems of promoting optimal QNV 2030 outcomes.

Supporting Livelihoods

Employment and employment-based ‘occupational welfare’

Economic development creates both business and employment. Such employment is either privately owned businesses and enterprises or employment by Government. Government employment can be ‘purely’ government – in the civil service and in public institutions such as Government schools, and/or ‘partially government’ in Qatari Government companies in hydrocarbon extraction, power, telecommunications, transport and in quasi-government bodies that are funded through government funds but have independent status. The net outcome is that over 90 per cent of adult working Qataris are employed directly or indirectly by the state as shown in Table 1 below¹

The segmentation of the labour market into Qatari and non Qatari is partly due to the small stock of potential Qatari workforce, partly due to the underlying level of indigenous skills and experience, and partly a reluctance of Qataris to work in culturally perceived low status occupations.

¹ There are insufficient Qataris to form the necessary labour force for the economy overall and large numbers of non-Qatari expatriate workers work in a huge range of low and unskilled (labourers, domestic servants, drivers) and skilled occupations (technicians, medical staff, analysts, finance services).

Choice between government and non-government employment is however additionally influenced by Qatari cultural 'non-economic' preferences that relate to gender, Islamic values, and family and traditional influences.

Almost three quarters of Qatari workers are in government administration (Table 1). Their pay levels are roughly the same as the private sector in gross terms but once their shorter working hours are taken into account, the net pay rate is 16 per cent higher per hour worked than the private sector. Qataris working in other forms of state and mixed employment still work fewer hours than in the private sector on average but their hourly adjusted pay is higher. Working in a government company gives an hourly adjusted pay rate of 26 per cent higher than the private sector and working in the 'mixed sector' (for example Qatar National Bank) a larger differential, 35 per cent higher than the private sector. Some of these differences are explained by differences in characteristics, for instance women are more likely to work in government administration and to work part-time. But overall, the incentives to work outside of government are small for Qataris.

Table 1 Employed Qataris by Sector and Mean Annual Salary and Hours Worked, 2007

Sector	Distribution (%)	Mean annual salary (QR)	Mean weekly hours	Index of hours - adjusted salary (private sector = 100)
Government administration	73.7	147,548	36.4	116
Government companies	14.5	170,366	38.7	126
Mixed	5.3	182,562	38.8	135
Private	6.4	150,041	43.0	100
All	100		39.2	

Source: Labour Force Survey, 2007

Government sector employment is also seen as an easily obtained quasi-entitlement by Qataris, particularly young men who see employment in the uniformed services, the police and armed services, as a comfortably paid, low risk, low investment option as a career post secondary school. Young women, who are increasingly entering the labour market, prefer Government employment as it provides more culturally approved gender separation in daily work along with better working hours and more part-time positions compared to the private sector. Across Government, informal networks of family, clan and tribe are also crucial to recruitment and promotion.

Wage structures in public employment combine social elements and underlying salary structures. The social elements provide a range of specific allowances for housing, transportation, and other needs. Salary structures have traditionally been determined by job description rather than defined and market orientated values of the skills and educational qualifications required to do the job according to the World Bank report on the labour market in 2005. Additionally, there is also a range of leave entitlements for sickness, maternity and retirement that accompany salaries.

Social allowances are not consistently aligned to underlying educational attainment (Table 2). For male Qataris, the proportion of the wage appears highest for the highest education levels but numbers for this sub-sample are small and differences may be overstated. Across all other levels of education the proportion of social allowances is flat for Qatari men. The results for non-Qataris are easier to interpret, the lowest skilled in the lowest paid jobs have proportionately highest amounts of social allowances in their wages – due to the allowances for labour camp and other provisions. Besides the low skilled, the proportion of wages represented by social allowances is much lower for non-Qataris than Qataris.

Table 2 Social Allowances in Male Earnings, % of gross wages

Educational Attainment	Qatari	Non-Qatari
Primary and below	13	14
Intermediate and secondary	12	7
Diploma and graduate	15	9
Post-graduate	22	8

Source: Household Income and Expenditure Survey, 2006/7

The relative value of social allowances in wages for Qataris between Government and non-Government employment, and between men and women, shows that the private sector provides much lower allowances and men obtain much higher allowances than women (Table 3). Much of the Government sector applies a ‘family wage’ assumption in part, and allowances designed to assist in marriage and housing are paid disproportionately to men. The attractiveness of employment in joint private-government enterprises to Qatari men is not just in higher wage levels but also in higher proportions of social allowances in those jobs – 21 per cent compared to 13 per cent for Government positions. A significant part of these headlines may well result from selection effects and more analysis is needed to establish the drivers.

Table 3 Social Allowances in Wages for Qataris, % of gross wages

Sector	Men	Women
Government and government companies	13	9
Mixed	21	7
Private	8	9

Source: Household Income and Expenditure Survey, 2006/7

The key issues that arise are:

- The general distortion of the labour market in Qatar through a segmentation clearly identified in the World Bank reports for the Planning Council in 2005²: between Qatari and Non-Qatari, between Government and Private sectors, between men and women

² Government of Qatar Planning Council, Labour Market Strategy Project (2005) *Labour Market Strategy for the State of Qatar: Main Report*, Doha: Government of Qatar Planning Council page 1.

- Social allowances in public wage structures potentially reinforce selection into and segmentation of the labour market because they
 - are differentially loaded to Government sector
 - further weaken the economic wage returns to education in the labour market, and in particular for higher and further education for men
 - act as differential recruitment incentives for men and women
- On the other hand, social allowances provide specific protection against high and rising living costs of state employees and are regarded as part of a legitimate entitlement in wage setting in the public sector.

There is a substantial stock of other evidence on the wider and more general labour market segmentation, from the World Bank 2005 labour market report and from current GSDP analysis. Additionally, the work on attitudes of young men and women in secondary education is gradually building a complimentary qualitative evidence base on how far the attractions of Government employment (alongside family and religious attitudes) influence career choice³.

Evidence Gaps

- A full descriptive profile of allowances and terms and conditions of employment is required – these could be obtained from pay-roll data.
- An analysis of the new ‘HR Law’ should be undertaken in relation to evidence and policy gaps⁴:
 - What is proposed?
 - How will it help or hinder the acknowledged structural problems?
 - What specific implications for social allowances and reform?
 - How should social policy plans incorporate and adapt to the new HR law?
- Subject to data constraints and measurement issues, an analysis of the impacts of such allowances on wage dispersion, on returns to education on retirement and other behaviour, such as sickness absence and consumption patterns.
- A review of recruitment by the Police and Armed Forces and the occupational and training opportunities within such forces to provide transferable skills to other areas of the economy should be undertaken. The review should look at the recruitment of low-skilled and non-graduate employees and the link between male educational deficits and recruitment into the uniformed services.

³ See Stasz C., Eide E and Martorell F (2007) *Post-Secondary Education in Qatar: Employer Demand, Student Choice and Options for Policy*, Doha: Rand-Qatar Policy Institute and Silatech (2007) *Qatar Youth Employment Mapping*, mimeo

