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PERSONNEL ADMINISTRATION
IN
AN ARAB PRIVATE COMPANY

BY

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ABSTRACT

The Darwish Organization, officially known as Kassem and Abdulla Sons of Darwish Fakhroo, is a large private business enterprise and one of the few large companies in the Arabian Gulf. It contains several hundred employees, deals with many business aspects and handles a large number of agencies. It consists of over twenty five departments in Qatar; and as well has several branches in Dammam (Eastern Saudi Arabia) Dubai (Trucial Coast), Bahrain and the United Kingdom.

I have worked in this organization as Assistant General Manager for about two years. During this period, and beside other duties and responsibilities, I was in-charge of personnel. That meant I was handling all the prevailing personnel steps and procedures. Having felt the personnel problems which the organization has been facing, I decided to write about personnel administration in this organization and show how well-developed the prevailing personnel practices and procedures are in the light of the problems. Many thanks to Professors William Flash and Nicola Ziadeh, who encouraged me do that; and Professor Elie Salem who kindly advised me and supervised bringing this project to life.

The following chapters may be considered a case study analysis of the personnel procedures, processes, practices and principles applied in recruiting, selecting, promoting, position-classification, compensating, etc...

Special attention has been paid to concepts of management, channels of control, delegation of authority, specialization, division of labor and decision-making.

All through my work in Qatar, I collected important empirical data on the subject matter. This I did by thorough study of personnel files, getting the personal impression of particular employees and obtaining official written documents to support my study. I also utilized my access to copies of most of the personnel files necessary for my research here in Beirut at the employment office which has been processing Darwish personnel for the last few years.

Due to the nature of my job, I became well-acquainted with most Darwish employees and with their problems. I am also a friend to the man who was Darwish General Manager for the last ten years, who provided me with the necessary data I required.

For the successful completion of this project, I spent the whole month of January last doing research in Qatar to study the latest situation on the spot and be abreast of new developments. This was done after collecting the background information here.

Such a project, I believe, is a contribution to the study of Public Administration. For, though it deals with administration in a private company, it concerns itself with problems and cases that shed light on basic administrative problems in the Arab World. For, the personnel problems in the Darwish Organization are typical administrative

problems facing Arab governments and private institutions. The human element is virtually alike in business and in government. I hope that a study of this nature will enrich the discipline of Public Administration and add a fresh dimension to the appreciation of Personnel Management in this part of the world.

CHAPTER ONE

QATAR IN PERSPECTIVE

This project deals with the Darwish Organization in the Sheikhdom of Qatar. To handle the subject of personnel administration in this company comprehensively, it is essential first to describe and analyze the historical, geographical, economic, political, religious and other factors surrounding this organization i.e. those of Qatar itself.

Geography:¹ Qatar is a peninsula which lies approximately mid-way down the coast of the Arabian Gulf, an internal sea between Iran from the east, Iraq from the north and the Arabian Peninsula from the west. The peninsula of Qatar lies between the latitude lines $24^{\circ}:30'$ and $26^{\circ}:34'$ to the north and $50^{\circ}:40'$ to the east of Greenwich. The peninsula is about 100 miles long and 50 miles wide at its broadest point, separated by about 18 miles of shallow sea from the Bahrain Island. A narrow gulf known as the Gulf of Salwa separates the Peninsula on its western side from Saudi Arabia. The southern boundary of the peninsula has not yet been finally fixed and is the subject of disputes with both Saudi Arabia and Abu Dhabi, but the natural boundary of the peninsula is Khor al-Odaid, a large creek winding into the eastern side of its base.

¹For detailed study of the geography of Qatar see Abdul Badih Saqr, Geographical Directory of Qatar, (Beirut: Dar Al-Ibad, 1958).

There are no final measurements yet for the area of Qatar, but according to the Qatar Petroleum Company's estimations the area of the Peninsula is 3970 square miles.

Off-Qatar shores are several uninhabited islands, some of which are still subject of disputes with Abu Dhabi. They are from south to north: Lishat, Bashirieh, Halul, Saflieh, Alieh, and north to west: Raka, Hawar, Rubad Janan, Ajira, and Souad. In 1962 the comparatively large island of Halul (which is about 60 miles off its eastern coast) was granted to Qatar officially.¹

Most of the land of Qatar is desert, with small strips where some grass grows. These are mainly found in the north.

In Qatar there are no mountains, but there are few high places of limestone. The highest one is Taas al-Dhowain, 178 meters high, on the shore of Khor al-Odaid.

Qatar has a typically desert climate. It has a long hot summer and short warm winter, with very little rain.

The wind in Qatar all the year round is Al-shamal, which blows from the north in winter and summer as well. Besides there are winds which blow from the east and known as al-kous. This is known for its humidity.

The temperature in Qatar is considerably high. The average heat at the climax of the hot months (July and August) is 37.8°C. while the average in the coldest months (January and February) is 20°C. The highest temperature reached during the last ten years was 49.2°C. and the lowest was 4.7°C.

¹This was announced by the ruler of Qatar in the official gazette dated 10 March 1962.

Important Towns In Qatar

Doha: is the capital city of Qatar. It lies about the middle eastern coast of the Peninsula. According to Dabbagh Doha has about 25,000 inhabitants, while according to Qatar Progress, the population of Doha is about 64,000 inhabitants.¹ The majority of Doha population are engaged in commerce, or employed by the government or other private business firms.

Doha started growing particularly after 1952, when the ruler started earning 50% of the oil royalties.² Since then development in all aspects of life in Doha have been carried out, which led to its present comparatively prosperous condition. Its port, which is second only to that of Um Said, can accomodate fifty boats at its two jetties.

In Doha there about 120 mosques, three modern hospitals and schools of various stages. All the government departments are situated in Doha in modern buildings.

Among the important suburbs of Doha is Rayan.

Rayan: is about 8 kms to the north of Doha. It was founded 40 years ago by Sheikh Jassim Bin Moh'd al-Thani, founder of modern Qatar. It is now the ruler's residence place, where many of the ruling family members live. It has more than 3500 inhabitants.

Dukhan: It is the city of the oil wells, established by Qatar Petroleum Company (Q.P.C.) after the discovery of oil. It lies 60 miles to the northwest of

¹Mustafa M. Dabbagh, Qatar, Past and Present, (Beirut: Dar Al-Talia, 1961) p.11

²Ibid., p.76.

Doha. At Dukhan are the Q.P.C. offices, stores and workshops, as well as employees premises, a sea-water distillation plant and a power station. It also has a private airport for Q.P.C. From Dukhan there is a pipeline carrying natural gas to Doha power station to be used as fuel and a motive force. There is also a private hospital for Q.P.C. Its population is about 2500 people.¹

Um Said: This new town is located at 25 miles south east of Doha. In it Q.P.C. has its headquarters, the oil terminals, a small refinery and the principal port of foreign trade. The population of Um Said was 2500 and has jumped up to 3500.² This renders it more valuable center than Dukhan which used to be next in importance to Doha.

Khor: is one of the oldest towns in Qatar and it is now considered its second town.³

It is 53 kms to the north of Doha. It has an old port suitable for landing of middle-sized ships. At Khor there are two primary schools and a hospital. Its population is over 2000 people.⁴

Zubara: It was a prosperous city in the past, famous for its wealth and pearl trade and education. It is 113 kms far from Doha. The significance of this place lies in the fact that "Thani" from whom the ruling family in Qatar descends, was born there.⁵ This family had come to Zubara in the 12th Century (Hijrah).

¹Dabbagh, op.cit., p.82

²Qatar Ministry of Education, Qatar Progress, Doha, 1962, p.812.

³Ibid., p.12.

⁴Dabbagh, Op.cit., p.85

⁵Amin Rihani, Kings of the Arabs, (Beirut, Rihani Printing Press, Vol.2, 3rd edition, 1951) pp.280-281

In Zubara Sheikh Ali and Sheikh Ahmad Al-Thani lately built their palaces to confirm ownership of this town by the Sheikhdom of Qatar.

There are also various towns and villages scattered all over the Peninsula, either on the coasts where inhabitants depend mainly on fishery and sea treasures or inland where fresh water exists. Among these are Wakra, Gharrafa, Ruwais, Areesh, Um Slal, Karaana etc.

Population of Qatar: No precise census has yet been carried out in Qatar. The Turkish Government estimated the inhabitants of Qatar at about 10,000 people.¹ The English estimated the permanent population at around 26,000 people.² The authors of "Atlas of Islamic History" published in 1951 said the population of Qatar is about 20,000,³ while the United Nations census estimated them in 1953 at about 25,000.⁴ David Finnie estimated them at only 30,000.⁵

After the discovery of oil many immigrants poured into Qatar from the Trucial States, Yemen, Hadramout, the Fertile Crescent, Iran, India and Pakistan, looking for better prospects of life. According to Dabbagh and Saqr, the population became 40,000, less than 20,000 of whom are Qataris.⁶ Strange enough the latest official information published by the Ministry of Education in Qatar under "Qatar Progress"

¹ Mahmoud Al-Aloussy, History of Najd, (Cairo: 2nd Edition), p.40

² Handbook of Arabia, Vol.1, London, 1916, p.327.

³ Harry W. Hazard, Atlas of Islamic History, (Princeton: Princeton University Press, 1951), p.34.

⁴ United Nations, Statistical Yearbook, New York, 1959. p.52.

⁵ David H. Finnie, Petroleum of the Desert, (Beirut: National Library, 1960), p.153.

⁶ Dabbagh, Op.cit., p.31

gives the population of Qatar as being about 80,000 people, more than 60,000 of whom live in Doha, the capital city.¹ Sir Rupert Hay, ex-Political Resident in the Gulf, estimates the indigenous population at about 20,000. In addition, he continues, there is a foreign population of between 25,000 and 30,000 who have migrated to obtain work.²

Therefore, it is difficult to say exactly how many people live in Qatar, although I believe that 45,000-50,000 will be a fair round figure for the population.

Arab Moslems predominate in Qatar both numerically and politically. For, the entire indigenous population are Arabs and profess the Muslim faith. Although the religious feeling is very strong in Qatar, still foreigners, other than Jews, are freely admitted and well-treated. The best evidence for that is the fact that many if not most of the key positions in government and private companies, particularly the Darwish Organization, are occupied by Christians.

Qatar in History: The general opinion until few years ago was that Qatar had never been a permanent home for any people. But the Danish Excavation and Research Delegation under Professor P.V. Globb (Curator of Pre-Historic Museum in Arhus University) proved otherwise. This delegation discovered in 1959 some antiquities and tools (between Salwa and Dukhan) which go back to very old times and prove that there was a sort of permanent life in the Peninsula.³ Furthermore, this delegation was able

¹Qatar Progress, Op.cit., p.8.

²Rupert Hay, Persian Gulf States, (Washington: The Middle East Institute, 1959), p.108.

³Dabbagh, Op.cit., p.123-125.

to locate about 40 places which go back to the Stone Age.

The word Qatar was known long before Islam. The Roman historian Gaius Plinius Secundus mentioned it once under the name of Catarae and another time under Catharrei Nomads.¹

The Greek historian Ptolomy also mentioned in his map the name of the city called Katara, which he said was $\frac{1}{2}$ degree far from Gerra city.² According to Dabbagh, this is most likely to be where al-Okayr is today, located in the same place where the old remnants of Zubara are at present.³

Fairouzabadi mentioned in his al-Qamus Al-Muhit "Qatar is a country between al-Qatif and Oman."⁴

At one time Qatar was a part of an old district known between the 4th and 6th centuries as the District of Bahrain.⁵ According to Herodotus, the first people to live in Qatar were the Cannanites.⁶

The recent historical development of Qatar goes together with the history of Al-Thani, the present ruling family in Qatar. Therefore to trace how the present state of Qatar came into being, it is important to trace the history of Al-Thani family.

Al-Thani family came to Qatar in the 18th Century. They are so-called after their grandfather "Thani Bin Mohamad Bin Tamer Bin Ali" from the tribe of Tamim.

¹Jawad Ali, History of the Arabs Before Islam. (Baghdad: Vol.3, 1951-56), pp.379,293.

²Ibid., Op.cit., p.378-379

³Dabbagh, Op.cit., p.126.

⁴Saqr, Op.cit., p.6

⁵Dabbagh, Op.cit., p.127

⁶Ibid., p.128.

Around the end of the 17th cent. the grand fathers of Al-Thani left their houses in northern Najd to the oasis of Jibrine, 200 miles south east of Qatar. Then they moved to Ruwais and Zubara, in northern Qatar. Since then the family stayed in Qatar, except at the beginning of the 19th cent. when they were forced to leave for a short while.

Thani was born in Zubara. His son Mohamad Bin Thani was ruler under the supervision of Al-Khalifa of Bahrain. His son Jassim (Vice-ruler) apparently did not like this situation. Al-Khalifa arrested him as a result of his antagonistic behavior. The tribes of Qatar attacked Bahrain but failed and were driven back by Al-Khalifa to Wakra, where the latter were defeated and Qataris took Ibrahim Bin Ali and Hamoud Bin Salman Al-Khalifa as captives. As a compromise they set them free some time later against releasing Jassim Bin Mohamad Al-Thani.¹

In 1867 Mohamad Bin Khalifa Bin Salman, ruler of Bahrain, attacked Qatar. Because this action violated the terms of agreement of 1861 between Britain and Bahrain, according to which the Sheikh of Bahrain could not attack or revenge without prior approval from the British Government, he was warned by the British Political Resident.

But finally the tribes of Qatar were able to unite their efforts and carry a violent counter attack and force the invaders to retreat.

¹Dabbagh, op. cit., p.175-176

This incident was the direct opportunity for putting Qatar under the British influence and control. The British Political Resident (Col. Belly) took advantage of this opportunity and signed an agreement with Mohamad Bin Thani in 1868 which declared him ruler of Qatar, who in turn undertook not to interfere in the internal affairs of Bahrain and pay taxes to Al-Khalifa under the supervision of the British Government. This tax due remained until 1872 when the Ottomans returned to Qatar, after which the latter became a part of the district of Hassa.¹

In 1878 Mohamad Bin Thani died and was succeeded by Jassim, the founder of Al-Thani rule in Qatar under the sovereignty of the Islamic Ottoman Empire. He died in 1913. Abdulla Bin Jassim took over and in 1916 he signed the famous treaty with Britain, according to which Qatar will remain internally independent, but Great Britain assumes responsibility for external affairs and protection against foreign aggression.

In 1937 Abdulla added Zubara to his country, which led to misunderstanding with Bahrain which continues to claim the ownership of this place. To confirm the ownership of this part of Qatar, both Sheikh Ali and Sheikh Ahmad Bin Ali (present ruler) have built palaces there.