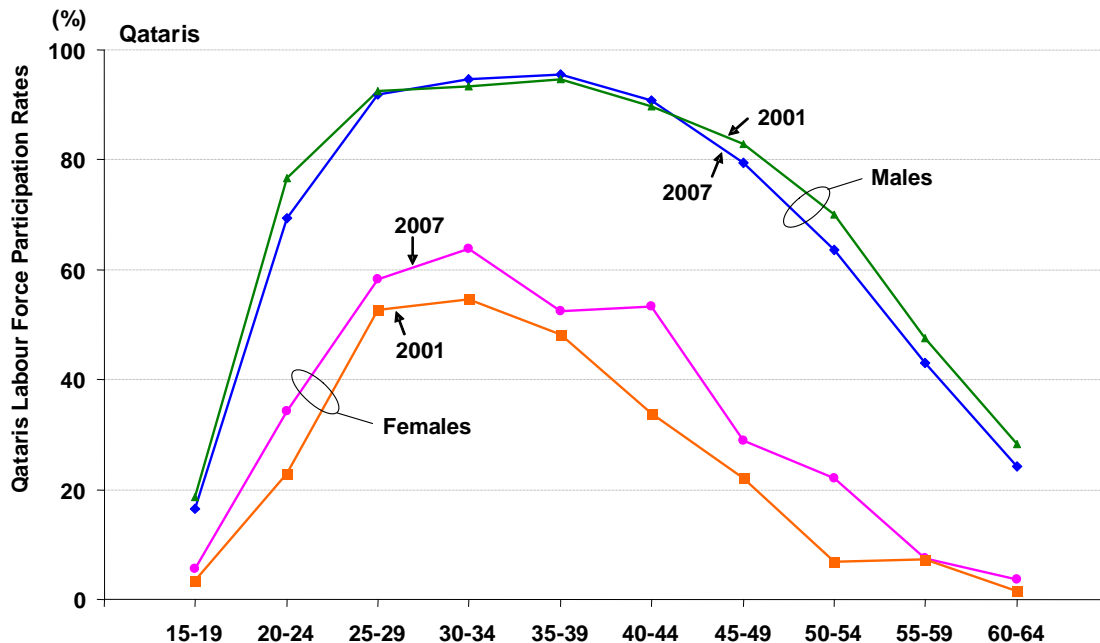
⁴ The HR Law as reported in *Al Watan* on 4th March 2009 ‘seeks to bring uniformity in the pay packages of all government employees in Qatar. “There are wide disparities in the salary scales of government employees in the civil sector”, the source noted. According to the source, the new Law creates a fair and objective base of promotion for all civil servants that identifies their rights and responsibilities. “This is a right step forward that brings justice”, the source added. The source considers the new Law as one of most comprehensive laws in the region.”

Social Insurance Pensions

A system of social insurance operates in Qatar for any Qatari who is formally employed (in Government or private sector) but that enrolment in the system is voluntary for private companies. The rates of contribution are set at 5 per cent of salary for employees and 10 per cent for employers. The exact definition of salary for these contributions as well as coverage across the population and across the sectors is not known. However, the impression is that uptake by the private sector is low, and social insurance pensions are thus in effect another element of social allowances for public sector employees. If this is the case, then this area of social protection is additionally reinforcing the segmentation of the labour market. It is not clear how far social insurance covers other long-term risks, such as incapacity to work and injury or any shorter term risks, such as maternity and sickness, and thus how such provisions link to terms and conditions of employment for such eventualities.

There is a further issue of concern that relates to these social insurance pensions: a reported high incidence of early retirement. Figure 1 shows a significant decline in Qatari male employment rates after the age of 40 that advances with increasing age. From a peak of 95 per cent for men in their thirties, the employment rate falls to 80 per cent by the late 40s and to 43 per cent by the late 50s. Women's age-related employment, which has increased over time, peaks in the 30-34 age group at 64 per cent, but steeply reduces thereafter.

Figure 1 Labour Force Participation Rates of Qatari Men and Women by Age, 2001 and 2007



Source: Social and Human Development Profile 1: Qatar's Labour Force, Trends and Patterns, 2008

With qualification periods for pensions beginning after 20 years of contributions and with such high levels of employment in the Government sector where such pension provisions operate, there are theoretical grounds for supposing that pension policy is influencing early retirement. Most

international pension systems allow for retirement either after a minimum period of 30 to 40 years in private employment, with civil service employment consistently being more generous. But the Qatari system is at the most generous end of international practice.

Although the evidence is incomplete, there are clear issues of very significant structural importance to social and economic policy to be considered for QNV 2030:

- The role of social insurance pensions, alongside Government employment, in labour market segmentation
- The incentives to early retirement and the second order effects of this on employment incentives and the returns to education and qualification
- The role of sustainable pension provision and its finance, and how this is efficiently integrated into labour market employment and wage incentives.

A key aim of QNV 2030 is to promote 'long and healthy lives' and thus this implicitly envisages a considerable role for pensions and retirement policy to be a key element of the vision.

A distinct and separate component of QNV 2030 planning needs to be developed to consider pension provision. Such planning activity should operate across social and economic boundaries to ensure that medium to long-term investment concerns, and public expenditure profiles are properly addressed. Population projections of likely numbers of older persons of pensionable age and the size of the working age population can help inform planning in this area.

Evidence Gaps

- An assessment of current pension provisions and their costs and effects, and the development of pension planning.
- An assessment of contributory liabilities, costs and funding implications of current system.

Policy Gaps

- Agreement on the aims' and principles of a future pension system
- Production of a set of pension choices (including the status quo) with a matching set of alternative funding assumptions to meet such aims. (Such plans must deal with the core issue of inflation over 40-years pre-retirement accrual and for 20 or more years of retirement.)
- A set of transition scenarios to move current system to any reformed system over the medium to long-term.
- Integrated pension assumptions that relate to the development of non-contributory benefits that will provide 'safety net' provision for elderly people.

Non-contributory benefits from Social Insurance

The Ministry of Social Affairs (MSA) operates a range of non-contributory benefits under provisions of the 1995 Social Insurance Law no 38. This provides a range of categorical benefits for ten Qatari population groups: divorced and separated women, widows, disabled adults, elderly people (aged 60 and over), families who have been abandoned and of those in prison or who have disappeared and children who are 'handicapped' or orphans.

Benefit levels are currently QR 2,500 per month for the first adult, QR 900 for each spouse and QR 540 for each child. Children continue to be included in assessment until they finish education or marry/start employment for daughters. In addition to these amounts for normal daily living needs, the Housing Department (under MSA) will pay the rent of the family, between QR 4,000 and QR 6,500 per month depending on size. Seventy percent of claimants get no help with housing as they own their own home. Additionally, care needs of disabled adults and children of around QR 800-1,000 per month to employ maids/home assistance. In addition to these cash sums, beneficiaries also have all charges waived for public services and registration requirements – for instance health cards, documentation fees etc.

There is no regular review to maintain the purchasing power/real value of benefits against inflation. Periodic large readjustments have been made by Emiri decree, the last of which in 2006 increased benefit levels by 100 per cent.

Operationally, MSA works alongside other Ministries, The Zakat Fund and NGOs/Charities and have extensive shared electronic databases. Applicants who are refused social assistance may thus be assisted by NGOs and the Zakat Fund with these organisations providing supplementary provision to accepted beneficiaries.

Table 4 Caseload of Ministry of Social Affairs' Social Insurance Benefits, March 2009

Category	No	(%)	% of Caseload Spending
Widows (with and without children)	1,037	10	12.1
Divorced	1,695	16	21.0
Disabled and incapacitated	2,503	24	25.4
Elderly	817	8	12.0
Children	300	3	2.5
Other (prisoners families, Missing/abandoned, others)	662	6	12.3
Total claimants	7,014	68	85.3
Maids for disabled and incapacitated	3,286	32	14.7
Total caseload	10,300	100	100

Source: MSA, 2009

Table 4 shows MSA's number of caseloads and its corresponding caseload spending as of March 2009 – for earlier data see Qatar's Human Development Report (HDR) of 2006 (Figures 7.1 to 7.3). However, there are some problems of definition and interpretation. The 26 categorical headings of the original data are not immediately reconcilable to the published tables in the HDR. Table 4 groups headings into categories that roughly correspond with the earlier HDR figures and that focus on the main underlying risks. Within the 'caseload' figures are the numbers of maids paid to assist people with disabilities and incapacity. This number is greater than the total of such underlying cases and thus suggests either that some cases have more than one maid, or that the count is not

exactly consistent in terms of being a 'cross-section' of cases. The data also report caseload rather than people who benefit from the allowances, so that one case may be anything from one or more person(s). It would be helpful to explore with MSA separate individual counts of beneficiaries, children (under 18 and 18 and over), men and women for dis-aggregated analysis. Widowhood, divorce and disability/incapacity are the main drivers of caseload and these confirm GSDP's findings from the HEIS analysis on relative poverty risk.

The figures on spending in Table 4 are not based on a full financial year's out-turn but give an indication of how the costs of these programmes reflect underlying caseload. First, 15 per cent of all spending (QR 2.7 million out of a total QR 18.7 million) appears to be on maids to assist people with disabilities and/or incapacity. Considering the categories of caseload where their expenditure share is greater than caseload share gives an indication of higher needs and suggests larger family size for the elderly, divorced and widows. Additionally, the small proportion of 'other' categories of the caseload, those who are abandoned or have missing or imprisoned heads of households and others, give rise to high levels of spending – double what their caseload would suggest. However, a full interpretation of these trends requires further and more detailed analysis and a better understanding of the composition of caseload by category.

MSA gave detailed responses to questions about how the means-tests for these categorical benefits were implemented and thus gave the opportunity to consider a wide range of incentive issues. The underlying assumption is that benefits are subject to a 100 per cent reduction in benefit against all other income. However, in practice the benefits reduction is done in ways that improves incentives to work and to pool and share income informally. There is a stipulated list of disregarded income sources:

- From 'craft' – which appears to refer to self-employed artisanal activity that is not purely a commercial business
- Student scholarships, grants and training allowances
- Medical grants and assistance
- NGO and Charitable grants and awards

Additionally, income is ignored from family remittances/transfers, so that maintenance income post-divorce is ignored, which in practice should provide positive incentives for payment and review of maintenance to children post-divorce. The normal assumption of a 100 per cent reduction in benefits on earnings is ignored in cases where disabled beneficiaries are provided with help to set up business through micro-finance and business. In these instances, benefits will continue to be paid without regard to the income from the business.

To promote independence and self-sufficiency, MSA will refer claimants to the Ministry of Labour Manpower Development Department who will provide job-search and vacancy matching services alongside other employment and training provision to find work. Sanctions are 100 per cent withdrawal of individual benefit (i.e. not for spouses or children) for non-compliance and/or on the refusal to take up a job offer. MSA have data on the number of employment outcomes (481 out of 1,100 referrals to MOL)

Reform of the system is on-going through the "New Social Security Draft Law Committee" on which MSA is a member. This committee is given MSA data on both recipients and failed applicants to consider widening the categorical remit of benefits and additionally to look at benefit rates and structures. A further increase in benefit rates is under consideration along with extension to new categories of need: female spinsters aged over 35, married students, Qatari female's children and non-Qatari husband (encompasses five categories), individuals who go bankrupt and families of drug addicts undergoing medical treatment/psychological therapy⁵.

Evidence Gaps

- Greater knowledge and understanding about the operation of, and effectiveness of, the 'welfare to work' components of MSA/MOL activity.
- Greater knowledge and understanding of the role of 'occupational rehabilitation' and other services to ensure that health and disability related issues are tackled in a way that promotes economic inclusion
- Cross-agency costing – joint resources between MSA/Zakat Fund/NGO/Ministry portfolios would allow a clearer idea of overall budget and unit costs to be appreciated in terms of future policy development.
- The MSA profiles and the relative poverty profiles produced by SAD/GSDP need to be put alongside each other and considered. How far are benefit rates below poverty and for whom? How do the equivalence assumptions on benefits match poverty, and particularly child poverty assumptions?
- The MSA caseload data should be developed to provide reports on sub-aggregate populations across categories (children, disabled people and elderly, for instance) rather than specifically about family/household units, to allow for dis-aggregated analysis.

Policy Gaps

- *Poverty prevention and social development*
MSA and its allied agencies are involved in providing cash and services to those who are currently poor but the profile of recipients can also provide information on structural reasons for the current low income situation, which can provide planning information for poverty prevention programmes.
 - Qualitative and quantitative survey work with recipients to explore underlying causes of low income.
 - First, based on analysis of existing data:
 - Systematic review of research/literature in Qatar
 - MSA information system
 - sub-sets of HEIS data/Census data of such claimants (where they can be identified).
 - Second, surveys and focus group research should be framed to
 - Fill in the gaps in knowledge/characteristics from 1st stage

⁵ Our meeting with the MoSA who sit on the committee suggested an even wider remit of potential categorical extensions to coverage.

- Explore underlying causal mechanisms and relation to health, education, disability, divorce/separation
 - Test potential responses on current population
- Improve current information/systems for poverty prevention - The combination of MSA data and that of the NGOs and Zakat Fund seem a crucial resource alongside the poverty profiling from the HEIS. Short and medium term targets for reducing relative poverty should be developed through scenario building. These poverty and benefit scenario profiling should be seen as part of the building and adaptation of a micro-simulation policy model.

- *Unemployment*

There is currently discussion on how to respond to current levels of unemployment. The overall unemployment rate in 2007 was 3.2 per cent overall (GSDP Social and Human Development Profile No. 1, 2008) but youth unemployment is much higher and is more than double the whole population rate for the 20-24 age group and even higher for women of this age (ibid). It is crucial to respond effectively and appropriately according to the profile of such unemployment. Recent analysis for GSDP showed the majority of unemployed to be young and low-skilled. The provision of contributory social insurance would not help such groups with short or non-existent employment records. However, time limited contributory unemployment benefits may have a role in assisting labour market efficiency for older and experienced groups and can be considered in the medium to long-term after other reforms of labour market and Government employment practices have matured to a sufficient point.

The key to policy development is thus an appropriate mix of positive incentives and rewards from employment. At the moment it is understood that MOL withdraw support for job-search and job-matching after three offers of employment. Further exploration of and development of the evidence base for this MOL service is necessary⁶.

This area seems ideal to test policy models through active policy development and evaluation exercise using demonstration project(s). Demonstration projects would involve applying programmes in an experimental or quasi-experimental format to assess what works. Demonstration project(s) could be used to assess and design programmes of two main types:

Training allowances – preferably linked to incentives that are conditional on attendance and reward quality of attendance (length and low interruptions) and that reward occupational qualification

Employer subsidies – where support for both wages and training on the job is provided to encourage workers to take on unemployed people. Such placements can be short-term 'trial jobs'/work experience or longer-term to permanent places.

⁶ The international evidence base here is large and OECD Employment Outlooks since the 1990s have reviewed evidence in support of the overall OECD approach to supply side employment programmes in the OECD Jobs Studies of 1994 and 2006 and subsequent developments.

Both these approaches above can be framed to support short term job entry and/or longer 'career' orientation. The evidence base on the latter approach is smaller but is growing from demonstration projects in the USA and UK. Such approaches can build on the pilot schemes for vocational training that are currently in the field for those who leave school after primary level.

- *Well-being*

The overall aim of the QNV 2030 is best promoted by holistic approaches based on 'well-being' that includes health, education, subjective well-being, social capital, autonomy and human and social rights. This approach will have to evolve over time and early policy aims and targets should remain focused on objectives that can be quantified.

Child Well-Being- The first area of expansion into a "well-being" approach should be for children, in line with the investments that have to be made in today's children to achieve the high expectations within QNV 2030. In high income countries in the OECD and EU, UNICEF is developing Child well-being indices and measures (Innocenti Research Centre is leading the field⁷) that could be employed in Qatar in the appraisal of children's position.

Well-being of people with disabilities - It also seems crucial to move towards such multivariate measures for people with disabilities because crude income measures cannot capture the issues of 'capabilities', which are crucial to assessment of the needs and social and economic integration of this very varied group. HIES 2006/7 data show that 4 per cent of Qatari households have at least on disabled person. A social rather than a medical model for disability should evolve over time to meet QNV 2030 aspirations. The social model of disability places the way in which people with disabilities are viewed and treated by society rather than their underlying medical conditions as the primary factor leading to the need for empowerment⁸. A review of anti-discriminatory legislation and its implementation is also needed.

Price subsidies and controls

There is no built-in ability of Qatar Government to plan for, or to respond to, inflation in fiscal policy but inflation has been high in recent years. This has put more pressure on Government price subsidies and controls to protect the population's consumption levels. Like many GCC states, Qatar

⁷ See Bradshaw J. Hoelsher P and Richardson D (2006) Comparing Child Well Being in OECD Countries: Concepts and Methods, IWP-2006-03, Florence: UNICEF Innocenti Research Centre http://www.unicef-irc.org/publications/iwp2006_03_eng.pdf and a report based on such measures on a selection of high income countries http://www.unicef-irc.org/publications/pdf/rd7_eng.pdf. See also the very recent report based on these approaches by Child Poverty Action Group in the UK; the report on child well-being in Europe that ranked the UK 24th out of 27 countries <http://www.cpag.org.uk/info/ChildWellbeingandChildPoverty.pdf>

⁸ See Oliver M (1990) The Individual and Social Models of Disability, <http://www.leeds.ac.uk/disability-studies/archives/Oliver/in%20soc%20dis%.pdf>

imports a large proportion of consumption goods and the costs of such imported goods are high. Qatar also faces high costs of housing.