Abdulla Bin Jassim Al-Thani had appointed his son Hamad as vice ruler who really was acting as ruler. But Hamad died while his father was

¹Dabbagh, Op.Cit., pp.122-23.

still alive in 1947. So his elder brother Ali Bin Abdulla Bin Jassim Al-Thani was appointed as vice ruler. He took over as ruler in 1949 when his father abdicated in his favor. He ruled until October 24, 1960, when he abdicated in favor of his son Ahmad, the present ruler of Qatar.

Ali was appointed ruler in 1949 until Hamad's son, Khalifa, gets old enough to take over from his uncle.¹ But instead of doing that Ali appointed his own son as vice ruler and later on abdicated in his favor as ruler; and in turn Khalifa was appointed as vice ruler. At present there is a severe conflict between the ruler and his vice ruler and cousin about the right to the throne, and it is not unlikely that violent action may take place in the near future.

The Darwish family and company are involved in this conflict in one way or another, which will be discussed in detail in the next chapter.

The rule of Sheikh Ali witnessed the development of Qatar in all aspects of life. Each aspect will be handled briefly and separately in due course. Sheikh Ali's rule started with the discovery of oil in Qatar and as important it was associated with the actual rule of Abdulla Darwish, the founder and a proprietor partner of the Darwish Organization.

With this geographical and historical description of Qatar, we move on to discuss aspects of life which history, geography and politics have created and the relation of the Darwish Organization to these aspects and how it fits in them.

¹According to Mr. U. N. Hashem, who spent ten years in direct contact with the ruling family and British authorities, there is an official document in the Foreign Office to that effect.

Government of Qatar

Qatar is ruled by a sheikh from Al-Thani family, elected upon agreement among the sheikhs of the ruling family and the British Government. The sheikh who rules is known as the Ruler of Qatar, and other members of the family are known as Sheikhs.

As mentioned before, Qatar is bound with the British Government in a protection treaty dated November 3, 1916. According to this treaty Sheikh Abdulla Bin Jassim Al-Thani agreed that he will have no relation with representatives of any other governments or receive them without the approval of the British Government. Likewise he undertook not to let or sell or deal with any part of Qatar's land with any other country or citizens of foreign countries without prior approval of the British Government. According to Sir Rupert Hay, "Before 1949 there was, practically speaking, no administration and Sheikh Abdulla's rule was entirely patriarchal".¹ When Sheikh Ali came to the throne he appointed a British advisor, a British Commandant of Police and many British doctors and engineers. Since then Qatar has been undergoing stages of building up a proper administrative set up to carry out the functions of the government. The British advisor used to attend to the financial side of the administration.

At present the government hierarchy in Qatar consists of the Ruler himself, his vice ruler and deputy who is at the same time the minister of finance and practices the authority and powers of the prime minister of Qatar.² There is also a minister of education who carries the title just because he is a sheikh and specifically the vice ruler's brother. But in

¹ Hay, op.cit., p.109

² Qatar Official Gazette, Law No. 1, 1962.

fact he has no more authority than any of the heads of departments of the government of Qatar.¹

Under the Vice Ruler directly comes the Director General of the Government of Qatar, who is generally and practically doing the job of the British advisor.²

Again under the Director General of the Government of Qatar are the following departments: Department of Financial Affairs, Department of Administrative Affairs, Department of Petroleum Affairs, and the Department of Legal Affairs.³

The line departments in the government hierarchy of Qatar are: the Medical Department, Public Security Department, Water Department, Electricity Department, Mechanical Equipment Department, Public Works Department, Department of Customs, Department of Agriculture, Religious Department, Immigration Department.

Most of these departments are run by Britishers.

The Post Office and Cable and Wireless are British companies proper run by British and Indian staff.

The British Political Agent is the single foreign political representative in Qatar. He represents the British Government in Qatar under a British Political Resident who runs the whole Gulf area and who comes directly under the British Foreign Secretary of State.

¹This opinion was expressed by Mr. David Fanous, Administrative Manager of the Government of Qatar.

²Official Gazette, Op.cit., 1962

³Ibid.

The Political Agent has authority over all foreigners other than subjects of Muslim states outside the British Commonwealth. In other words his authority covers the Europeans, Indians and Pakistanis.

Petroleum and Other Sources of Wealth In Qatar

Since Qatar is a desert, its people are forced to look for their living in the sea surrounding them from three parts. They took pearl diving, fishing and trade as their main professions. Pearl, however, was their main source of living. In 1928 a fleet of 400 boats from Qatar were looking for pearls.¹

A tourist passing through Qatar a hundred years ago commented, "People depend for their living on the sea rather than land; they mostly live on the sea coast and spend half the year in the sea looking for pearls". He adds, "The other half of the year they spend in fishing and trading", so their real houses are the boats which fill the quiet harbor".²

Al-Alousi said, "Qatar is the home of Arab seamen, who dive for pearls; and the living of the people in Qatar is restricted to pearl diving".³

Even up to the present time there are still in Qatar the biggest pearl merchants in the world. It is rumoured that Sheikh Ali Al-Thani, ex-ruler of Qatar, and Jassim Darwish, elder brother proprietor of the Darwish Organization, are the biggest owners of pearls in the world. This business, however, has become so limited to few persons, who take it

¹ Saqr, Op.cit., p.30.

² Dabbagh, Op.cit., p.44

³ Quoted in Rihani, Op.cit., p.31

as a hobby more than a profitable business. This is due to several factors: One is the coming of Japanese artificial pearls, which renders natural pearls incompetent. Another factor was the discovery of oil and the convenience and facility of working in its industry compared to the risks involved in pearl diving.

The decline of the pearl industry prior to the discovery of oil led to the decline of Qatar economically and the migration of many of its inhabitants to the neighboring countries and some of its villages disappeared. But when oil was found immigrants came back home and further people from all over the area started pouring into it.

Petroleum In Qatar.¹

The history of oil in Qatar goes back to 1932, when Sheikh Abdullah Bin Jassim Al-Thani granted the English-Persian Oil Co. Ltd. the right to look for oil in Qatar. This right was put into effect on May 17, 1935 and for a period of 75 years. Later on in 1952 the agreement signed between Sheikh Ali Bin Abdulla Al-Thani and Qatar Petroleum Co. transferred the above-mentioned rights and privileges to the latter company.

In 1938 a well was opened on trial basis in Dukhan and in January 1940 oil was found in that well 5685 ft. deep, giving an average production of 5000 barrels per day. Then two other wells were opened. The work stopped in 1942 (because of the war) and started again in 1947.

¹On this subject see Dabbagh, pp.46-4 and Saqr, pp.45-50

At the end of 1949 nine wells were completed and in 1957 the producing wells were 48 and on 1/1/1960 they became 50. They are now 58 wells but only 50 are used.

Due to the absence of deep water on the coast of Dukhan, terminal reservoirs were built at Um Said (east of Qatar) to which oil is pumped through pipes from Dukhan.

There are 16 reservoirs in Um Said containing about 250,000 tons of oil. From these reservoirs oil is pumped to terminals in the sea and then through pipes under water reaches the loading area which is 2000 ft. far from the shore.

Near the reservoir area is a small refinery which started operating in 1955 to satisfy Qatar's local need of petroleum.

With the discovery of oil the two primitive ports (Um Said and Dukhan) have within few years become modern towns.

The crude oil extracted from Dukhan fields at a depth of 6000 ft.¹ is said to be the best in quality in the Arabian Gulf area. Its specific gravity is, 819.

¹Hay, Op.cit., p.109.

Dukhan fields started production in 1949 with a shipment of 15,433 tons, although the formal opening of the oil terminal did not take place until February 2, 1950.¹

Qatar stands 4th among the Arab oil producing countries; they are in order Kuwait, Saudi Arabia, Iraq and Qatar.²

The original agreement of 1935 provided that Q.P.C. will pay to the Sheikh of Qatar Rs. 400,000 on signing the agreement and 150,000 yearly for 5 years and after six years 300,000 per year.³ But according to the agreement of 1952 the company started paying 50% of its profits.⁴

The total payment to the Sheikh of Qatar by Q.P.C. from 1950-1959 was 293 million dollars.⁵ In 1961 the oil royalties reached about £20 millions.⁶

In 1955-56 the profits were distributed by the Government of Qatar as follows: 1/3 was given to the ruler and ruling family, 1/3 to the government and 1/3 reserved in banks.⁷ Later on it was distributed as follows: 1/4 to the Sheikh and family, 1/4 investments in banks, and 1/2 spent on the development projects in Qatar.⁸

¹Saqr. Op.cit., p.45

²Dabbagh, Op. cit., p.50

³Arab League, Petroleum Agreements in the Arab Countries, (Cairo) p.31.

⁴Ibid., p.46.

⁵United Nations, Economic Developments in the Middle East, (New York: 1945-1954, 1955) p.77.

⁶Dabbagh, Op. cit., p.52

⁷Middle East Political and Economic Survey, p.139.

⁸John J. Birby, The Arabian Gulf, (Beirut: 1959) p.174.

At present the Sheikh and the ruling family are spending half of Qatar's share of the oil royalties, while the other half is spent by the Government of Qatar.¹ The ruling family's share is divided as follows: half to the ruler himself, 1/10 equally divided between the ex-ruler (Sheikh Ali) and the present vice-ruler, while the remainder is distributed among the remaining sheikhs of Al-Thani.²

Qatar was the first country in the Arabian Gulf granting concession for oil excavation under water and to a company other than that which had the original concession for all over the country. This naturally led to a dispute between the Government of Qatar and Qatar Petroleum Co., which ended in favor of the Sheikh of Qatar. Sheikh Ali (the credit here goes to Abdulla Darwish who concluded the agreement with Shell Co.) granted the concession to Shell Overseas Explorations Co., which operates locally under the name of Shell Co. of Qatar. This agreement was concluded in December 1952, and it gave the company the right to look for oil over 10,000 square miles for a period of 75 years. In return Shell Co. had to pay £260,000 as a start and then divide profits equally.³

In 1960 Shell Co. discovered oil 52 miles North East off-shore Doha.⁴

¹Newsweek, 26.9.1960, p.34

²Dabbagh, Op. cit., p.54

³Ibid., p.58

⁴Ibid., p.58

The oil industry has contributed greatly to the development of the country. This development has touched a large number of the population. A few people, however, have become extremely rich and even "monopolized the economic fields,"¹ Abdulla Darwish is one of them. Other people acquired wealth by getting high prices for lands which had to be taken for roads or development projects. In brief we can say that with the discovery of oil Qatar has been converted from an interesting back water into an area of great economic and strategic importance. Motorcars have taken the place of camels, poor sheikhs have become owners of palaces, and the humble pear-divers fishermen now draw regular wages and live luxurious life.

The general opinion is that Qatar Petroleum will finish in around 1975 if the production continues at the present rate, for no new wells were discovered and the under-water excavations have not given the expected results. According to Birby, Qatar petroleum is limited to 20 years if no new wells will be discovered. Meanwhile many aspects of life have been noticeably improved. Here below each of the main aspects of progress will be discussed.

Education In Qatar

Before 1949 education was practically non-existent. Originally education was limited to Nizam Al-Halaqat where the youth used to meet

¹Salah Akkad, Imperialism in the Persian Gulf (Cairo, Anglo-Egyptian Press, 1956) p.72

in mosques for learning and reciting the Qoran.¹

With the discovery of oil and consequently the availability of money, the first elementary school was founded in Qatar in 1951-52. A year later three other elementary schools were opened and had 457 students. A regular budget of Rs. 125,000 was set for education then. In 1955-56 the number of students rose to 1000 with 45 teachers. In the same year girls were sent to schools for the first time. A year later a secondary school and a technical school were opened.

A boarding section was opened in Doha for those students coming from far villages.

Students in Qatar are offered free education, free books and clothing, transport and pocket money.

It is worth mentioning that Qatar schools accept Arab students and treat them as well as Qataris. Arab-non-Qatari students in Qatar constitute 34% of all students in Qatar.²

In 1958-59 the Education Department in Qatar started contributing towards promoting and encouraging education in other states of the Arabian Gulf, especially the Trucial States. The latest statistics show that in 1961 the Government of Qatar built 3 schools in Dubai and Sharja with quarters for 32 teachers who are paid by and accomodated at the expense of the Government of Qatar.

The first budget for education in Qatar was only 1% of the whole budget, while 11 $\frac{1}{2}$ % of the 1962-63 budget is for education.³

¹Dabbagh, Op. cit., p.115-123.

²Ibid., p.121

³Qatar Progress, Op. cit., p.28.

According to 1961-1962 statistics the number of students and schools was the following:¹

43 elementary schools	- 4255 students - 312 teachers
21 elementary schools for girls	- 2327 students - 144 teachers
1 secondary school for boys	- 205 students -

Agriculture

Originally Qatar is a poor country as far as agriculture is concerned. It is a desert. But still with the money the ruler, his relatives and few wealthy families in Qatar have this aspect of life has been improved and very much encouraged. They have established many gardens and orchards which proved to be successful.

The main crop in Qatar is Barsim (locally known as jitt) which is used as food for animals. But water melon, cucumber, tomatoes, cabbages, raddish, carrots, spinach and egg-plants have been successfully cropped.

Some specialists estimated the fertile land of Qatar as being only 10% of the land of Qatar.² In spite of this fact, great efforts are being exerted by the agriculture department to encourage the exploitation of land. Annual agricultural fairs are held by this dept. for this purpose.

Qataris themselves do not work in agriculture. They import people from Gaza strip, Yemen and Hasa for doing this job for them.

Generally speaking agriculture in Qatar is not commercial and profitable; for it costs much more than it gives. People generally take it as a sign of wealth. The Darwish people have four large farms in different parts of Qatar.

¹ See Dabbagh and Qatar Progress. Part on Education.

² Dabbagh, Op. cit., p.67

Commerce and Economy of Qatar¹

In the past the economy of the Qataris depended almost entirely on fishing and pearl-diving. They used to obtain their other requirements either from Bahrain or Dubai, imports being liable to duty both at those places and on arrival at Qatar. Now, it is enough to mention the Darwish Company alone and the role it plays in overcoming these difficulties. The owners of this company maintained the pearl trade themselves. At the same time they encouraged the government of Qatar (or rather it was done by Abdulla Darwish himself) to arrange for imports to be unloaded into lighters at the Q.P.C. port at Um Said, and then brought round by tugs to Doha. Then the jetty at the latter place was enlarged to cope with the increased traffic. This was done to avoid payment of transit dues at Bahrain and Dubai. The Darwish Organization itself took over the navigation job and acted as agents for all sea lines calling at Qatar ports. But for political reasons this was withdrawn from the Darwish Co. in 1958.