The main interventions are in two forms: subsidies and price controls.

Subsidies - Subsidies exist on a considerable range of goods. These operate behind the scenes to influence the price of goods, such as subsidies to animal feed and other elements of meat and milk production, as well as operating as direct subsidies of certain goods, such as gas cylinders, bread and other foods. These subsidies affect the prices across the complete wholesale and retail markets and are available to both Qataris and non-Qataris. Qatari citizens additionally have access to specific ration allowances claimed by using a 'ration card' to purchase allocations of cooking oil, sugar, milk and rice.

The second area of subsidies is in housing. The Department of Housing in the Ministry of Social Affairs operates the main house building and land subsidies and rent subsidies for claimants of benefits. It has not been possible during the consultancy to collect accurate and comprehensive information from the Department of Housing and this report relies on The Qatar Master National Plan of 2008 for secondary information. There has been a recent change of law (Law no 2 of 2007) that changes the previous tiered system of subsidies and that removes Government subsidies to the loan element for construction costs that previously existed. This new system will operate to give interest-free loans of up to QR 600,000 alongside a free land plot.

The earlier form of subsidies was split into two for construction:

(i) 'Public Houses' (also known as Junior Staff Houses) that gave free loan on construction costs up to a set limit (QR 350,000) and subsidies of 40 per cent of this loan with the remaining 60 per cent based on interest-free payments for 25 years. Second, Senior Staff Houses, that had higher interest free loan on construction costs to a higher limit (QR 600,000) but lower subsidy of 20 per cent with the remaining 80 per cent based on interest-free payments for 25 years.

For these and new types of housing loans, loan repayments are waived in the case of death or incapacity and on maturation of the loan, title is given to the recipient but on condition of no re-sale or renting for a further period of 15 years.

(ii) The other form of housing subsidy provides 'Rent Free Houses' where the Government 'purchases' land and builds houses to rent to 'social tenants' – elderly over 60 years, disabled and others covered by the provisions of the 1995 Social Insurance Law

Price regulation - In addition to subsidies paid by Government to reduce prices, there is the use of regulation of prices to prevent unjustifiable price increases, price shocks from market fluctuation and shortages. However, the boundaries between price subsidies and price regulation are not immediately clear and require further investigation. Price regulation is designed to stop speculative profit taking in the face of short term shortages or other consumption shocks.

Evidence Gaps

- The information given above requires verification and additional detail from the agencies concerned so that a comprehensive list of subsidies and the underlying expenditure on them can be obtained.
- Once such information has been obtained then the distributional effects of such subsidies across the income/expenditure profile of the population should be undertaken using HEIS. What are the first order effects of subsidies on the distribution of expenditure and income – how progressive or regressive are they. This analysis is a crucial first step in any planning process to assess the impact and potential to reform subsidies.
- There is a need for analysis of the impact of subsidies and controls on the overall market and on prices and consumption levels. In particular, the recent boom in the property market makes sound economic analysis of the effect of housing subsidies on supply and price crucial to the development of future housing policy. The Social Development Council reported that it had experienced many problems coming from its clients arising from high prices and shortages in the housing market.

Policy Gaps

- **The main areas of concern are the first order effect of subsidies in distorting markets and prices and their unintended second order effects-especially on specific consumption areas that produce negative or unwanted outcomes for overall social policy that is seeking to promote a good sustainable society.**
 - Subsidies that may negatively affect health include the subsidies of foodstuffs, particularly fats and sugars that can be associated with the high levels of obesity, diabetes and other lifestyle diseases that are becoming increasingly prevalent in Qatar - 12 per cent of adults are diabetic with a further 10 per cent with pre-diabetic raised levels of blood sugar (the world average is 4 per cent and other GCC countries 7 per cent). 39 per cent of adults are overweight and further 29 per cent classified as obese. 28 per cent of children under 5 are overweight.⁹
 - Similarly, in terms of energy and environmental sustainability, the 100 per cent subsidies to Qataris on water usage (Law no 28 of 2008 in theory punishes usage wasteful uses of mains drinking water such as car washing) and on electricity consumption provide no price signal that promotes sustainable or responsible consumption.
 - The fixed 25 year period for housing loans should also be addressed. It is possible to allow lower costs over time by extending the period of the loan and thus reduce pressure on social allowances in wage structures. Additionally, the 25 year loan period may, alongside pension rules, affect incentives to retire early.
- Consideration needs to be given to the design of subsidies that best promote healthy and sustainable lifestyles. For instance, the importance of Government subsidies to house construction should be recognised as a driver of domestic energy and water consumption. Subsidies should be targeted to housing that is designed to an agreed standard of low energy and water usage and such subsidies eventually could also adopt design of in-built

⁹ Chanpong 2008 – *Qatar World Health Survey Overview*, presentation for National Health Authority 2/11/08

micro-generation from solar and other renewable small-scale technologies that can be incorporated into housing designs. The economies of scale on large scale public housing projects for social housing provide an opportunity for early specification of low carbon housing in the short to medium term, to both reduce costs and potentially to generate income to residents/the government to assist in finance.

In the medium to long-term, and once the economic analysis of the impact of subsidies on the market is undertaken and specific subsidies introduced to promote socially beneficial behaviour and outcomes, **there should be a structural consideration of how efficient and effective price subsidies are against a well designed system of social transfers that operates alongside a better functioning labour market that sets wages in a more efficient manner.**

Civil Society Provisions

Zakat funded assistance

The obligation in Islam to pay 2.5 per cent of wealth towards assistance for the poor provides substantial and significant funds to assist in anti-poverty and other social programmes.

The Government of Qatar reports, *“The Zakat Fund established by Act No. 8 of 1992 collects and distributes the alms-tax (zakat), charitable gifts (sadaqat), deeds of gift (hibat) and donations (tabarru`at) and helps families in need. The Fund assisted a total of 28,464 families, at a cost of 160,393,858 Qatar riyals (QR), between 2001 and 2006. In addition, it created and supported children’s charity schemes, such as a student grant scheme offering financial aid to students in all stages of education. Between 2001 and 2006, the project dispensed aid to a total of 29,424 students, at a cost of QR 32,114,667”*¹⁰

Key issues for the QNV 2030 for Zakat largely revolve around the development of poverty prevention programmes and strategy and better co-ordination of activity to ensure a comprehensive approach. Indeed, if the aim of QNV 2030 is to provide a high standard of living for all of its people, then an early discussion on how this approach can be both promoted within the Zakat approach and continue to ensure its strength and central role in provision.

Evidence Gaps

- Review and improve operational data on the Zakat Fund that can allow for a more detailed appraisal of coverage of the fund and outcomes from such assistance.
- Better understanding on the distributional impact of Zakat on the income and consumption distributions is needed – how much is taken from the income and consumption of ‘givers’ of Zakat and how much is received by those who benefit from it, and what is the overall impact on income distribution and inequality measures.

Policy Gaps

¹⁰ Paragraph 108 of CRC/C/QAT/2 16 December 2008, report to UN on Qatar’s compliance with UN Convention of Rights of Child.

- Evidence from other stakeholders suggest that the Fund is already integrated into a wide range of provisions and provides a safety net function for income provision for excluded groups, and coverage of education, health and other services. An important question for policy is thus to understand how far such safety net functions reflect structural weaknesses in the assumptions of core provision – for instance, does the Zakat Fund pick up the costs of weak coverage of social policy for Non-Qataris in some instances where better coverage may be more efficient and equitable – especially in cases of marriage with Non-Qataris?
- The meeting with the Social Development Centre showed that they combine active policy work with statistical surveys of need and evaluation. This point to the need to have some method of sharing and improving policy practice across the NGO sector. One element of their activity is training, job placement and business development. Training activities by the Social Development Centre appear to be considerable, suggesting considerable scope for strategic development of information sharing on approaches to designing, delivering and evaluating training programmes.

Waqf funded Foundations and Trusts and a range of NGOs

There is a large range of organisations operating under *Waqf* trusteeship to provide social services and cash support of a wide range. NGOs and international charities are also present in Qatar providing services for particular groups.

Key issues for this group of organisations concern the co-ordination of activity and bolstering their role as stakeholders in QNV 2030. We have already established that co-ordination with the Ministry of Social Affairs occurs at the level of safety net provision. Additionally, research and activity within the Qatar Foundation is also being undertaken that will assist the existing evidence base and policy formation. Much of future work with these organisations thus rests on the right overall approach to providing resources to support their strategic work, mutual learning and information exchange and shared approaches to evaluation.

Evidence Gaps

- Profiling data should be improved to show the extent of activity and spending in this area. Data provided in Qatar’s first Human Development Report in 2006 should be updated to show trends
- Establish a database on activities, and aims of organisations through a stakeholder mapping exercise – this work is ongoing through GSDP’s Poverty Prevention project.

Policy Gaps

- The main gap appears to be one around strategic co-ordination and planning. There should be a clear commitment to involve these organisations as stakeholders and to promote planning, monitoring and evaluation of programmes towards the achievement of QNV 2030.

Private financial services – Takaful insurance and other services

Private market-based organisations providing financial services in line with Sharia regulations are a small but growing presence in Qatar. Policies of *takaful* for family risks, such as loss of earnings or

death of a main earner have very small take-up at present. The development of this sector as a significant player in the provision of social policy is therefore something that has to be considered in the medium to long-term. The potential role for *takaful* and its approach of mutual pooling of risks appears to be an important part of comprehensive social insurance programmes in the long-term and could provide a source for pension funding. If funded pension provision is developed then the role of Sharia compliant investment approaches and financial institutions would have to play a major role in such provision.

Evidence Gaps

- An audit of currently available policies for individual/family *takaful* and data on coverage.

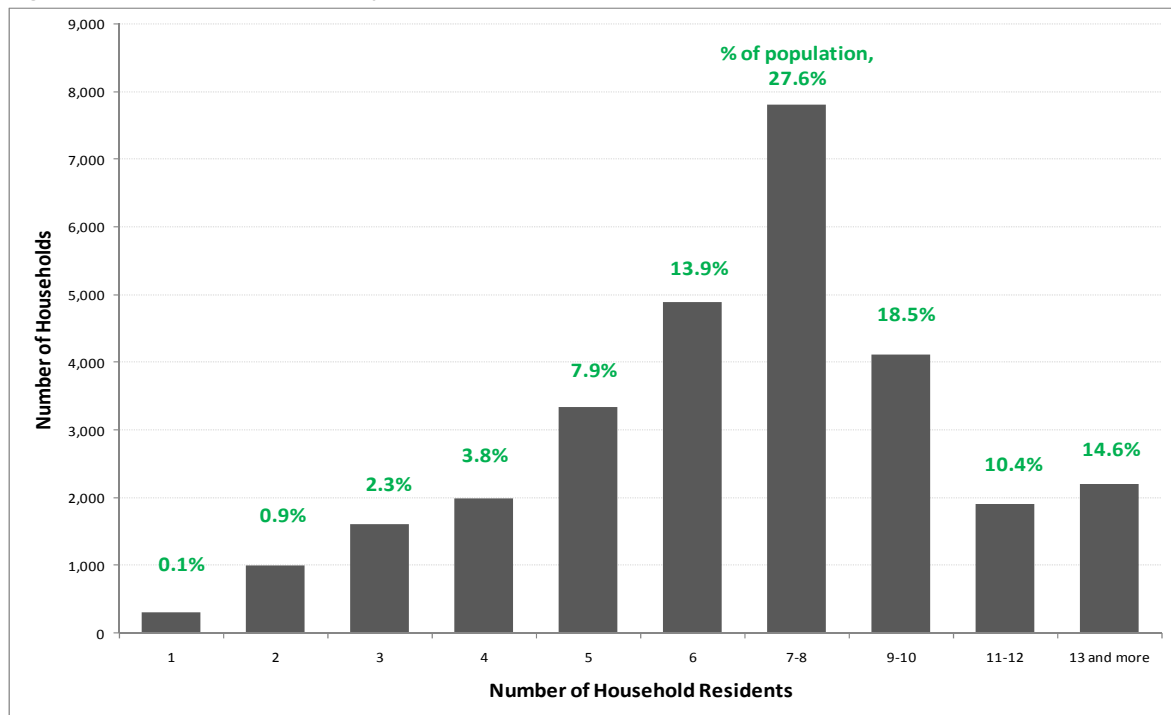
Policy Gaps

- Early assessment of capacity in the medium to long-term of the sector to provide a range of financial services that would match those by Government and individuals across a range of social policy areas: health, tertiary education finance, pensions and loss of primary earner.

The Family

The family is central to Qatari life. **Recent economic and social changes have been seen as potentially undermining family life and support** according to The Supreme Council for Family Affairs. Their concerns highlighted the impact of unemployment on families, the problems of promoting the value of education, and the changes to family life resulting from the employment of low educated domestic servants in Qatari families.

Figure 2 Household Size and Population Shares of Qataris, 2006/7



Source: Household Expenditure and Income Survey 2006-07

Qataris traditionally live in large households within an extended family on the husband's side. The average size of household is 7.4 individuals of whom 2.6 are children. Traditionally, newly married couples lived with the husband's family in single-story extended houses and often in family compounds where each brother's family lived in separate villas on a large plot of land. Privacy and enclosure are deeply engrained in family culture with separate kitchen and washrooms. There has been much change in these traditional family compound arrangements and a growth in couples' preferences to live in separate houses from parents. A trend to nuclearisation of the family has partly arisen from government land and housing policies where urbanisation has been accompanied by allocation of land plots and interest-free loans for house construction. However, family members still prefer to live close to each other and this forms a major preference when choosing where to live.

Figure 2 shows the distribution of households by the number of residents, together with the proportion of the total population who live in such households. Only 7 per cent of the population live in households that have four or less members and 71 per cent live in households of seven or more people. This means that co-residence and sharing of resources are essential informal mechanisms of social protection in Qatar. The population is also young, 82 per cent of households have children aged less than 15. Only 23 per cent of households contain one or more people aged 60 or over.

Qatari families have strong ancestral ties. The last names of Qataris reveal family lineages that describe the tribal branches or region of ancestral origin. Family ties are divided into four levels in Qatari culture. The two generation nuclear family (children and parents and parents-in-law) is the first level. The second includes siblings and grandparents in both one's own family and in-laws, and grandchildren. The third level includes nephews, nieces, uncles, aunts and grand-grandparents on both the husband and wife's side, and great-grandchildren. The fourth level includes cousins, siblings-in-law, and parents' cousins.

Traditional marriage practices are still paramount and are arranged mostly within the extended family (fourth level) to promote and sustain tribal identity and social relationships that are close in both blood and proximity. It is also common for several members from two separate lineages to be married to each other, for strengthening political alliances with other tribes. This tight bonding gives rise to both cultural affinities that are inward looking and strongly attached to kin and elders in terms of power and patronage. However, an unintended consequence is that this practice results in a relatively high prevalence of congenital genetic conditions in the population.

Changes in economic growth and education mean that the average age for marriage is increasing for male and female Qataris. Between 1986 and 2004, the estimated average age for women rose from 19 to 25, and from 25 to 29 for men. Increasing tertiary educational disparity between women and men has led to more difficulty in marriage matching. The total fertility rate decreased from 5.8 to 4.2 between 1986 and 2004. Divorce incidence is rising, although recent trends show a fairly constant population *rate* of divorce since 2000, as the number of marriages is also increasing due to the age structure of the population¹¹. Whatever the true nature of the trend, the notion of rising

¹¹ See Qatar Statistical Authority (2007) Vital Statistics Annual Bulletin (Marriages and Divorces) 2006.

levels of divorce is a perceived problem to traditional Qatari family and is strongly held across a significant constituency of opinion.