At present the main export of Qatar is petroleum, while all other items are imported. With the discovery of oil, commerce and economy of Qatar has developed to a great extent. Many private companies, the biggest of which is the Darwish Organisation, operate in Qatar as agents for all imported commodities which Qatar imports from abroad.

It is safe to say that Iranians control the retail trade in Qatar, while the Sheikhs and wealthy people control the whole-sale.

No business is allowed if it is not registered in names of Qataris. Likewise, practically speaking no business will prosper unless a Sheikh or a wealthy Qatari or influential person is a partner.

¹For wider information see Dabbagh, p.69

Import customs duties are 2.5% on all goods with the exception of cigarettes which are 10% and the luxury items which are 15%. All food stuff are exempted from customs duty.¹

Liquor is officially prohibited, except for Europeans who obtain special liquor permits from the Political Agency. The customs duty on liquor is 15% for Beer and 3% for others.

All income of Qatar is registered in the name of its ruler. It is mainly from oil royalties (which is around £20,000,000) and taxes.²

The currency in use in Qatar is the Indian Ruppee which is equal to 100 Naya Paisa.

There are five banks in Doha, the capital of Qatar. They are the British Bank of the Middle East, the Eastern Bank Ltd., the Arab Bank Ltd., the Ottoman Bank and Intra Bank.

Water and Electricity in Qatar

Previously Qatar depended on few wells. Due to the increase of the population and of construction projects, the need for water became vital. In response to that need the government of Qatar carried out several projects to insure the necessary water supply. Two water distillation plants were built in Doha, and a third in Um Said, from which water is supplied to all houses in town. Far places are supplied by water daily through tankers. The government is studying several proposals for digging for water underground and on a large scale.

The government of Qatar has given special attention to the ever-increasing need for electricity, due to the increase of the use of

¹Qatar Progress, Op. cit., p.14

²Dabbagh. Op. cit., p.47.

electric appliances everywhere in Qatar. Electricity until few months ago was obtained from a power-house completed in 1957. Now the new power station at Ras-Abu Abboud supplies all Doha and all Q.P.C. headquarters and establishments at Um Said and the nearby villages. There is also a plan for supplying the other towns with electricity. Two secondary power stations have been erected, and 65,000 yards of cables have been distributed last year. 2000 new subscribers have also been supplied with electric meters. The new diesel generator, 2600 kilowatts, has already been put into action to satisfy the increasing need.

Hospitalization in Qatar

Hospitalization is free for the citizens of Qatar, be they citizens or foreigners. If a patient requires treatment outside Qatar, he or she is sent for treatment outside according to need on the government of Qatar's expense.

There are several hospitals in Qatar, most important of which is the state Hospital of Rumaila, which occupies 300,000 sq. yards of land to the west of Doha. It has 196 beds. There are two other hospitals in Doha itself, one for men with 104 beds and the other a maternity hospital with the capacity of 85 beds. A fourth hospital is mainly for T.B. patients.

The doctors serving in these hospitals are 40 in number assisted by 154 nurses.

Besides there is a public health department which is responsible for public sanitation, isolation and burial.

Transport

The government of Qatar built a network of roads which facilitates safe and fast transportation between the Capital and various parts of the country. These roads facilitated movements in the Peninsula, and helped in giving opportunities to citizens to see their rulers. The two most important roads were those connecting Doha with Dukhan and Um Said. Another important highway was built connecting Qatar with Saudi Arabia via Salwa Dhahran. This highway contributed much to the strengthening of commerce between Qatar, Saudi Arabia, Kuwait, Syria, Lebanon and Jordan. For, along this road large number of vehicles carry food stuff and fresh fruits and vegetables to Qatar.

The coastal waters of Qatar are shallow with the exception of Um Said, where the first port was built. However, many barges and launches daily call at Doha port, which comes next to that of Um Said, from Bahrain, Oman, Persia, India and Pakistan.

At present the Overseas Dredging Corporation has started building the new modern international port at Doha.

The geographical location of Qatar at the extreme east of the Arab World renders it an important link between the Middle East and Far East in Asia. The presence of two large oil companies and the levelled surface and clear sky which Qatar has contributed towards making it a good aviation center.

There are three airports in Qatar: one near Doha, another at Um Said, and a third at Dukhan. Doha airport is modern and can accommodate all kinds of aircrafts. A new airport adjacent to it is about to be completed according to latest lines of international airports.

Qatar has already a complete telephone and telegraph service, including automatic changes, trunk lines, radio telephones and V.H.F. services. Telephone calls are now available between Qatar, Europe and the Middle East. Wireless telegraphy is also adapted to the effect that Qatar today is linked to nearly most parts of the civilized world.

Social Life in Qatar

Like most Arab countries, Qatar has three distinguished communities: The town, the village and the desert. These three communities have two things in common which govern all their life, i.e. Arab culture and Islamic principles. Thus life in each of these communities accords with Arab traditions such as: hospitality, welcoming strangers, readiness to help neighbors, keenness about dignity, honour, and hatred to oppression. It is also based on Islamic principles of tolerance, contentment, purity of soul and body, and above all strong belief in God and the Right (Al-Haqq).

Within this pattern, the three communities live, differing in some aspects according to circumstances of environment. In town, especially after the discovery of oil, the inhabitants enjoy much of the modern ways of living, i.e. modern houses, magnificent palaces and villas, fully air-conditioned and very well furnished. Towns also have wide streets sufficiently lit, modern shops on both sides providing the people with all their needs of food, clothings, etc... Townspeople also make good use of their beautiful shores, as most of the towns in Qatar lie on the sea shore. There they pass their week-ends and holidays, while sometimes they go to gardens in the suburbs for a change.

Most of the townspeople are employees either in government departments or in firms, some being merchants and others engaged in crafts. Qatar towns, especially in Doha, comprise a number of other nationalities particularly Arabs from Oman and the Fertile crescent as well as from India, Iran and Pakistan.

The villages, on the other hand, have taken to modern ways of living too, thanks to the good net of roads that connect villages to towns and to the capital city.

The discovery of Petroleum and its industry have also created a new class of skilled laborours, especially at Doha and Um Said.

Finally, there are still the nomad tribes who wander about to set their tents where pasture is available and life is possible.

Customs and Traditions: There are "majalis" found all over Qatar, in town and desert as well. These are sort of entertainment halls built by Sheikhs or well-to-do people outside the main building in most cases, varying in size and magnificence according to the wealth of the host. There, people meet to chat, discuss their problems, etc., while trained servants entertain them and serve frequently the Arabic coffee and flavored tea. On many occasions neighbors, friends and guests share meals with the host. When necessary a stranger may spend his night at the Majlis.

The majlis then plays the role of a club and it is most successful with the friendly atmosphere which prevails. In this atmosphere all meet, usually in the evenings, with the host at their head, to discuss common and special topics.

The Qataris are also keen on hunting in Winter. With the beginning of the season, the Sheikhs and rich people start their preparations for this sport. They hunt birds, gazelles and rabbits. Such trips are not confined to Qatar, but rather go out to Saudi Arabia or even Persia and some parts of India. Such journeys last for 30-40 days.¹

Well-informed writers estimate the expenses of this winter trip of hunting more than 3/4 million sterlings per year.²

After the discovery of oil Qataris began to have their annual summer trips outside Qatar, mainly to Lebanon, Egypt and Europe. Many Qataris own palaces and villas in these places, mainly in Lebanon.

1 Dabbagh, Op. cit., p.75

²Ibid., p.75

CHAPTER II

THE DARWISH ORGANISATION IN QATAR

Outside the ruling family in Qatar, the only people of importance belong to two or three families of merchants. The most well-known of these families is the Darwish family.

The purpose of this Chapter is to trace the historical origin of this family and how it developed, and consequently to show the role which the Darwish Organization played in contributing to the development of the country, and finally how it fits at present in the economic, political and social milieu of the State of Qatar internally and externally.

The Darwish family came to Qatar about 50 years ago.¹

Jassim and Abdulla (whose names the Darwish Company carries at present) were the first founders of it. From a small retail sales partnership, the Darwish Company has become one of the largest in the whole Gulf area. How this happened is the question which quite a large part of this chapter will have to answer.

The first factor contributing to the growth of the Darwish Company was the close friendly relationship which existed between Sheikh Hamad Al-Thani, (the then vice-ruler and actual ruler) and Abdulla Darwish.²

The second and more important factor was the very close relationship

¹They are Iranians by origin. Typical of Iranians who have migrated to the Gulf, the father of the present proprietors of the Darwish Organization was a small retail shop-keeper.

²According to Mr. Victor N. Hashem Abdulla Darwish and Sheikh Hamad used to share the profits of selling the war rations granted by the British Government to the Ruler of Qatar. Likewise, it is known that Sheikh Hamad used to spend most of his time at the Darwish house, where he finally died.

which also existed between Abdulla Darwish and Sheikh Ali Bin Abdulla Al-Thani, who came to power at the time of the discovery of oil.¹

With the discovery of oil and the establishment of the oil company's (Qatar Petroleum Company) headquarters and plants etc., at both Dukhan and Um Said, manpower and labor was very much demanded. Since skilled labor was not available locally, these imported people had to be recruited from the Arab countries, particularly from Lebanon. Contracting and Trading Company (CAT) had previous connections with Q.P.C., which is an off-shoot of Iraq-Petroleum Company. Therefore CAT was the sole supplier of labor for the Qatar Petroleum Company. Taking advantage of his influence at the Palace, Abdulla Darwish prohibited any foreign company or individual to work in Qatar without a Qatari partner, and consequently forced CAT company accept him as their partner. With this Darwish Engineering started taking construction projects, maintainance etc., making use of CAT personnel and providing the money and governmental support.

That was not all, for his personal relation with the ruler helped him monopolize trading and other lines of business as well.

Consequently, as the oil industry developed Abdulla Darwish became the single influential person in Qatar. He acted like an official liaison-man between the ruler of Qatar and the Political Advisor, and at the same time the ruler's spokesman.

¹ Sheikh Ali Bin Abdulla used to get money from the Darwishes before he became rich, and even with the discovery of oil he was subsidized. So, with his coming to power, Abdulla Darwish had a very strong push forward.

As the ruler had great confidence in his advice, Abdulla became practically the first and final decision maker in Qatar. The Qataris speak about him as the Prime Minister of the country.

Taking advantage of this influence, Abdulla Darwish monopolized contracting, trading, and transportation to the maximum. For, practically no one was allowed in without Abdulla's approval, no foreign company could appoint its agent in Qatar without his approval; and very often he himself was appointed in that capacity.

No foreigners could obtain entry visas to Qatar without his approval, and often he used to get fees on permitting them.¹

Abdulla Darwish, was the ruler's representative on the Q.P.C. Board of Directors. In this capacity he was able to secure more rights and shares in the oil royalties for the State of Qatar. This will be clearly understood by a glance at the oil agreements with the two companies operating in Qatar, and which carry Abdulla's signature over and above the ruler's.²

With the acquired wealth, the ruler of Qatar built roads, palaces, government offices, hospitals, power stations, distillation plants and the like. Most of the projects were granted to Abdulla Darwish and CAT Company, operating under another name of Darwish Construction and Building.

Abdulla was also able to convince the ruler open Q.P.C. port at Um Said for foreign ships bringing goods, and then carry these goods by tugs and barges to Doha. In this way Abdulla was able to obtain the sole

¹Most of this information, I received from people who have lived in Qatar for a long time, from members of the Darwish family, and finally from the merchants who competed with Darwish at the time.

²Arab League, Petroleum Agreements in the Arab Countries. (Cairo: Vol. 2, 1960), pp.80-90.

agency for all sea-lines calling at Um Said port, and also own the barges and tugs which carried the goods to Doha.

He also acquired large pieces of land due to his relation with the ruler. As a result of oil discovery, land became very costly, and consequently many of the Sheikhs and influential people acquired land by merely putting fences or lines around them. Abdulla got the lion's share in this respect.

In concluding the oil concession agreement with the Shell Company of Qatar in 1952, Abdulla Darwish gained great influence. This was done in spite of an agreement previously concluded with Q.P.C. to cover all the lands of Qatar.

Q.P.C. did not approve that, but by arbitration, Abdulla and incidentally the ruler of Qatar won and concluded that agreement. Its conclusion gave Abdulla Darwish great power to the extent of absolute ruler.¹

With all this Abdulla Darwish went far in antagonizing many of the members of the ruling family, especially some of the ruler's own sons, keeping in mind the hatred which Hamad's sons had against him. Jealousy, hatred on the part of the Sheikhs and the arrogant ways of dealing with them gave them good reasons for starting plotting against him and forcing him leave the country. The British Political Agent also played a major role towards that end.²

¹Finnie, David H., Petroleum of the Desert. (Beirut: Al-Ahlieh Library, 1960.) p.107.

²This information was given by Mr. V.N. Hashem, former General Manager of the Darwish Company.

In September 1956, Sheikh Khalifa Bin Ali (the ruler's son) threatened to kill Abdulla, in Aley, Lebanon.¹ Showing anger and dissatisfaction, Abdulla left Lebanon directly for Damman, Eastern Saudi Arabia, and not to Qatar.² He did that with the assumption that he will be begged by the ruler and the people of Qatar to come back. But evidently he was not really begged, although simply asked by the ruler to return.³

Abdulla did not take Damman as a mere place of refuge, but rather established his own flourishing business there. Here again Abdulla knew how to gain the confidence of Prince Saud Bin Jalawi, prince of that district. He also knew how to take advantage of this friendship and confidence and seize it a precious opportunity to promote his business.

This relation which he strengthened with Prince Bin Jalawi was extended to King Saud. In this way Abdulla contributed to strengthening relations between his new friends and the old ones i.e. the ruler of Qatar and his son. In other words he contributed to strengthen the historical, religious and tribal relations which existed between the two ruling families.⁴

Due to Abdulla's departure, the Darwish family was persecuted by the mobs and Sheikhs' slaves in Qatar, instigated by the opposing jealous Sheikhs and business competitors.

¹This is an incident which people differ in specifically describing

²Late Mr. Emile Bustani helped him cross the Lebanese borders.

³The British Political Agent at the time Mr. Hancock, told Mr. Hashem, "I will see Abdulla some time somewhere." This meant a great deal of the role he played in convincing the ruler not to take much interest in asking Abdulla return.

⁴Both of the families (Al-Saud & Al-Thani) are Wahabis and descend from the tribe of Tamim.

The ruler was thus put into an embarrassing position for, although he liked Abdulla Darwish, still he was not willing to make himself more unpopular among members of his own family.