There is evidence that divorce is associated with increased risk of poverty for women. Second marriage is more difficult for women than for men due to cultural values. Female-headed households were 10 per cent of the total. In many cases, both widows and divorced women have a male adult family member to take care of them (adult sons, brothers or father). Non-Qatari women divorced from Qatari men have a high likelihood of low income.

Key issues for the family can be split into two main headings: adaption to change and promotion of health and well-being.

Adaptation to change is a challenge in traditional societies that experience rapid economic growth and modernisation. Part of this is an 'information' problem. While parents and grandparents are excellent conduits of traditional cultural values and heritage they often will have assumptions and information that are not contemporarily optimal for their children. For instance, fathers with low education who worked in the old industrial heartlands of USA and Europe are often poor at transmitting information about the needs of today's changed labour market and the value of education to their children. Indeed, the ability of poorly educated older generations to promote the value of education in the next generation is a structural cultural problem across many societies. Gender differences in such assumptions and the perceived value of female education are a clear sub-set of a wider problem.

The Supreme Council for Family Affairs has done excellent work in assisting the appreciation of family adaptation to change in their work on familial violence against women, women's roles and other activity.

The promotion of health and well-being is a key element of the role of the family. There are however many apparent risk factors that may be underappreciated, and child factors are primarily considered here.

The growing role of low-paid often illiterate maids and servants in Qatari households, who often are non-Arabic first language speakers can dilute parental involvement with children. Parental involvement and encouragement of school education and the value that education is given within the household is the primary determinant of educational outcomes in many Western countries. Schools can do much to improve on the set of attitudes and ability that children have but it is rare to be able to compensate for parental influences on overall motivation, aptitude, and strongly held parental preferences for subjects and career. Additionally, active interest in and resources given to home-based educational activity, often parental time in reading with and to children and encouraging learning and reading rather than just the purchase of toys, games etc are often crucial.

Dietary practices, including the low incidence of breast-feeding, reported as 12 per cent of babies by UNICEF in 2005¹² (and short duration when it occurs) and the growing prevalence

¹² See http://www.unicef.org/media/media_27854.html and the WHO Global Data Bank on Breastfeeding and Complementary Feeding

of high sugar and saturated fat in diets of children have led to an increase in child obesity (25 per cent of under-5s are overweight according to the WHO 2006 data¹³). These trends threaten both education and health outcomes for children.

Evidence Gaps

- Development of family life survey to understand adaptation to change and promotion of health and to baseline measures of well-being
- Analysis of the effect of informal transfers/remittances and gifts of cash and kind on income distribution and on sub-group incomes (elderly, divorced and separated) where family support is important.
- Formation of a child-well-being set of indicators.
- Analysis of the causes and consequences of divorce.
- An update on progress on improvements on the enforcement of maintenance payments to children after divorce under The Family Act.

Policy Gaps

- Active health and educational development programmes in families and health centres
- Day-care and activity centres for young pre-school children
- Prevention-based approach to divorce – pre-marriage and marriage counselling,
- Improvement of post divorce income and livelihood support with training and employment services
- Joint family-school education activity

Legal Regulation and Treaties

1) Regulatory framework

There are a large range of laws that indirectly influence social policy outcomes. The labour code is an obvious example. Income from rents for work sponsorship for expatriate workers is a large and growing area of Qatari income. The unintended consequences in one area, the potential effect of domestic maids and servants on family functioning, has already been mentioned in discussion of the family above. Further integration is probably needed across other areas of social policy. If such income and rent-seeking behaviour is to be sustained and accepted then its distributional consequences on incomes and opportunities for Qataris will need to be assessed. If this is accepted as a valid source of income in the medium to long-term, then excluding poorer Qataris from participation may be inappropriate.

A review of the 2009 HR law is needed to ascertain its impact on social policy, in particular its implication on the labour market.

Key Issues include the range of laws relating to employment issues that will perform a minimum set of standards for expatriate workers, such as health and safety, employer liability, minimum standards for accommodation provision, regulation of 'agents' etc. These are an important part of

¹³ Chanpong 2008 – Qatar World Health Survey Overview, presentation for National Health Authority 2/11/08

Qatar's potential international role in social policy towards its foreign labour force. The countries of origin of such migrants are considering laws for protecting minimum standards for insurance and protection of their migrant workers and a co-ordinated system of protection and reinforcement requires consideration

There also appears to be a need to assess how far current anti-discriminatory laws on gender, on gender on pay, on disability require attention – either in their design and coverage or in their implementation and enforcement.

Evidence Gaps

- A full audit of provisions that protect and assist foreign workers in Qatar – especially low skilled workers who are under threat of exploitation.

Policy Gaps

- New HR law and interaction with social policy planning
- Promotion of minimum standards for foreign expatriate workers and integration with Qatari social policy objectives

2) International Conventions

Qatar is a leading signatory of UN Human Rights conventions and an active participant in UN Human Rights activity. In the realm of social policy, Qatar has signed a significant number of UN conventions¹⁴ but a full description of how far such conventions have been ratified and operationalised in Qatari law is not immediately available. Such conventions clearly provide an additional resource for framing and reporting on areas of social policy and should be incorporated into research, planning and implementation of social policy for QNC2030.

Evidence Gaps

- There is a need to update and match the current status of Qatar's ratification of UN Conventions. The UN lists Qatar as signatory to the following conventions:
 - Elimination of All Forms of Racial Discrimination;
 - Economic, Social and Cultural Rights
 - Civil and Political Rights
 - Elimination of All Forms of Discrimination against Women
 - Rights of the Child
 - Protection of the Rights of All Migrant Workers and Members of their Families
- There are optional protocols for many of these conventions and a consolidated list of the conventions that have as been ratified together with their optional protocols would be welcome. Qatar's recent report in December 2008 on the operation of the Convention of the Right of a Child is an important resource and could form part of the general approach to developing a child well-being policy approach as discussed and outlined elsewhere in this report.

¹⁴ According to UNHR Qatar listings <http://www.ohchr.org/EN/countries/MENARegion/Pages/QAIndex.aspx>

Policy Gaps

- Need to develop a range of measurements to assess implementation and performance on international treaties signed and ratified by Qatar. The most recent report on The Convention of the Rights of The Child in December 2008 provides the easiest and most appropriate starting point and should form part of child well-being policy development outlined in Part 4.

Universal Services

This review of social policy is primarily focused on social development and social protection issues. However, there are several instances described above where issues of policy performance have arisen that affect health and education services and thus the human development areas of QNV 2030. The following brief outline of concerns in these programme areas is designed to link across QNV 2030 goals.

Healthcare

The areas where social protection and other forms of social policy have to be realigned to ensure that they are optimally promoting good health outcomes have already been covered in sections above.

- the subsidies to unhealthy foods and their impact on obesity and other non-communicable diseases of affluence.
- uncertainty on the area of services for occupational rehabilitation for those with ill-health and/or disability.
- the promotion of child health in the family.

Evidence Gaps

- System performance and outcomes and impacts – Government statistics state outputs only.
- No accounting for costs of curative provision by specialisation/disease type.
- No evidence of cost-effectiveness evaluations of treatments/drugs.
- Absence of detail on strategic plans for health.

Policy Gaps

- Need clearly to better operationalise the aims of QNV 2030: “best in world” approach should mean optimal and appropriate for Qatar (Seeking to equalise levels of provision/spending with other countries with high levels of spending but have different population age structures and/or epidemiological incidence should be avoided).
- No clear comprehensive approach to health promotion and prevention of lifestyle non-communicable diseases.
- No clear approach to system efficiency and institutional costs.
- Absence of demand-side efficiency approach: patient empowerment and choice – promotion of waiting list reduction targets or purchaser-provider models of healthcare.

Education

There is widespread agreement that educational performance of Qataris is poor. There is large-scale ongoing reform of the school education system. There is no transparent justification to link current reforms to a reasoned analysis of how they will redress poor performance or of their evaluation. The situation for the majority of further policy development of the education system is therefore one of 'wait and see'. What is obvious is that the current links between education and the labour market give rise to poor incentives and outcomes and mutually reinforce each other. These areas are subject to separate development by GSDP through labour market and education planning.