In view of the above Abdulla had to stay outside the country, except for short visits.

Whatever the case was, Abdulla's departure did not completely break the good relations of the Darwish family with the ruler. Abdul-Rahman Darwish, Abdulla's youngest brother and partner, was a very close friend of Sheikh Ahmad Bin Ali Bin Abdulla, the then vice ruler and the present ruler of Qatar. So, he kept on visiting him and his father and accompany them wherever they go. But knowing him personally and having worked as his assistant for several months, the writer confirms that officially he does not have any position in the Government of Qatar, but unofficially acts as a protocol man for the ruler personally. Correspondence and cables on all occasions are done by him, and consequently by the organization, in the name of the ruler and his father. Again the Ruler's and his father's personal files are kept in the Darwish office until now.¹

Besides, Jassim Darwish (Abdulla's elder brother) has been a close friend of Sheikh Ali, the former ruler.² Here again friendship with the ruler has been helpful to the Darwish Organization.

¹The writer and other employees have done that often, in their capacity as Darwish employees. Again these files were under the writer's confidential custody.

²Sheikh Ali had appointed Jassan Darwish as Minister of Education in 1952. More important is the fact that their friendship is based on two grounds: religion and pearl collection hobby.

Sheikhs, especially the ruler, do not pay any export taxes, income tax or customs duty. So, Jassim Darwish has been sending tolasses of gold and raw pearls to India for bleaching and processing without paying taxes. Likewise, when these are finished, they are sent back to Jassim in the name of Sheikh Ali, and in this way no income taxes are charged.¹

As far as the Organization is concerned profit, due to friendship or name of the ruler, is earned as follows: Goods are imported in large quantities without paying customs just because they are claimed to be for the ruler or his father. Likewise, many items, among which some are prohibited, have been sent to foreign countries, especially to Lebanon, in the name of the ruler without being charged any duty by the authorities at the receiving port.

Whatever enmity and hatred Abdulla Darwish had or still has among Sheikhs, merchants and people of influence in Qatar, and whatever money he and his Company have acquired; still he has contributed greatly to the development of Qatar.

Thanks to Abdulla Darwish's efforts better terms for Qatar were obtained from the oil companies operating there.

Again the credit goes to Abdulla Darwish for concluding the oil concession under water with Shell Company in 1952.²

¹The writer has personally received such parcels more than once, although they carried Sheikh Ali's name and address. The smallest parcel costed Rs.300,000.

²Dabbagh, op.cit., p.57

Most of the development projects in Qatar were carried out by the Darwish Organization, such as roads, buildings, airports, water distillation plants, power stations, sea-ports and the like. This has been the case because the Darwish Company, with the technical help of the CAT Company, has the most trained personnel and well-known architects and European skilled quantity surveyors and technicians.

Education was officially adopted by the Government of Qatar and a budget set for that purpose during the time Jassim Darwish was Minister of Education.¹ He has also published several books at his own expense.

Commerce and investment flourished and was encouraged and promoted by the Darwish Organization in more than one way: Personnel were imported on a large scale from the Arab countries to work for the Darwish Company. Many of these turned out as big businessmen in town, investing money and other factors of capital, and thus participated in strengthening the economy and commercial market of Qatar.

Several of Darwish employees, be they locals or imported, ended in being people of influence and occupying high posts in the Government of Qatar.²

Many Europeans started pouring into Qatar annually, due to the fact that the Darwish Company acts as agent for their companies, which run over 200 in number.

¹Please refer to the section on Education in Qatar. It so happened, although many believe that Jassim Darwish was a real obstacle for the development of education.

²Said Marzouki, an Iranian who was a very small clerk, has been for the last several years a second Abdulla Darwish with official power and authority in the Palace. Another Palestinian is the personal secretary of Sheikh Ali, former ruler.

Darwish acts as the general sales agents for almost all airlines operating in Doha. Likewise they are the sole general handling, cargo and catering agents for the above airlines. In other words they control almost all air-traffic and freight operations and movements in Doha airport, and consequently those of Qatar as a whole, because Doha airport is the only commercial airport in the Peninsula. They are also big shareholders of the Gulf Aviation, an airline company controlling all air-routes in the Gulf area.

The Darwish Organization has branches in Damman, Bahrain, Dubai and London.²

¹Cars which sell best in Qatar are held by Darwish as general agents for Qatar and the Trucial States. These are the Austins, Jaguars, Stude-Baker, Packard, White trucks and Volkswagon.

Electric appliances, radios, tape-recorders, televisions, air-conditioners, washing machines, and refrigerators of various makes and models are sold by the Darwish Electric Company.

Watches, Cameras, Perfumes, men's and women's wear and many other luxury items are sold at the Darwish retail shops.

Fresh fruits and vegetables, all kinds of food-stuff and frozen foods are available at Darwish Qatar Cold Stores, which is the largest in Qatar.

Even in Agriculture, the Darwishes are prominent. They own four of the best and largest farms and gardens in Qatar.

Office and home furniture, of first class qualities are found at the Darwish furniture gallery, known as "The Modern Home."

Until 1958, Darwish was the sole general agent for all sea lines calling at Um Said port. But at present they only own tugs and barges with they use for carrying their goods to other ports of the Gulf, and also for rental to Q.P.C. and Shell Company.

²The main office and administration is in Qatar. It controls all the branches, with the exception of Damman which is run by Abdulla Darwish.

The Dammam Branch was established by Abdulla Darwish personally in 1956, and it is still run by him up till the present time. It ranks among the very few large contracting and trading companies in Saudi Arabia at large. Furthermore, it is the strongest whole-sale organization in Eastern Saudi Arabia.¹

Dubai Branch also operates under the official name of Kassem and Abdulla sons of Darwish Fakhroo. Here again friendship and good relationship with the ruler of Qatar was taken advantage of. For, the present ruler is the son-in law of the ruler of Dubai.² Through this channel the Darwishes became friendly with the latter Sheikh. In terms of business, this friendship gave the Darwishes the right to start their business in the Sheikhdom of Dubai.

What helped the Darwishes start business and trade quickly was the fact that they already held many agencies in Qatar which covered the Trucial States also.

¹The writer witnessed the sale of 3 ships of cement and one ship of sugar at once, carried out by Abdulla Darwish.

This branch contributed to strengthening commercial and economic relations between Qatar and Saudi Arabia. Transportation means, whether by air, sea or land, have been facilitated.

Above that Darwishes have wireless transmitting and receiving sets at Damma and Doha which are on the air several times per day for business and other purposes.

The writer remembers the Aramco tender in Dhahran 1961, in which Darwish participated for supplying cement-coated pipes. Wireless lines were on the air day and night for two weeks & telephone and cable offices were also requested to work overtime on Darwish account to keep the management of the latter in constant contact with suppliers in U.K., Germany and the U.S.

£30,000 were spent by Darwish without taking the contract, because Aramco finally decided to carry it out directly.

In spite of the loss, the measures taken proved that Darwish Co. was acting as a govt. within two govts. at both places, Qatar and Saudi Arabia.

²His name is Rashid Bin Said al-Maktum. Although his state does not have oil fields, yet it has a suitable geographical location between Abu-Dhabi, Qatar and Sharja, which renders it a good center for smuggling.

The new policy of Abdulla Darwish, since the Coup D'Etat in Yemen,¹ is to move finally from Saudi Arabia and concentrate on Dubai. For, in Dubai the Darwishes are already well-established, and own large pieces of land.² However, the apparent reasons for this policy seem to be the following:³

- (a) The direct reason is that Prince Faysal is imposing high taxes, which Abdulla is reluctant to pay. Another justification is that Abdulla does not have strong hopes in a stable rule in Saudi Arabia, and thus feels any further investment there will be risky.
- (b) The indirect reason for this policy is Abdulla's long-term business plans. For, Abu Dhabi has started producing oil in large quantities, and many projects have started there. Since he cannot establish business there, being a Qatari,⁴ he foresees that Dubai will soon become the cross-road for business.

¹Since that date he rarely stays in Dammam.

²Jassim Darwish, known to be religious, asked the ruler of Dubai for some land on which to build a mosque at his own expense. Such requests Sheikh Rashid did not refuse. So, a small part of the land was actually used for the above purpose, while the remaining parts are considered Darwish property. On one of these pieces of land, the best hotel is being built by Darwish at present.

³This is according to Yussuf Darwish (Abdulla's nephew) who is the strongest Darwish personality in Doha now.

⁴Qataris and Saudis are not allowed to work in Abu-Dhabi, due to disputes on borders among the three countries and ownership of certain islands.

The Bahrain Branch, until last year, was operating under the Darwish official name. But due to restrictions laid by the Government of Bahrain that only Bahrainis can run business in Bahrain, it is now operating under Ali Fakhroo. The latter is a Bahraini relative of the Darwish family, and their partner in Bahrain.

Originally most foreign companies used to grant their agencies to Bahrainis, covering Qatar. But when oil was discovered in Qatar, and large companies like that of Darwish were established, many of these companies separated agencies and appointed agents in Qatar. This, according to some people led to weakening the relations between the two countries.¹ Historical reasons and conflicts also add to this situation.

From all what has been discussed, it is clear that the relationship between the Darwish Organization and the ruler of Qatar has played a major role in the development and growth of the Darwish Organization in various aspects.

Therefore, when discussing the administration of the Darwish Company, we will be discussing a semi-public enterprise. For many public acts and responsibilities are carried by this organization; be they for the ruler personally or to particular govt. departments.

¹Finnie, Op. cit., p.218.

CHAPTER III

ADMINISTRATIVE ORGANIZATION OF THE DARWISH COMPANY

In 1956 the number of Darwish employees was half the present number. There was a general manager, assistant general manager, a chief accountant and other senior members of staff. Abdulla Darwish, however, was the real policy-maker in the organization. He considered the general manager as a simple secretary who carries out his instructions.

In Abdulla's absence, however, the then general manager, a Lebanese Christian, assumed complete control over the Organization.²

The Darwish Organization learned a great deal from the CAT Company.³

The Organization grew and flourished financially in part due to the lack of competition. But still the main trend of thought and policy, administratively speaking, remained the same in principle i.e. centralization, concentration and even autocracy in decision making.⁴

¹The significance here is not on the number of employees but on how these employees were later on enrolled in various departments according to the lines the latter handled. During Abdulla Darwish's presence, the employees were mere group of people taking instructions from a single man who did not understand or appreciate the internationally known principles and techniques of sound administration.

²The fact that the General Manager and many other Lebanese Christians work in the company is an indication of the commercial and to an extent secular character of its founders.

³Up to the present time the contracts for Darwish imported staff are acquired from the former. Other major forms and the way of organizing different departments and the spirit of administration in both companies are similar.

⁴There is no doubt that Abdulla Darwish influenced the General Manager who had been working under him for 4 years. More important was the fact that the General Manager did not have theoretical administrative background or appreciation of modern administrative techniques and procedures.

The increase in the number of employees was commensurate with the growth of the various departments which constitute the Darwish Organization now.¹

At present the Darwish hierarchy consists of many offices, departments and sections which vary in power and importance. Here below are some of the major ones:

The General Manager's Office: This office is formally the decision-making body of the Organization. More than one factor contribute to this fact. The posts themselves as well as the personalities and qualifications of the people in this office, particularly the General Manager, play the strongest role towards this end. The General Manager is the chief executive and comes at the utmost top of the hierarchy.²

The former General Manager had as much authority to sign on behalf of the organization as the three brother partners had. He could take any administrative measure without taking anybody's permission.

The present General Manager, on the other hand, cannot and is not authorized to do likewise. His signature must be counter-signed by one of the Darwish sons for all expenditures. He is formally entitled to administer the internal affairs of the Company. But even in this, he is subject to the approval of one or more of the Darwish Brothers.³

¹An exception to that was the withdrawal of Qatar Marine Company from Darwish for political reasons in 1958. In that Darwish lost direct control over goods imported to Qatar by sea.

²This has been the case since Abdulla Darwish left until April 19, 1962, when the last General Manager left.

³The writer witnessed incidents where the G.M. could not carry out the transfer of simple employees or dispense with their duties, or finally granting them the least of their increment entitlements.

Officially, next to the General Manager in influence comes his Assistant. But this is not necessarily true in the Darwish Organization. Here the personality and background of the person occupying this post play an important role in the running of the Organization. For it has been the tradition that the Chief Accountant be the second decision-making man in the Organization.¹ This was originally encouraged by the former General Manager for several reasons.

One of these was personal friendship between the General Manager and the Chief Accountant. Another was the traditional trend among the Darwish Brothers to depend on the Chief Accountant during the absence of the General Manager.² A third reason was the personality of the Chief Accountant overwhelming over that of the Assistant General Manager.

Whatever the case is, cooperation and mutual understanding between the General Manager and his assistant contributed greatly towards the smooth delegation of authority and proper channels of control and command. For, in spite of the fact that the General Manager has the final word in policy-making, his Assistant can in more than one way hinder his actions, if he wants to. For, the Darwish Organization is so centralized and all power and authority concentrated in the General Manager and his Assistant. Every action by each and every department must be raised to the General Manager through his Assistant, to be approved

¹This has been the case with one out of three chief accountants who have taken over until now. In this particular case it was officially announced, and the chief accountant used to move to the General Manager's office. Since the writer joined the organization that practice was at least officially stopped.

²The idea of a chief accountant to the Organization was a cashier. So, whenever they wanted money, in G.M.'s absence, they used to go to the Chief Accountant. But now some of them started realizing who is who.

or signed by either one, depending on the nature of the act. All incoming mail from the numerous companies which Darwish represent in the Arabian Gulf, must come to the General Manager through his Assistant. Likewise, all outgoing correspondence from the various Darwish departments, has to pass to the General Manager's office for signature.

The only people who can and do practice some authority over the General Manager and which does limit his authority to a great extent, are the three brother proprietors and partners.¹

The Accounts Department: The significance of this department does not lie in its keeping of accounts, but in its role in administration, personnel, sales and policy-making. It has been interfering in almost all matters. The reasons for interfering in areas other than accounting are several:

1. The policy of the General Manager has been to appoint the Chief Accountant as Acting General Manager during his absence, due to personal friendship prevailing between the two.²
2. To cover the failure of the Accounts Department in performing its original duty.³
3. Employees and department heads have been encouraging that trend by going through the Chief Accountant to solve their various problems with the General Manager.

¹ Depending on the personality and qualification of the G.M., this varies.

² As mentioned earlier this practice lasted until the beginning of 1961, the time when relations were not so good between the General Manager.

³ Until now no budget has been prepared since 1955. Furthermore accounts records are not yet entered in the books since 1960.

4. Arrogance and ignorance on the part of some members of the Darwish family in encouraging this trend of administration.¹

However, the tendency of the present General Manager has been to restrict the authority of the Accounts Department. Although there was strong resistance to this trend, it has been more or less successful, especially in personnel administration.²

The Trading Department: It does most of the business correspondence, follows up ordering and supervises sales of the products of companies for which Darwish acts as agent.

The Trading Department is run by a chief clerk who is supposed to supervise all its activities and at the same time handle the orders of building materials agencies. Qatar Petroleum Company and the Government of Qatar.

Within this department there are five sections: The Insurance Section, Food Stuff Section, Furniture Section and novelty and canteen items section.³

¹Just two months ago an employee whose services were terminated by the General Manager for sound reasons was returned to work by one of the partners. The opposite has also happened.

The writer witnessed one of the most qualified travel office managers brought before one of the partners with a technical letter to one of the airlines which his office represents and asked to refer to the chief accountant for verification. That was done in presence of the Chief Accountant.

²I am told that the Chief Accountant submitted his resignation which has been accepted effective end of April 1963. This action is an expression of protest against the new measures.

³The Insurance Section handles the Insurance Agency (Atlas) which Darwish holds and follows up the insurance of Darwish fleet of cars and vehicles, and shipments to and out of Doha.

Food Stuff Section handles ordering, marketing and supervision of sales items for Qatar Cold Stores. Furniture Section orders and supervises sale of items for the furniture gallery, known as The Modern Home. Novelty and luxurious items sold at the three retail shops at Doha, Dukhan and Um Said, are handled by the Canteen section.

Among other important departments of the Darwish Organization are: The Filing Department, the Mail Section, Arabian Gulf Trading Center, Qatar Cold Stores, Qatar Marine Company, Darwish Electric Company, Darwish Travel Bureau, Qatar National Travel, Qatar Tours, Darwish Automobiles Company, The Peoples Car Company, The Oasis Hotel, Darwish Engineering Department, and Darwish Construction and Building.¹

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- ¹
- a - Arabian Gulf Trading Center: Sales center for building materials, tyres, paints and office furniture.
 - b - Qatar Cold Stores: Largest of its kind in Qatar.
 - c - Qatar Marine Company: This is what remained of the old Marine Co. which was withdrawn from Darwish in 1958. It is run by the elder brother of the proprietors of the Darwish Company. His salary is very low and treated very badly compared to other dept. heads and even simple employees.
 - d - Darwish Electric Company: It is run by the most influential member of the Darwish younger generation. He countersigns with the present General Manager. This Dept. handles electric agencies from which its name was derived.
 - e - Darwish Travel Bureau: General sales IATA recognized agents for almost all airlines operating into Doha.
 - f - Qatar National Travel: Traffic and cargo handling agent. It was founded for political reasons and two members of the ruling family are partners in it.
 - g - Qatar Tours: Non-IATA sales and traffic agent for non-IATA airlines operating in Doha.
 - h - Darwish Automobiles: Sales and maintainance department, handling Jaguar, Austin, Stude-Baker - Pakard and White Trucks.
 - i - Peoples' Car Co.: Sales dept. and service station for Volkwagon cars.
 - j - Darwish Engineering: The only autonomous dept. administratively, because it represents both Darwish and CAT Co.

CHAPTER IV

DARWISH PERSONNEL¹

Categories of Employees, their Recruitment and Selection

The Darwish Organization has over 700 employees from various nationalities, religious sects and backgrounds. They are generally classified as follows:

1. Imported Staff - which includes employees imported from the Arab World, India and Pakistan.
2. Locally-engaged staff, who are normally hired in Qatar from various nationalities and groups living in Qatar.
3. Semi-local or Semi-Imported Staff, who lie in-between as far as terms and conditions of employment are concerned.

Imported Staff: These are the main group of employees and the backbone of the Darwish Company, although they are less in number compared to the other classes of employees. They are those employees who are recruited from abroad according to particular contracts. Generally speaking they are Northern Area people (Lebanon, Syria, Palestine, and Jordan), Indians, Pakistanis and few Europeans.

Northern Area Imported Staff:² They are employees from Lebanon, Palestine, Jordan and Syria. They used to be recruited by CAT employment office in Beirut.

¹The major part of the information about personnel has been accumulated by personal observations of the writer during the period he spent in handling personnel matters directly. The second part has been taken from circulars issued by Darwish Management from time to time, and forms which have been in use by the Organization. Finally interviews with the former and present General Managers, proprietors and experts who are working on improving the personnel procedures within the limits of the environment.

²With the exception of three departments run by British, all the other Darwish Departments are run by Lebanese, Palestinians and Jordanians.

The Arab Trading and Travel Office has been performing this duty for the last seven years. The employees are engaged according to particular contracts which will be discussed below. Others are employed according to agreements or letters of engagement.

Generally speaking the Northern Area Imported Staff get their salaries in Lebanese pounds, are accommodated by the Company, transport from and back to their countries provided by the Company. They are also granted a certain amount of leave per year, according to their status.¹

Naturally not all of these Northern Area Imported Staff are of the same social status. Some of them are considered Senior Staff, others intermediate or monthly-paid and finally artisans or daily-paid. Each of these categories has different rights and duties.

Indian Imported Staff:² There is an employment agent for Darwish in Bombay, by the name of Al-Bassam, who processes Darwish employees from all over India. They sign a contract known as Immigration Contract i.e. it is officially certified and approved by the Indian Director of Immigrants. Many of the rights provided for in the Immigration Contracts are not actually granted to them by the Darwish Organization. This will be

¹Detailed description of the terms of Northern Area Imported Staff will be done in due course, with relevance to each step of the personnel process. A sample will be also attached at the end of this project.

²Generally speaking Indians do the clerical part of the Darwish work.

discussed later on in this project.

Pakistani Imported Staff: Darwish has an employment agent in Karachi under the name of Mustafa Abdullatif and Sons. They recruit employees for Darwish at the latter's request from Pakistan. However, the tendency now is to engage such people locally and try to do away with foreign contracts, which involve serious and costly commitments for the Organization. This is also true for the Indian Imported Staff.¹

Locally-Engaged Employees:² This category of Darwish employees includes those who are engaged by the organization in one way or another locally. They differ from the Imported Staff in many respects. They are generally paid in Ruppees (local currency), are not officially entitled for annual leave or bonus. They are not entitled to free accomodation nor granted travel expenses or living allowances. However, a policy has been lately followed i.e. granting many of the locally-engaged staff a living allowance of Rs.75 per month. Some are also being granted bonus and leave.

Semi-Local or Semi-Imported Staff: These are employees who fall in-between the Locally-Engaged and the Imported Staff. They are originally engaged locally, but later on given some rights and privileges which most of the imported staff enjoy. Such rights and privileges include pay procedure, travel expenses, bonus, leave, etc.

¹Practically no more Pakistanis have been employed from abroad.

²This class of employees has become the major part of the Darwish employees in number.

Recruitment of Darwish Personnel: Methods and procedures of recruiting Darwish employees vary according to the various categories, classes and nationalities of the employees who constitute the Darwish personnel. Legal, geographical, political and other factors also play roles in this respect. Consequently, the only logical approach to following up the recruitment methods is to study the procedures followed in recruiting each of the various categories and classes of Darwish personnel.

Northern Area Imported Staff: Darwish management usually writes to the employment office in Beirut or to friends in Lebanon, Jordan, Syria or Egypt advising them of the vacancies available and the need for employees to fill these vacancies.¹

Generally speaking, the qualifications and requirements for such positions are roughly described and tentative salaries offered. Nationality, age, sex, physical fitness are usually mentioned.

Sometimes it is announced in papers of the said positions or vacancies. Again a sample is herewith attached.

Applicants for these positions are normally asked to report to the employment office for filling the necessary application forms being interviewed or tested for particular jobs which require examination. Filling an application form is new, for applicants used to either call personally at the employment office or write a long hand letter applying for a certain job.²

¹A sample of such request is attached herewith.

²An application form used by the employment office is herewith attached. Compared to the old application form, I believe the present one serves its purpose.

As is true with regard to written examinations, public administrators and Public Administration teachers differ in opinion on which serves the purpose of an application form better, a set standard form or ordinary long hand letter written by the applicant. From experience I believe both have their advantages and disadvantages. The long hand application letter proved to be essential and fruitful particularly for jobs which required good personality and the technical knowledge of describing the applicant's previous job in professional terms and manner which will give the employer an idea on whether the applicant fits for such jobs. While, the ordinary standard forms have proved to be more practical for looking at and judging for ordinary clerical jobs. However, since the personal interview has been used, application forms have become secondary, on condition that the interviewer knows well the purpose of the interview and more the job for which he is interviewing and its requirements or pre-requisites.¹

After these application forms are filled, they are sent with the test (in case there is such thing) and recommendations of the employment office to Darwish management for decision and selection. Here many factors affect selection.

Application forms and other documents usually come first to the General Manager through his Assistant.² The General Manager studies them

¹More than once applicants wrote they had so many years of experience in a certain field, and the interviewer (not knowing at least the basic requirements for the job) had to believe what the applicant said and recommend him to the employers accordingly.

²From here on the Assistant General Manager will be referred to as the Personnel Officer, for he was performing all the functions and duties of the Personnel Officer until May, 1962, when a private Personnel Department was established and is until now in the process of assuming its duties and responsibilities, as will be discussed later on.

and returns them to his assistant, who has been in charge of personnel, for studying and reporting. Sometimes he did pass these things on to the head of the department concerned for the same purpose. At times he passes them on to the Chief Accountant for his opinion and even reach a decision with him without informing the Personnel Officer. It did go to the extreme when the head of the department concerned or the Chief Accountant were authorized to write directly to the employment office informing the latter of the decision taken by the Darwish Management without the knowledge of the Personnel Man.¹ The Personnel Man used to know of such actions from the employment office reply, for all Company incoming mail from the employment office was opened only by the General Manager's office. When pointed out to him, the General Manager used to justify that either by not doing that purposely or worse by saying it is all the same. This proves the General Manager's ignorance of the concepts of specialization, division of labor and proper channels of control.²

In cases similar to those mentioned above, selection was liable to satisfy the head of the department concerned regardless of how qualified the candidate was or whatever expenses such act might have incurred. However, this tendency has been dying out during the last two years, although it was still practiced in the selection of personnel for the Accounts Department. Applications for accountants and accounts

¹More than one example can be cited in this respect. Two employees, cases which strike most, were Michel Skaff and Jack Saad.

²He did not do that only in personnel matters, but in other fields as well. A reply to letter (of any sort) written by somebody whose initials were clearly shown, used to be referred or passed on to someone else who didn't know anything about the subject, and had to refer to the original writer for help.

clerks are still mostly decided upon according to recommendations of the Chief Accountant. Being not highly qualified as an accountant and especially as a chief accountant, the latter has been always recommending to select beginners rather than highly qualified professionals, for jobs which require highly-qualified candidates.¹

Whatever the case was the final decision was taken by the General Manager, who also assumed the responsibility.²

Sometimes the employment office takes the initiative of interviewing people of certain qualifications, sending their applications to Darwish, asking whether they needed their services.

¹Several examples can be shown in this respect. Over 40 accountants, book-keepers and accounts clerks in the Darwish Accounts Department have been unable to prepare a budget until now, although they are generally paid better than other departments.

²Some people justify the General Manager's behavior on two grounds:

(a) He does not know sound personnel procedures and how to apply them.

(b) He was mainly interested in obtaining the maximum profit from a minimum input. In other words he is a businessman.

The writer disagreed with the General Manager since the former joined on the necessity of having a Personnel Department for handling all matters of Personnel, which will serve two purposes:

(1) Relieve him (Assistant General Manager) from these duties and enable him perform the many other duties better.

(2) It is a must, the writer believes, for such a large organization to have its own personnel department with qualified staff who can carry out their duties well.

The General Manager's point of view was based on:

(1) Establishing a special personnel department will be costly, for it requires more personnel.

(2) He did not think the employers were willing to accept such idea, because it won't work in such a place like Qatar. But both justifications proved to be false, because a personnel has been established with the full support of even the very conservative of the Darwish Brothers.

Other times Darwish Management writes to the employment office instructing them to contact particular people, interview them, examine them if necessary and send reports about them.¹

Still other times the employments office was actually instructed to contact particular people and engage them.

It did go to the extreme when the employment office in Beirut was instructed and did process a young man from Jordan without even both the employment office and the employee concerned knowing the terms and conditions of employment.

The employee's name was Faysal Fahoum. His engagement was at the request of AbdullaDarwishe's elder son, who knew Faysals' uncle. Faysal was called from Jordan and asked to sign a contract where no salary or title of job was mentioned. He knew that after arriving in Qatar.

The employment office used to have great influence on recruitment and even selection. It usually recommended certain applicants highly and pretended or even really did test them on particular jobs, giving good results on paper only. Such things used to influence the decision of the General Manager. Precedence has shown more than once the fallacy of this policy.²

¹Very often such requests concerned relatives or friends of Darwish employees or people in Qatar whom Darwish used in one way or another ex; govt. officials, oil company officials and the like.

²Other times the employment office sent professional staff with full documents that they passed tests prepared supervised by professional experts. In practice, these employees' qualifications in the particular they were tested in proved to be nil. Examples to this were a garage foreman, a welder, and a electrician. These three did not even know the basic principles or practices of their work.

As soon as a decision has been taken to select an applicant, the Personnel Officer writes to the employment office to that effect and simultaneously asks the Passport Section to apply for an entry visa according to the available passport particulars.

As soon as the visa is ready, it is sent with a covering letter to the employment office for final processing of the employee.¹

When the employee is processed, the employment office advises Doha the date of arrival of the employee.² A particular form used to be filled and signed by the Personnel Officer (a sample of which is attached) and sent to the Resident Engineer to be passed to the Camp Manager, advising him of the date of the employee's arrival and the quarter in which to accommodate him. For, there are three categories of living quarters: Senior Staff quarter, monthly-paid quarter, and Artisan or Daily-paid quarter. A copy of the said form was sent to the Accounts Department for noting the date the employee starts.³ The third copy goes

¹The entry visa itself is not recognized unless it is stamped on the passport by a British Consular authority in the country of the employment office.

Similarly the Security Authorities in the Arab Countries concerned legally do not allow their citizens to go out to foreign countries if they do not have entry visas to these countries.

The regulation in Qatar now requires a security clearance document from the employee's own country in order to grant visa.

²This is no more in practice, from the Beirut office. This is due to the fact that the man who owns and runs this office is the former General Manager of Darwish, who is not on good terms with the new General Manager.