If we consider the stock of current school system as a medium to long-term element of policy strategy that has to await emerging evidence from current reform then in the short to medium term there are two areas to consider:

- Improving the ability of children to perform in school through better early child development and cognitive skills and pre-school provision
- Improving outcomes for school leavers with poor educational performance

Evidence Gaps

- Bring together existing evidence and improve the evidence base on the developmental and cognitive abilities of Qatari babies, infants and pre-school children. This once again links back to the concerns for child poverty and child well-being discussed earlier in Sections A, and B. There are several risk factors that would appear to support the need to review the evidence across the areas of physical health and intellectual stimulation and development: low rates of breast-feeding and short durations where it occurs; dietary concerns, high incidence of foreign and often illiterate maids and servants providing much of care of young children in Qatari families; low perceived parental valuation of education and its promotion in the family due to generational differences in educational participation¹⁵.
- Assess the current provision of and quality of pre-school nurseries and day-care.
- The findings from the vocational training pilots for primary school leavers will provide important data on the design and implementation of further forms of training and employer-based provision.

Policy Gaps

- What programmes could promote improved early years' development and cognitive ability of Qatari children?
- How can educational promotion be improved within the home?
- How can vocational and other training programmes be developed for school leavers who do not wish to pursue tertiary academic forms of education? How can such programmes operate alongside the provisions for unemployed youth? Provision of a comprehensive set of training and vocational programmes that operate in tandem with labour market and

¹⁵ These issues were raised by the Supreme Council for The Family and by the Social Development Centre and Supreme Education Council at meetings.

employers' requirements are a key element to be developed for future policy. This issue also links back to the provisions made by NGOs and the growing availability of training programmes through that sector.

Summary

This part of the report has concentrated on the issues of social protection and social development, and has shown the links and overlapping policy issues with human development and with economic and environmental sustainability.

The evidence supports a cross-sectoral approach to social policy in order to assess its potential to achieve QNV 2030. Issues of social protection have second order impacts that do not promote other social and human development aims of QNV 2030. For instance, the current set of consumption subsidies appear to promote poor health and shorter lives by increasing sugar and fat in the diet. Other consumption subsidies appear to promote poor behaviour for environmental sustainability through over consumption of energy and water. Social protection from pension and social allowances for wages appear to promote early retirement, reduce the gains from education and increase segmentation in the labour market. These and other second order effects are not necessarily the result of bad decisions, but reflect the development of social policy in an uncoordinated, incremental way. Evidence strongly suggests that QNV 2030 cannot be reached by simply paying for more social policy. Social policy has to be redirected, supported to become more efficient and effective and then integrated.

The strategy put forward in Part 2 will assist in further develop such an approach. There are many issues and many gaps in both evidence and policy that have been identified. The policy agenda could seem overwhelming at first sight but need not be so. There is a fundamentally sound strategy to integrate policies to align with the goals. There are internationally accepted ways of assessing performance and evaluation.

Of course, some of the proposals could be seen as controversial. Planning to shift subsidies from consumption and away from social allowances in wages will be seen as a potential threat to Qatari livelihoods unless the process is planned over a lengthy period and clear protection against losers in the changes is incorporated. There is a clear role for inflation to play in such incremental change. Freezing subsidies at nominal amounts and allowing inflation to erode their values while at the same time introducing changes to wage setting to reward skills and experience and to social transfers to meet specific risks and contingencies can ensure that such a process is one that can be done on a consensual basis.

Ultimately, planning social policy to meet QNV 2030 will consist of convincing Qataris that the goal of optimal social and human development and the promotion of a good society are shared objectives. Acknowledgement of the need for reform, the fact that current programmes have unintended effects and do not promote QNV 2030, as well as the need to spend and invest in new areas is a crucial step. There are 20 years in which to make a series of strategic realignments and investments and these are the first and tentative first steps of a series of structural and incremental changes to realign policies and Qatari expectations that can be made to achieve QNV 2030 goals.

4 Recommendations and Next Steps

Recommendations

Adopt a definition of social policy for the purposes of planning social development in QNV 2030 as *“the activities of government and civil society that together promote social development and human development in a welfare society that is economically and environmentally sustainable”*

Adopt an approach of promoting well-being as the overarching aim of social policy for QNV 2030 that can integrate human and social development goals within an approach that promotes economic and environmental sustainability

Pursue the policy development and planning of social policy for QNV 2030 based on an approach that utilizes **fiscal policy and public expenditure planning**. It should be evidence-based for an assessment of outcomes and impacts of policy.

Monitor and evaluate social policy to ensure that the elements of human and social development are aligned to QNV 2030 and do not work against each other in pursuance of the vision.

Next Steps

Towards Strategic Social Policy Planning - public social policy expenditure and resource allocation activity should commence as soon as is practicable. This specifically means the development of a social budget and expenditure strategy, coupled with the development of guidelines for the formulation, implementation, monitoring and evaluation of social policy.

Planning social protection, especially income and consumption subsidies, requires the ability to assess the distributional effects across the population and to project overall costs and potential gainers and losers from reform scenarios.

Develop a micro-simulation model that could use the 2006/07 HEIS data to give a fuller picture of the longer term requirements for strategic social policy and expenditure planning (Annexe 1).

Towards an Integrated Social Policy - there are three areas of policy development that would have long-term strategic importance and represent a wise policy investment over the medium term. They link primarily to social development and social protection concerns.

A cross-sectoral policy approach to promote child well-being

One essential element required to achieve 2030 outcomes is investment in today's children. The high profile investment in buildings and capital projects should not overshadow such additional necessary investments that have to be made to ensure social and human development for 2030.

Planning on the basis of today's children provides a clear example of how planning for population cohorts will crucially determine social policy in Qatar.

Policy and evidence gaps exist across a range of issues of children's living and consumption patterns, their health, education and motivation to become full and active citizens in an

advanced knowledge economy. They require cross-sectoral planning and a multi-agency approach. They also point to the potential of using a well-being approach. The detailed themes for this policy approach are:

- i) Improving the evidence base on early childhood health and development
- ii) Promoting optimal child health and educational participation within families
- iii) Testing models of pre-school provision through demonstration projects/pilots
- iv) Immediate child poverty profiling
- v) The development of child well-being approach and of well-being measurement
- vi) Medium term planning for options for child transfers.

The Supreme Council for Family Affairs together with SAD/GSDP could take forward such an agenda.

Extending and Improving Poverty Prevention

The risk profile obtained from the analysis of 2006/7 HEIS data shows that a range of factors, such as disability and divorce are high risks for relative poverty. There is no reason to wait for the development of well-being or integrated programmes to respond to such needs.

The proposals suggested above in relation to poverty prevention provide options for reform of the current system of benefits and could also be important developmental work for accounting for inflation in public expenditure planning, as well as in the development of the micro-simulation model. Such modelling could also incorporate the development of child poverty and well-being developments and test child transfers to reinforce work for children

Pension Policy

Planning and reforming pensions is a long-term commitment and the earlier this starts the better. Existing cohort of 'contributors' have to have some protection during transition to any new system and if the option of funding pensions is considered then operating this alongside the current pay-as-you-go system introduces significant up-front costs in addition to current liabilities.

Together these three areas of priority policy development come together to give a 'lifetime' approach to early strategic policy development that can build towards QNV 2030. Today's children, today's poor adults and tomorrow's pensions, make a substantial agenda for policy development that can provide an impetus for planning for 2030.

ANNEXE 1 A Micro-Simulation Model

Micro-simulation models have grown in use across the world as tools to understand how programmes (particularly consumption and income subsidies and taxation) affect underlying population. They are built on national survey data, for Qatar this would be the Household Expenditure and Income Survey 2006-7.

Micro-simulation models commonly use the income and consumption data from household surveys as a basis for policy description and projection. In Qatar, the HEIS data provides a representative sample of household level data that gives detailed breakdowns of income sources and consumption patterns alongside detailed demographic profile. A micro-simulation model would turn HEIS data into a planning tool by using the underlying data to simulate change and assess the effects of such change. Micro-simulation is essentially a way of conducting policy experiments using household survey data. The experiments can change elements of policy or of population characteristics or combinations of the two to assess the potential impact of reform or underlying changes in the population.