³The day on which the employee leaves his country for Qatar is considered the date his pay starts.

to the personal file of the employee.

Usually a contract of two copies initialed by the employee in Beirut is sent along with him. The employee then signs it when he arrives in Doha, and the General Manager signs on behalf of the employer.¹ A copy of the contract is returned with a covering letter to the employment office where it is kept on file. The other copy remains in the personal file of the employee in Doha. No copy of contract is given to the employee.

As soon as the employee arrives in Doha, his passport is held by the Personnel Officer until he is authorized to travel by the Company.

Another measure is taken against the employee i.e. LL.600 are deducted from his salary on three instalments and held until the contract expires.⁽²⁾

The Northern area imported contract (generally known as foreign contract) is for one year, renewable subject to approval of both parties.

This contract provides that the employee will work in Qatar, and that Qatar laws are applied and only Qatar courts can decide on matters of dispute.

It also explicitly provides that work hours are 9 hours per day

¹The contract was fully signed in Qatar and not in Beirut, because until March 1st, 1963 there was no labor law in Qatar, and consequently no labour courts in case of dispute.

²This amount being the cost of return ticket (Beirut/Doha/Beirut) should the employee decide to come back before completing one year's service.

This is provided for in the contract attached, although it violates article 33 of Qatar Labor Law which provides: No amount of the employee's salary is to be deducted or held unless such action is an execution of a court decision.

and 4 hours on Friday, while the Labor Law provides for only 8 hours per day and 48 hours per week, with Friday off.¹

Indian Imported Staff: Until recently the tendency was to look for foreign labour market first, and as a second alternative engage people locally. But now the procedure is as follows:² If certain categories of employees are not available locally, the Personnel Office submits to the Company's recruiting Agent an indent for recruitment with copy of job description, wages for the post and other conditions of employment. The employment agent then announces for the said job accordingly, and arranges for tests based on the job description. After being interviewed and passing the trade test, applicants are requested to fill application forms, details of which are sent to Darwish Management for consideration. Darwish General Manager then passes the information to the Personnel Officer or to the department concerned for study and recommendation. If these recommendations are positive, the General Manager generally approves. Consequently a reply is sent to the employment agent in Bombay for final processing of the candidates. This includes medical examination, security clearance, obtaining immigration permit and finally having the employee sign what is known as Immigration Contract. For, the Indian law does not allow Indian citizens to leave their country for work before signing

¹Govt. of Qatar, Official Gazette, Number 2, 2nd year, April 2, 1962, Law No.3, articles 35 & 36, page 6.

Now they apply the provisions of the labor law.

²This has become the case for two main reasons:

(a) Many Northern Area people or Indians are available locally at very much cheaper terms and conditions.

(b) To abide by the provisions of the Labor Law (Article 10) which give first priority to Qataris and second priority to Arabs. If the required employees are not available among both, the foreign labor markets, especially India, are looked for.

But even until now very few Qataris have been employed as drivers, coolies and the like. The majority consists of Northern area people and Indians either imported or engaged locally.

contracts in India, terms of which must be approved by the Indian Director of Immigrants.

Terms and conditions of these contracts, to which Darwish generally does not adhere, will be duly discussed with relevance to specific subjects. But generally, these contracts provide that the period of the contract is two years, starting from the day the employee is engaged in India.¹ They also restrict work hours to 8 hours per day six days a week, and any extra work must be paid overtime.²

However, fearing to get into further potential troubles due to these immigration contracts the Darwish Company has been trying to do away with these contracts, at least with Indians already in its employ, who are going on leave.³

The ways of trying to abolish immigration contracts are the following:

(1) Asking the employee who is proceeding on leave to sign a particular local contract while in Doha, for the immigration contracts fall under the provisions of the Indian Labor Law.

¹All Indian employees are paid from the date they start their work in Qatar.

²But this was not applied by Darwish until a month ago, without paying any overtime. All the past i.e. Indian employees worked for 9 hours per day and 4 hours on Friday, without being paid any overtime.

³Two cases have been already raised against Darwish by employees who claim their right for overtime, allowance, and travel expenses. These cases were won and compensation paid to the employees concerned. The writer knows more than 20 employees who have been with Darwish for several years and who plan to file cases against Darwish asking for their rights according the terms of their contracts.

(2) Writing to the employment office in Bombay advising them that (so and so) is proceeding on leave and ask them only to arrange formalities for his return, because he has already signed a contract.

(3) Grant the employee concerned a return visa and a return ticket before he proceeds on leave.

A new regulation has been laid down lately, whereby service agreements will be signed by both the employee and employer in Doha.¹

Locally-Engaged Employees:

Young men of different nationalities, qualifications, and backgrounds daily call at Darwish offices asking for work. Likewise, many applications are daily received by these offices from people seeking employment.

The regulation and practice in the Darwish organization provide that no employees are to be engaged without written authority from Management i.e. the General Manager and his assistant.² This has been applied to a great extent according to the following procedures: Applicants who, according to Darwish Management, seem to fit for the vacant posts are usually called for interview, along with their certificates and testimonials. Here what determines the interest of the Organization in engaging a particular applicant for a particular job is not only unbiased capabilities and qualifications of the candidates.

¹This will be alright if applied according to Qatar Labow Law, but until now the Labor Law has been applied only in fixing work hours per day.

²See attached circulars:

- a - Circular/Pers/1 - dated 22nd Dec. 1960
- b - Circular dated 5th Dec. 1961
- c - Circular/Pers/62/20 - dated 16th June, 1962.

Personal acquaintance, nepotism, favoritism, influence of proprietors or management etc...play an important role in selection.

The normal questions asked to the applicant in an ordinary interview are about his academic qualifications, previous experiences, reasons for leaving last job, previous salary, expected salary, how he came to Qatar and under whose sponsorship.¹

If the applicant is to be employed, then the salary, title and job offered to him depend on the above-mentioned factors.

These steps are carried out by the Personnel Officer within the following procedural framework:

A Branch Manager or Department head requiring additional or replacement employees should submit a request for local engagement in triplicate to the Personnel Officer. The Personnel Officer then obtains the authority of the General Manager before proceeding with the engagement formalities.

Branch Managers may nominate suitable candidates, but their final acceptance is always subject to Management approval.

The practice before was that Branch Managers could engage whoever they required, and it was a mere formality of getting the General Manager's signatures on what they have already decided.

¹This requirement is of great importance, because the regulations in Qatar provide that no one is to be employed without having an official sponsor, a valid passport and a valid residence permit.

Having selected a suitable candidate, the Personnel Officer will give him an official offer in accordance with the Company's policy and scale of wages, subject to:

- (1) Passing a medical examination.¹
- (2) Passing a satisfactory interview, examination or trial period.

After all these terms, conditions and procedures are agreed upon by both parties, then the only legal document which morally binds the employee and the employer is a one-sided contract known as a Local Engagement Form in which all particulars are mentioned and signed by the employer only.²

Very recently the Personnel Officer started the practice of asking the employee to sign that form also.

This local engagement form is mainly done for accounts and records purposes. It is of three copies: The original goes to the Accounts Department to enter the employee's name, the date he starts his work and his salary. The second copy of the local engagement form goes to the department concerned, and the third is kept in the employee's personal file at the Main Office.

Until very recently, the Accounts Department used to distribute copies to the departments concerned and keeps the original. But now the Personnel Department does that.

¹This is a recent stipulation.

²A sample local-engaged form is attached at the end.

Principally each department head can engage any employee he needs locally, provided he obtains prior approval from Management, on whether he really needs such an employee and the terms of employment.

What is taking place in practice is that each head of department interviews the local applicants he wants in the light of his need, and reaches a preliminary agreement with them after consulting the Personnel Office, the General Manager or one of the Darwish Brothers verbally.¹

Accordingly, he fills the local engagement form in the manner described earlier. Engagement remains ineffective and not binding to the Organization until it is officially approved and signed by the General Manager.

Depending on the nature of the job, certain tests may be applied. Such tests may be practical, manual or theoretical. But they are generally arbitrary.

Even probationary or trial periods are provided for in certain local engagement cases.

Legally there are no written rules or regulations to be applied or abided by for processing any category or class of employees. All these have been conventionally done and based on precedence. This is most true of locally-engaged staff.

¹Loyalties among the brother-partners also differ. Hence some department heads are favored by one or other partner, while others are not. Department heads often take advantage of this situation, because very rarely does a Darwish Brother object to what has already been done at his brother's instructions. This is more true if the elder brother were the first decision-maker.

Generally speaking, locally-engaged employees are not entitled for accomodation, annual leave, bonus, travel expenses and other rights which imported staff enjoy. Moreover, these employees can be dismissed any moment and for no reason without any compensation. Similarly, they can resign without any notice.¹

In some instances many locally-engaged employees are granted Rs.75 per month as a living allowance, this practice is based on no consistent legal or conventional grounds. It is done arbitrarily. For, some who have been satisfactorily working for several years do not get it, while others do get it after a short time or even on the date of engagement.

Concepts of merit, seniority, skill, honesty, etc...generally do not count in this respect.²

The latest tendency, however, has been to include this Rs.75 allowance in the monthly salary as an additional part of the salary put as Rs.-- being the original salary + Rs.75 per month.

The idea behind this new arrangement was to put down the many complaints raised by those who do not get it (although they are convinced they deserve it) on the grounds that their local engagement forms or terms of employment did not provide for that.

¹The Labor Law supposed to be in force now, generally considers all employees equal in rights and duties, especially in matters of leave and service termination. However, each of these rights will be discussed specifically later on in this project with special stress on the Labor Law provisions.

²The writer can cite many examples to support this argument.

It also cuts the way on newly-engaged people from asking for that allowance in the future. If they do raise such request in the future, they are referred to what their engagement forms provide for.

Semi-Local or Semi-Imported Staff

This class or category of employees is very difficult to describe. For, most of them are originally engaged locally; and later on due to various reasons are granted one or more of the imported staff rights.

This is only done for the Northern Area employees who are engaged locally. For example they are paid in Lebanese pounds, or accommodated at the imported staff living quarters and offered free transport. Married employees or bachelors who prefer living on their own may be paid living allowances.

Such measures are also arbitrarily taken. Some employees automatically gain the right for bonus, annual leave, free passages and sign foreign contracts as soon as they are shifted to live with the imported staff. While others are specifically granted one or more of these rights, and given access to one or more facilities.

CHAPTER V

DARWISH PERSONNEL - II

Promotion, Leave Regulations and Practices, and Living Conditions:

Promotions and salary increments are not supposed to take place except periodically i.e. annually or at the completion of the service contract.¹ But in practice there are many contradictions to this convention. There are cases where employees get more than one increment per year, while others do not secure the least of their entitlements, if they have the right for it in writing.²

This would be acceptable, if it were done on the basis of efficiency or in appreciation of capability and skill. But unfortunately it is mainly done on the basis of nepotism, favoritism, political or personal relations and other plagues typical of Middle East Administrations.

Until recently, promotion or adjustment of salary was not decided upon periodically and spontaneously by Management. The individual employee concerned had to write an official letter to the General Manager directly or to his direct supervisor, reminding that his contract or year was over, and requesting that he be considered for promotion or salary increment.

This was sometimes done verbally i.e., the employee used to remind his immediate supervisor who chronologically raised the case to the General Manager for consideration.

¹ No set regulation has been put to this effect, but this is what the General Manager says when particular employees apply, while with others he used to justify granting them increments arbitrarily.

² Examples to this are numerous, most striking are Abdul Salem Yamout & Joseph Dagher whose contracts explicitly provide for LL.50 increment after 3 months from engagement date. But they did not get anything, in spite of their supervisors support, while Michel Skaff was granted 3 increments per year against his supervisor's will.

If the application was addressed directly to the General Manager, it automatically passed through his Assistant, who either put his recommendations and opinion about facts in it, before it went to the General Manager, or left it until the General Manager passed it back to him with comments as to what he wanted to know.

After receiving the application, the department head concerned used to send it with a covering letter to the General Manager stating his opinion. Along with that he filled an increment or salary adjustment form suggesting what he thought the employee deserved.¹

Often applications were written and the General Manager took action on them without even the knowledge of the department head concerned or the Personnel Officer.

According to the old procedure the following also happened: All such applications submitted by the employee, whether addressed directly to the General Manager or through the department head concerned, used to be given to the Chief Accountant who used to finalize them directly with the General Manager. The Chief Accountant had often taken the initiative of signing on behalf of other departmental heads and the General Manager approved that.

In more than one instance, even if an increment, adjustment or bonus were officially sanctioned by the General Manager, the Chief Accountant used to change the amount and the date it was effective without

¹ A sample of this form is attached in the supplement. Here again the head of the department could misuse the form in favor or against the employee.

informing the General Manager or the departmental head concerned.

This was done more easily with Indian employees who do not read Arabic.¹

To avoid such irregularities, the new General Manager has put the following procedural regulations into action:

A circular was issued advising all departments:²

(1) The Personnel Department will send forms known as Employees Progress Review Forms, to all departments on the first of June and first of December of each year.

(2) The departmental heads concerned are requested to complete these forms and return them to the Personnel Department not later than the 15th of the same month.

(3) The Personnel Officer then passes these forms to Management for consideration after ensuring that all particulars are correct.

(4) The General Manager indicates his decision and, should an increment action be required, the Personnel Officer will issue an authority to the Accounts Department and notify the employee concerned and his department.

In the past when an employee or even head of a department applied for increment, bonus, etc., he was never replied officially as to what had been decided on request. He had to ask in order to get a verbal answer.

¹This was done for personal reasons. The General Manager used to put his decision in Arabic in case of Indian staff, on small pieces of paper which the Accts Department did not keep. More than once employees were advised and paid less than what they were officially granted.

Such cases were raised to the General Manager, with proof, but no action was taken.

²This circular (issued on 24/9/1962) is attached in the supplement.

Otherwise, he had to wait for the end of the month to see how much he had been granted.

Now the practice has been considerably changed. The Employees Progress Review Forms which departmental heads fill and submit to Management every six months indicate whether the employee concerned is due for increment, bonus, adjustment of salary and the recommendations of the department head concerned.¹

In addition another form has been used in which Management reminds the departmental head officially that the employee's contract will expire on such and such a date, requesting him to give his recommendation on whether to renew it or not.² On the same form the department head concerned replies positively or negatively, according to what he sees fit. Then the General Manager either approves or disapproves what the departmental head recommends.

If the employee's agreement is to be renewed, then he is officially offered in another form which specifies the date of renewal, number of years, new salary, etc.,.³ The employee expresses his decision on the same form. A copy of this form is sent to the Accounts Department and another to the department concerned, for information and necessary action.

Likewise, if Management approves granting an increment to a certain employee, the latter is officially notified of this decision,

¹Form No. Per/2, attached at the end. It has a special space for increment recommendations. This keeps the Personnel Department up to date with the position of the employee, and this gives the Personnel Officer some control over the department heads.

²Form No. Per/4, attached.

³Form No. Per/5, attached.

the date it is effective and other details and specifications. This is done by a form which Management sends to the employee, a copy of which goes to the Accounts Department and another to the department concerned.¹

As mentioned earlier, correspondence from the various Darwish departments regarding personnel matters used to be received either by the ordinary Mail Department, the Accounts Department, or the Personnel Department. Due to this fact and to ensure that such correspondence remain confidential, and to be able to have up-to-date records at the Personnel Department, a circular was issued on May 6, 1962 requesting all departments concerned to address all their correspondence about personnel to the Personnel Department directly. Consequently all such correspondence has been received by the Personnel Department and registered in a special book on the date of receipt and date of action taken.²

The annual or periodical increment does not always mean a commensurate change in the title and duties of the employee. However, this has also been arbitrarily applied.³

According to the old procedure, each of the departmental heads, especially the Chief Accountant, used to make all the necessary arrangements

¹Form No. Per/63, attached.

²This has been followed because many such forms used to be purposely or accidentally lost at the Accounts Department and consequently the employee was not paid on time.

³There are cases where increments have raised titles of employees from book-keepers to full accountants.

for processing employees proceeding on leave. Such arrangements included the authority of deciding the date to send employees on leave, booking seats for them, authorizing the passport section to make the proper immigration formalities, and even appointing a replacement to the employee going leave without informing the Personnel Department. Such practice rendered the Personnel Officer unable to control movement of employees.

As an attempt to put an end to such irregular practice, the Personnel Officer requested the General Manager to sign a circular prepared by the former, which provided that no employee will proceed on leave without he actually and personally processing him.¹

Accordingly, special forms were set by the Personnel Officer for that purpose: One authorizes the Travel Department issue tickets for employees on particular dates and aircrafts. Another requests the Passport Section to carry out the immigration formalities required by the Government of Qatar. The third advises the Camp Manager of the employees departure or arrival date. All these forms were binding only if signed by the General Manager's Assistant in-charge of Personnel.²

The procedure now in practice for the handling of leave applications in the Darwish Organization is the following:

¹ Circular dated June 13, 1961 attached.

The writer still recalls that the only man who complained about the contents of that circular was the Chief Accountant, considering it against him personally. For, according to him, he had been doing that for several years, and thus it was "insulting" for him to go through anybody else for booking seats, and obtaining visas for his employees.

² Samples of these forms are duly attached. The writer is told they are no more in practice.

Departments submit their requests to the Personnel Officer for the grant of leave ahead of time of contract expiry or date of entitlement.

After obtaining Management approval, the Personnel Officer will notify the employee, his department and the accounts of duration, travel arrangements and leave settlement on a special form.¹

The Personnel Officer authorizes the Travel Bureau to issue the applicable fare.

The Personnel Officer will arrange any of the following documents as required: No objection Certificate, Return Visa, Exit Permit, Renewal of Passport.

The Personnel Officer issues the employee with a Clearance Certificate to be presented to the immigration officer at the port.²

The Personnel Officer notifies the Company's Agent of arrangements to be made for the return journey.

On return of an employee from leave, he reports to the Personnel Officer who directs the employee to his department, and advises the Accounts of the date of commencement of duties.

The Personnel Officer arranges for accomodation and messing if required.

The Personnel Officer obtains authority to credit the employee's account with outstanding payments etc.

¹Form number Per/6, attached.

²No foreigner working in Qatar can leave the country, without a clearance from the Immigration Authorities. In the case of Darwish employees, the authorities are satisfied with a clearance document from the Company.

According to the convention practiced by the Darwish Organization, all imported employees accumulate earned leave at the rate of one month per completed year of qualifying service.¹

Although this violates clearly the Indian contract provisions, it is enforced on Indian employees also.²

An expatriate bachelor employee becomes eligible for earned leave after a period of one to two years according to the terms of his agreement, following arrival in Qatar on engagement.

Subject to fulfilling the conditions of the agreement, transportation arrangements and costs will be sponsored by the Company.

Employees wishing to exercise the option to take biennial leave must do so immediately upon return from their last leave.

Annual leave may not be taken until the employee has completed twelve months duty since the last leave. Such leave may be postponed up to six months at the Company's instance.³

¹Qualifying service means actual service in Qatar, duty outside Qatar and sickness while on Company employment.

²Article 8 of Indian Immigration contract provides: "The employee shall be entitled (exclusive of travelling times if the leave is spent at a place other than his place of duty) to one month's leave with full pay for 11 months of service and to 10 days' casual leave in a year." He is also entitled for one month sick leave with half pay for every year of service.

³According to Article 47 of the new Labor Law in Qatar, an employee completing one year of service is entitled to a minimum of two weeks' leave with pay, if he has not been with the Company for 5 years. In case he completed 5 years, he is entitled to a minimum of 4 weeks.

Article 50 of the same law provides that any employee completing six months of service is entitled for 2 weeks sick leave with pay, and 4 other weeks with half pay.

The Company cannot consider family passages for employees who opt for annual leave.

Married Northern Area Imported staff are entitled to free passage for their wives and three children after completing two years of service. They can take their leave every two years.¹

As far as bonus and leave payments are concerned, only half of the amount is paid to the employee on the day he proceeds on leave. This is so if he is going on leave before completing 15 months of service. For, this is the practice followed by the Darwish Organization in this respect. The other half is credited to the employee's account with the Company until he comes back.²

This is meant to keep the employee bound to come back, and on the other hand helps the employee in keeping some money as a reserve when he returns, having spent his money abroad.

As for the first purposes the employee who decides to leave because he is unhappy will be willing to sacrifice that amount of money. Otherwise, he will serve 15 months, takes his entitlements in full and leaves the work for good.

Practically this is what many employees have done until now.

Others have even gone further than that by going back to Qatar after a week or after completing their vacation period. For, they are entitled, according to Darwish practice, to cash the amount held automatically

¹As for Circular Number Pers/6 dated 1st April 1959. Similarly Article 4 of the Indian Immigration contract gives the employee this right but sea rather than air-ticket. This is not consistently carried out.

²As mentioned earlier this violates the provisions of Article 33 of Qatar Labor Law.

as soon as they return from abroad. They do that if the amount held is more than the round trip fare. As soon as they cash this money, they present their resignation and go.¹

The practice was that an employee going on leave was granted only a one-way ticket and no return visa. The employment office concerned was later instructed to issue a return ticket and return visa mailed to that office for delivering it to the employee concerned. This takes place if the employee enjoying his leave was required back. Otherwise, as soon as he leaves Qatar, the employment office concerned is advised that his duties have been dispensed with.

Since April last the practice has been changed, especially with regard to Northern Area Staff. For, the Employment Office which has been processing these employees is owned by the former General Manager of the Darwish Organization, who resigned at that time.

To deprive him of the 7% commission which he obtains on each ticket issued, the Darwish Management has been issuing round-trip tickets at once from Doha, securing 10% commission, they obtain being General Sales Agents. Likewise return visas are stamped on the employee's passport before he leaves Doha, with the intention of saving agency fees which the employment office gets.

A third reason for that is that some countries insist that the employee possess return visa and return ticket in order to be able to go back.²

¹ A striking fact is that very few of the Darwish employees have stayed long. The majority spend 15 months to two or three years and leave. During the writer's service over 40% of the Darwish employees have left or were released and replaced.

² Jordan and Egypt in particular.

But how far these goals have been achieved is very questionable. For, more than one employee decided not to come back, or came back to work for other companies and thus utilized their tickets and visas.

Again several employees were not required back by Darwish, although they had tickets and visas or either one, which they either made use of to go back, re-issued it to other places, or finally destroyed it. Examples of both cases are numerous.

What we have been talking about applies to the monthly-paid imported employees. But what about those daily-paid and locally-engaged employees?

With the exception of the fact that they are paid daily, those employees have exactly the same contractual provisions. But in practice they are granted only 15 days leave per year, given increments on daily-basis and deprived the right for bonus. However, in some cases they are paid for over-time work they perform.

Originally, the bonus granted to monthly-paid imported employees is a compensation for the over-time work they do or an appreciation of their good efforts during the year. But in fact it has become a fixed portion of the salary.¹

¹Because every monthly-paid imported employee is granted bonus. The writer does not recall any who did not get bonus.

They do get annual or periodical increments, something which they are conventionally entitled for.

Typical of the fact that not everything legally or conventionally prohibited is in practice adhered to, many locally-engaged employees do get bonus and leave periodically.¹

¹ Now Darwish Company has to render all employees equal in rights and duties to conform with the provisions of the Labor Law of Qatar.

Work and Living Conditions

Generally the contract of each employee provides for what that particular employee is entitled for, as far as accomodation, living conditions and work hours are concerned. Such commitment may be a verbal promise by Management or explicitly mentioned in writing, or both.

Therefore the present practical situation will be discussed to show how far it complies with the spirit of the moral or contractual commitments of the Organization.

Each class of employees will be handled seperately.

Northern Area Imported Staff: The contract signed by all Northern Area Imported Staff provides for almost the same terms and conditions as far as living conditions are concerned, no matter which class or category of employees they belong to. Simply, it says these employees will be living in tents in the desert. But this clause is crossed out in all the Northern Area Imported Contracts. Therefore, Senior Staff, monthly-paid as well as daily-paid officially sign the same contract. But when it comes to practice, they differ from each other very much. This is due either to the convention followed in accomodating each of these classes in general, or to the verbal or written promises made by responsible officials on behalf of the Organization.

Let us then see how classes of Northern Area Imported Staff differ from each other as far as accomodation and living conditions are concerned.

The Darwish Company has got a special living area where over 400 Northern Area Imported bachelor employees live. This place, which is 10 kms far from the Main Offices of the Company, is known as Ras Abou Abboud Camp. At this camp all these employees live.

Senior Staff: These are usually heads of departments or the like. Each one of them lives in a single, well-furnished and air-conditioned room. Every six rooms of these constitute what is known as (Line). Every two rooms share a private bathroom and toilet located between the two rooms. Three refrigerators are allocated for each line of the Senior Staff, and two boys take care of cleaning these rooms and serving coffee.

Senior Staff and monthly-paid employees have their meals in the same dining room, known as Mess. The food there is typical Lebanese food which costs the Company £1 per head daily.

Most of the Senior Staff, particularly heads of departments are provided with cars for official and private use.

Even here many irregularities in treatment prevail among Senior Staff.

Monthly-Paid Northern Area Bachelor Imported Staff:

These are the middle class of the Darwish Personnel. They constitute the majority of the clerical and office staff, and advanced vocational people.

Every two of these monthly-paid employees live in one room fairly-furnished and spacious for two bachelors. It is not air-conditioned, but dwellers could buy their own air-conditioning unit and pay their own electricity, which is quite expensive there.

Instead of six each block of monthly-paid quarters consists of 8 or more rooms, in the middle of which are only two bathrooms and toilets, and one refrigerator. Only one boy serves these 8 rooms.

Busses carry these employees to offices and back every morning, noon and evening.

If one prefers to live outside, he is paid Rs.200 living allowance.

Artisans or Daily-paid Imported Staff:

Five or six of these employees are accommodated in one large room known as Barax. Such rooms are built of concrete roofed with eternit or zinc. They lack good cooling facilities, unless people agree to buy an air-conditioning unit or units and pay the electricity expenses.

Bathrooms are far from living blocks and are inconvenient. Their mess is also poorly equipped. The transport they use is ordinary open-trucks which are very hot in Summer and terribly cold in Winter.

Married Northern Area Imported Staff:

With the exception of particular senior staff cases, married Northern Area Imported Staff are not entitled to bring their wives along to Qatar until they complete two years of service.¹ However the

¹See circular No. Per/6 dated 1/4/59.

exceptions to this rule have overcome it by now.

After completing two years of service, a married employee is officially entitled to bring his wife and three children on Company's expense but under his own sponsorship. In such case he moves from the bachelor living camp and is paid a monthly living allowance of Rs.400. After completing 4 years of service the employee will be automatically raised to Rs.500 in lieu of living allowance.

This practice was originally meant for departmental heads. But now it has expanded to include all married Northern Area Imported Staff.

It is worth mentioning here that the contracts do not mention such details and provisions, but supplementary circulars or conventional precedence define these things.¹

Some of the Senior Staff, however, are offered free well-furnished air-conditioned apartments on Company's expense with free passages for their wives and children annually, not every two years as is the case with monthly paid or intermediate staff. They are also paid Rs.600 as living allowance.

According to the Northern Area Imported Staff contracts, work hours were 9 hours per day and 4 hours on Friday, with no break whatsoever. Then, upon insistence on a kind of break, office hours were set as follows: 9½ hours per day and Friday off. But finally, and in conformity with provisions of the Qatari Labour Law, only 8 hours per day with Friday off.

¹A copy of each circular is attached to the Northern Imported contract which the employee signs also. A sample copy is attached.

Indian Imported Staff:

According to their contracts, Indian employees, bachelors and married, are entitled to a furnished quarter on Company's expense, and to free transport.¹

But in fact not a single Indian or Pakistani in Darwish employment is provided with free accomodation.

However, many of the Indian and Pakistani imported employees are granted the amount of Rs.75 in lieu of living allowance.

The Indian personnel and their treatment is a real potential problem facing the Darwish Organization in the future. For, precedent cases have been raised and won by some of these employees on the grounds that Darwish is not treating them according to the provisions of their contracts.

These and similar employees base their intentions not only on living conditions, but also on other factors like work hours, annual leave and sick leave. For, the Indian contract provides that the employee is entitled for one month leave for every 11 months of service, while in practice not a single Indian employee is treated accordingly.

Their contract also provides that they work only 8 hours per day, and any time they work above that they will be paid overtime. But again, in practice, they do not enjoy this right.

¹Article No.9 of the Indian Immigration contract.

Locally-Engaged Employees:

As has been repeatedly mentioned before, this class of Darwish employees is not entitled for any living facilities or allowances in lieu of that. But many, are granted Rs.75 as living allowance. Likewise, quite a number of them are treated as semi-imported i.e. they are given free accomodation, food and laundry at Ras Abu Abboud Camp.

No mention whatsoever existed about the work hours for locally-employed people. But the Qatari Labor Law put in practice on first of March 1963, specifies that employees, be they local or imported, are supposed to work only 8 hours per day and enjoy Friday holiday. Any time over that they spend working for the Company, they are entitled for payment.