There are a range of cross-sectional changes that can be used in micro-simulation:

Policy change can be simulated: for instance different options for reform of the current range of social insurance benefits for specific groups could be considered under a policy scenario to reduce the incidence of relative poverty.

Population change can be simulated: the population can be re-weighted to show the effects of smaller family size, of ageing, or other changes holding policy constant.

A micro-simulation model allows a range of outcomes to be considered using the revised (simulated) income, consumption and population outcomes to be compared to the baseline comparison (pre-reform). This means that the following outcomes are some of the important measures that can come from using the model:

- Poverty profiles and the income distribution: this means that the impact of changing programmes that provide transfers can be assessed in the aggregate impact on poverty headcounts, poverty gaps and intensity and overall changes in income inequality measures
- Population profiles – ‘losers and gainers’ from reforms can be identified as well as the normal sub-group profiles of the population (age groups, household types, gender, Qatari/Non-Qatari)
- Aggregate costs of programmes can be estimated – based on a reconciliation of re-weighted policy variables from the model to Government budgets for such policy programmes.
- Household level budget constraints and ‘tax’ profiles can be assessed – including net versus gross income differences and thus the marginal gains from policy for changes in employment hours/income.

- Profiles based on 'typical' households can also be produced as illustrative model results.

Examples of micro-simulation approaches and results can be viewed at the Micro-simulation Unit at the University of Essex. These include the development of EUROMOD a pan-European Union approach to tax and benefit modelling <http://www.iser.essex.ac.uk/research/mu>. Other public policy academic models are the Urban Institute/Brookings Institution model in the USA: <http://www.taxpolicycenter.org/publications/url.cfm?ID=411136> and the various models developed by the National Centre for Social and Economic Modelling (NATSEM) at the University of Canberra in Australia. <http://www.canberra.edu.au/centres/natsem/>

Many governments use micro-simulation models. Official government sites for micro-simulation models are few but include Statistics Canada, <http://www.statcan.gc.ca/spsd/index.htm>.

ANNEXE 2 Organisations Met and Documents Consulted

Organisations

General Secretariat for Development Planning

- Social Affairs Department
- Economic Affairs Department
- Government Affairs Department

Ministry of Social Affairs

Supreme Council for Family Affairs

Supreme Education Council

General Authority for Minor Affairs

Social Development Centre, Qatar Foundation

Faculty of Islamic Studies, Qatar Education City

Documents

Qatar National Vision 2030

Qatar's First Human Development Report, 2005

Draft of Qatar's Second Human Development Report, 2009

Social and Human Development Profile 1: Qatar's Labour Force, Trends and Patterns, 2008

Social and Human Development Profile 2: Features of Education in Qatar, Trends and Patterns, 2009

Findings of the 2006/7 Household Income and Expenditure Survey, 2009

Qatar Bureau of Statistics (2007) Vital Statistics Annual Bulletin (Marriages and Divorces) 2006
CRC/C/QAT/2 16 December 2008, report to UN on Qatar's compliance with UN Convention of Rights of Child.

Government of Qatar Planning Council, Labour Market Strategy Project (2005) Labour Market Strategy for the State of Qatar: Main Report, Doha: Government of Qatar Planning Council

Stasz C., Eide E and Martorell F (2007) Post-Secondary Education in Qatar: Employer Demand, Student Choice and Options for Policy, Doha: Rand-Qatar Policy Institute and Silatech (2007)
Qatar Youth Employment Mapping, mimeo

Qatar Master Plan, Ministry of Urban Planning, 2008

ANNEXE 3: Summary of Perceived Strengths and Weaknesses of Government and Civil Society Social Policy Programmes

Category of Government Benefits	Potential Strengths	Potential Weaknesses	Evidence and Policy Gaps
Employment and employment-based occupational welfare	<ul style="list-style-type: none"> Meets current expectations of income and employment opportunities 	<ul style="list-style-type: none"> Could distort labour market returns to education and skills May promote segmentation of labour market and hinder Qatarization, especially among females 	<ul style="list-style-type: none"> Need to further understand the impact of occupational welfare levels on the labour market and Qatarization by: <ul style="list-style-type: none"> Utilizing pay-roll data to derive improved profiles of the social allowance Analysing the 2009 'HR Law' and identifying policy implications Review the recruitment by the Police and Armed Forces and examine its link to Qatar's male education deficit
Social insurance pensions	<ul style="list-style-type: none"> Meets current expectations of career length and retirement 	<ul style="list-style-type: none"> Appear to promote early retirement Have an impact on returns to education and hinders Qatarization 	<ul style="list-style-type: none"> Conduct an assessment of current pension provisions and their costs and effects to identify its impact on the labour market and to understand its link to Qatar's non-contributory benefits
Non-contributory social insurance benefits	<ul style="list-style-type: none"> Covers essential needs for a range of vulnerable groups 	<ul style="list-style-type: none"> Coverage not comprehensive Not linked to price inflation 	<ul style="list-style-type: none"> Continue to improve coordination of information and systems between ministries and agencies aimed at poverty reduction Integration of well-being concept in Social Policy (in particular child well-being and well-being of people with disability)
Price subsidies and controls	<ul style="list-style-type: none"> Reduces costs of living and meets current expectations of 	<ul style="list-style-type: none"> Distort consumption patterns and prices 	<ul style="list-style-type: none"> Clarify a comprehensive list of subsidies and controls and their related costs.

	population	<ul style="list-style-type: none"> Do not promote sustainable energy water usage Have second order impacts on ill-health. 	<ul style="list-style-type: none"> Assess distributional effects of such subsidies across the population. Economic analysis of impact of subsidies and controls on the overall market and on prices and consumption levels Address the unintended second order effects of subsidies, especially on negative or unwanted outcomes for QNV 2030.
Category of Civil Society Benefits	Potential Strengths	Potential Weaknesses	Evidence and Policy Gaps
Zakat Fund	<ul style="list-style-type: none"> Provides help for groups who fall through other provision Discretion and flexibility in approach 	<ul style="list-style-type: none"> May require co-ordination with statutory coverage of needs and groups 	<ul style="list-style-type: none"> Examine the distributional impact of Zakat payments on income and consumption distributions Integration with statutory safety net functions.
Non-Government Organisations	<ul style="list-style-type: none"> Innovative and additional forms of help alongside statutory provision. Providing safety net services and incomes for those who fall through statutory holes in provision. Discretion and flexibility in approach 	<ul style="list-style-type: none"> May require co-ordination with statutory coverage of needs and groups 	<ul style="list-style-type: none"> Mapping of the activities of all NGOs for better coordination with the statutory safety net functions and programmes. Strategic co-ordination and planning to involve stakeholders in planning, monitoring and evaluation of programmes to promote QNV 2030.
Private Financial Services provision – Takaful	<ul style="list-style-type: none"> Provide for private employees and can 	<ul style="list-style-type: none"> Small but evolving sector – future is 	<ul style="list-style-type: none"> An audit of currently available policies for individual/family takaful and data on coverage.

	give additional cover for government workers	uncertain	<ul style="list-style-type: none"> • Early assessment of capacity in the medium term of the sector to provide a range of financial services to accompany state provision
Family	<ul style="list-style-type: none"> • Mainstay of informal support and emotional well-being • Maintain and supports cultural values 	<ul style="list-style-type: none"> • Family caring changing with employment of current skills of domestic servants 	<ul style="list-style-type: none"> • Development of family life survey to understand adaptation to change and promotion of health and to baseline measures of well-being • Analysis of the effect of informal transfers/remittances and gifts of cash and kind on income distribution • Need to further understand the determinants and consequences of divorce
Legal Regulation and Treaties	<ul style="list-style-type: none"> • Provide enforceable remedies and minimum standards • Promote international standards and approaches to human and social rights 	<ul style="list-style-type: none"> • Lack of clarity on reporting and enforcement • 	<ul style="list-style-type: none"> • Integration of legislation (eg 2009 HR law, housing legislation, etc)and its interaction with social policy planning • Need to develop measurements and systems to assess Qatar's implementation and performance on international treaties