Position Classification and Pay Scale

The larger an organization is and the greater the number of people it employs, the more will be the need for job description and position classification. Job description according to Professor Bent is the description of specific duties and responsibilities assigned to jobs requiring the services of particular persons. While position classification is the grouping of these positions on the basis of their duties and qualification requirements.¹ In large organizations it is difficult for management to control the employees and determine what everyone is doing. Therefore, job description and position classification are very essential because they make it easier for a small number of people at the top of the hierarchy to manage and control the employees. It also enables the personnel officer to recruit the right people possessing the right qualifications for the jobs. It furthermore, serves as a means for maintaining equitable salary scales, providing equal pay for equal work, with gradations in pay commensurate with gradations in difficulty and responsibility which specific jobs involve. The salary pertaining to a certain job must follow the title of that job, the authority and responsibility it involves and its complexity, for pay is perhaps the most important consideration for the employees.

The question which the following pages will answer is the following: How far are the above concepts comprehended, and to what extent are they applied in the Darwish Organization.

¹Frederick Bent, Public Personnel Administration, In-Service Training Lectures, (Beirut: Public Administration Department, A.U.B., 1955) Lecture V p.4.

Although the proprietors of the Darwish Organization have been ignorant of these administrative concepts, generally known titles and classes of jobs (which are vaguely if at all defined) do exist.¹

Positions in Darwish Organization do not often imply what they should. For, the emphasis is not on the post itself, but rather on the person occupying that post.²

From the top to the bottom of Darwish hierarchy there is no clear and scientific definition of rights, duties, responsibilities, authorities, and consequent salaries pertaining to the posts. Similar posts have been occupied by different people enjoying different rights, undertaking different responsibilities and receiving different salaries.

This state of affair has been due to the absence of clear and specific description of what qualifications jobs require, and to the undue emphasis on the person occupying the position rather than position itself.

Even in technical and professional jobs arbitrary allocation prevails, and thus one finds a book-keeper doing the job of an accountant and receiving a higher salary.

¹ Among such jobs and classes are: General manager, assistant general manager, chief accountant, assistant chief accountant, department heads or managers, a chief cler, senior clerks, accountants, assistant accountants, book-keepers, chief store-keeper, stores inspector clerks, engineers, foremen, mechanics, painters, welders, catering officers, traffic officers and salesmen, etc.

² A post of chief clerk was lately established in the Darwish Organization, what the man occupying this post is supposed to do, whom is he supposed to supervise and to whom will he be responsible, nobody knows. The only characteristics which signify him seem to be his comparatively high salary and title.

To verify the generalizations stated above, that sound job description and position classification do not exist, the writer issued a circular on behalf of the General Manager, requesting the various department heads to send a description of the work of their typists and their respective salaries.

As the attached replies indicate department heads refer to them differently. Some refer to them as stenographers, others as typists, service station clerks, store typists, general office typists, and secretaries.

Although their pay does not differ substantially, they do differ with respect to job description, seniority, promotional privileges and the like.

A personnel department was established and this department has introduced significant reforms. The new general manager of the organization issued circulars requesting the various department heads to fill forms, describing the duties, responsibilities and qualifications of each post in their departments.¹

As a result, a considerable reduction in the number of employees has taken place.

Though these steps seem hopeful, the danger of doing away with them is always there. For, should one of the proprietors feel unhappy about them, they may be done away with immediately.

¹A sample of these already filled forms is attached.

CHAPTER VI

Retirement and Service Termination

The quest for security and stability is a basic human instinct found in all stages and walks of life. Consequently, employees, be they private or public servants, are not far from this feeling and desire. Security to this class of society means a guarantee for the continuation of service, and more important that their employment does not or will not be influenced or affected by politics or other prejudicial considerations unrelated to their efficiency or to good administration.

The aim of this chapter is to see to what extent this security and stability is enjoyed by Darwish employees, both legally and in practice.

Therefore, the procedure for showing that will be to analyze the legal provisions of the various classes of contracts and how far they are carried out, then discuss the provisions of the existing labor law in Qatar, and finally what measures have been taken by Darwish management to conform with these regulations.

The subject of retirement will not require any discussion or analysis, simply because it does not exist.¹ Hence the subject matter will be Service termination, regulations, practices and procedures pertaining to it with regard to the different categories of the Darwish employees.²

1

Records, personal observations and experience, and authorities who have been with the Darwish organization very long do not show any precedence or incident of retirement in the history of the organization. The only two employees who have been working for 13 years, were dismissed just before issuing the labor Law, in order not to compensate them according to its original provisions.

²According to the former General Manager of the Darwish Organization "Typical of the Gulf Area people, whatever you do to them and to whatever extent you work loyally and honestly for them, you should not expect a word of thanks, should you decided to leave or they ask you to do so.

According to the Northern Area contract, both the employer and employee can terminate services within the following limitations:

Should the employer decide to terminate the services of an employee, he can do so without any commitment on the former's part except repatriating the employee to his country, if:¹

(1) The employee fails to perform his duties to the employer's satisfaction within the framework of the service contract.

(2) He commits actions which violate the rules and regulations of the country, be they political, social or religious.

(3) He participates in or encourages others to go on strike.

The employer, however, can dispense with the employee's services anytime and for no reason, provided he notifies the employee a month earlier, or pays him in lieu of that and repatriates him to his home-country. This, evidently, is the prevailing practice in the Darwish Organization; and even worse in many cases employees' services have been terminated for no reason and without any compensations or notifications or the like.

Such actions and measures render Darwish employees insecure and unstable, and consequently not enthusiastic about their work.²

The main reason for such actions on the part of the employee has

¹Precedence has shown that employees who are not happy and want to go back to their countries on Company's expense commit one or more of these violations.

²To the extent that many have followed crooked but fast means of earning more money and go. The confidential secretary sold information to competing companies or individuals.

been personal prejudice or bias from management or proprietors' ends.¹ This naturally keeps the employee always on his nerves and worried. For, he does not know when he will be simply asked to go.

This does not in any way alter the fact that in other cases, and for arbitrary personal reasons, contract provisions are carried out to the letter; and in such cases the employee is given much more than what he is entitled to.

Service termination, with regard to Northern Area Imported Employees has been often taking place when an employee proceeds on leave and is not returned. In such cases, the employee proceeds on leave with the intention of coming back to work, But as soon as he leaves a letter or cable is sent to the employment office to the effect that the said employee is not required back.²

Here again the mood and impression of the proprietors or their representative play effective and decisive roles in the destiny of the employee. For, if the employees concerned still have unpaid³ money with the company, they either get them, loose them, or are paid over them, according to management or proprietors discretion.

¹The writer witnessed more than one case where one of the proprietor partners instructed to terminate employees' services either because they do not salute him or somebody has told him anything wrong about them.

²Many, if not all, employees who go on leave spend most of their money enjoying their vacation, and after that they are informed of the sad decision. The writer remembers an engineer who bought a car on credit delivered to him in Germany. After receiving the car and coming back to Beirut with no penny in his pocket, he was told that his services have been terminated. Consequently, the Company had to sacrifice the cost of the car.

³Employees who go on leave after exactly completing one year service often plan to come back. Consequently half of their bonus and leave entitlement is left with the Company payable upon return.

Should the employee, on the other hand, decide to resign, he can do so on the following grounds:

(1) After completing one year's service, he has the right for repatriation to his country at the Company's expense; but loosing his bonus and leave.¹

(2) In case he resigns before completing one year's service, then he has to give one month notice, pay for his return passage, or loose the L.L.600 kept for his credit for this purpose with the Company.²

The Indian imported Staff contract provides for the following, as far as service termination is concerned:

If an employee is unable to fulfill the terms of the agreement, the employer may terminate the engagement. Immediately after that the employer will repatriate the employee and his family to the place of his residence in India.³

The employee shall further be entitled to receive full salary and allowances up to the expiry of the period of three months from the date of the receipt of notice terminating his engagement as aforesaid.

Should the employee become incapacitated to fulfill the terms of this agreement owing to causes within his control or willfully committing

¹This is so if the employee resigns before going on leave. But if he does go on leave, he would have cashed half of his bonus and leave

²The notice period has been almost always arbitrarily applied. For, sometimes it is one month, others one week and still others with no notice at all.

³Article 11 of the Indian Immigration Contract.

a breach of any of the conditions of his agreement, or being guilty of gross misconduct or insubordination, it shall be lawful for the employer to discharge the employee by giving him one month's notice of termination of service or one month's salary and allowances in lieu of such notice, provided that the employer be responsible to repatriate the employee and his family to India.¹

Compensation will be paid in all cases of disability from injury arising out of and sustained in the course of employment, and in determining the amount of such compensation, the employer will be guided by the workmen's compensation act for the time being in force at the place of occurrence, and, if no such law exists, by the Indian Workmen's Compensation Act. In no event, however, shall the employer be liable for the payment of compensation in excess of that provided for in the said acts for a disability of the nature suffered by the employee.²

Until March, 1963, no labor law existed in Qatar; hence the Indian law was followed. But in practice no set procedure or regulation has been strictly followed. Everything was arbitrarily done.³

Article 15 of the above-mentioned contract gives the employer the right to terminate the agreement at any time, on reasonable grounds, by giving the employee one month's notice in writing, or in lieu of

¹Article 12 of the Indian Immigration Contract.

²Article 13 & 14 of the Indian Immigration Contract.

³The writer remembers that in June 1962 an Indian employee passed away while on duty. His brother and family were not compensated, while many others were granted compensation for very slight injuries.

notice, one month's salary and allowances. It further provides that he shall repatriate him as well as his family to the place of his residence in India.

This was legally possible for the employer within the following limitations:

1. The ground or grounds alleged against the employee shall be communicated to him in writing, and he shall be given an opportunity to show causes for which his services must not be terminated.
2. An appeal against orders passed as a result of action taken above shall be with the British Political Agent in Doha, having jurisdiction in this matter.
3. In case of dismissal, the employee shall be paid for such other concessions as may be permitted under the agreement.

Provided, however, that the employer shall not terminate the agreement as afore-said on the grounds of the employee being a surplus.

Provided further that in the event of the employer terminating the agreement on the ground of the employee being redundant for the purposes contemplated in the agreement, the employee shall be entitled to receive (in addition to one month's notice as aforesaid) an amount equivalent to his salary and allowances for the period of three months or for the unexpired period of the agreement.

Similarly the employee has the right to terminate the agreement at any time by giving the employer one month's notice, and the employer shall then repatriate him to the place of his engagement in India.

Should the employee terminate the agreement before the expiry of

The first twelve months of the agreement, he shall be entitled to receive only his salary and allowances for the period of notice, or the cost of the return passage to India, cost of the railway fare to his place of residence and daily allowance for the period of the journey.

On termination of the service contract, the employer shall repatriate the employee and his family to India not earlier than seven days from the date of termination in the manner laid down in the contract, unless he has been discharged under clause 12 or the agreement has been terminated under clause 14,¹ the employer shall pay him his full salary up to the date of his arrival at the place of his residence in India.

If the employee or any of the members of his family living with him does not avail himself of the passage offered to him by the employer on the termination of his employment, in the manner specified in the agreement, the employee or the member of his family shall forfeit his claim to repatriation. The employer shall obtain a written declaration from the employee to the above effect and forward the same to the Protector of Emigrants concerned along with the claim for refund of the deposit.²

Should any difference or dispute arise as to the true intent of the agreement or any part thereof or in any way connected with or arising out of the same, the matter shall be submitted for arbitration to the British Political Agent in Qatar, and his decision shall be final and binding on both parties.³

¹Article 18 of the Indian Immigration Contract.

²Article 20 of the Indian Immigration Contract.

³Article 21 of the Indian Immigration Contract.

All the above-mentioned detailed specific provisions of the Indian Immigration Contract, have been very rarely adhered to.

Terms and conditions of service contracts have been arbitrarily applied. Very often employees' services were terminated without any notice and for no valid reason. That means that the employees concerned were merely asked to leave the next day and repatriation formalities prepared accordingly. Nothing was paid in lieu of notice.

Employees, whose services were dispensed with, were never notified to that effect in writing.

Likewise, payments of allowances for the journey were never carried out. Employees were paid only a day before they leave Doha.

Similarly, repatriation expenses for the employee's family was rarely paid by the Darwish Company.¹

All these violations to the Indian Immigration Contract used to take place in case the Company takes the initiative in service termination.

Therefore it is natural that it was worse in cases where the employees resigned. In such cases employees used to be deprived of their leave and bonus entitlements provided for in their contracts.

Journey allowances were never paid in such cases.

In extreme cases, especially when employees resigned before completing one year of service or the whole contract, the employees

¹A case raised by one employee to the Director of Immigrants in India to that effect, was won by the employee.

were deprived of the return passage.

Having discussed the provisions and practices of the Darwish Organization with regard to service termination, and the irregularities committed in this respect, let us see how the new labor law in Qatar tries to overcome the service termination grievances which the employees have been confronting. This labor law applies on all employees, irrespective of whether they were imported or locally engaged, Northern Area or Indians.

Article 18 of Qatar Labor Law grants the right to both parties (employee and employer) to terminate services, provided that the party wishing to do so gives an official written notice within the following framework:

1. With regard to employees who are paid monthly or annually, the notice must not be less than one month, if the service period is below 5 years. If it is more than five years, the notice period will be two months.
2. In other cases, however, the following provisions apply:
 - (a) If the service period is less than one year, the notice period must be at least one week.
 - (b) If it is over one year and less than five years, the notice period must be at least two weeks.
 - (c) If the service exceeds five years, then the notice must be at least one month.

In cases such as the above, the employer must pay for the notice period, and similarly the employee must work it.

The employer can dismiss the employee without any notice or pay in the following cases.¹

1. If the employee claims a false personality or nationality or presents untrue testimonials.
2. If he commits acts causing big loss to the employer.
3. If he violates safety regulations.
4. If he does not carry out his job according to the terms of the contract, in spite of written warnings.
5. If he discloses secrets of the company.
6. If he is condemned by a court decision.
7. If he physically commits acts of violence against his employer or supervisor.

The employee, on the other hand, has the right to resign before completing the contract period and without any notice; and at the same time keeping his right to compensations he is entitled to in service termination in the following circumstances:²

1. If the employer does not execute his commitments according to the terms of contract and in conformity with the labor law.

¹ Article 20 of the Labor Law of Qatar.

² Article 21 of the Labor Law of Qatar.

2. If the employer or his representative cheats the employee while signing the contract.

3. If the employer commits a physical action against the employee.

In all cases of service termination, according to Article 22 of Labor Law, the employee must be given a certificate showing the nature of his job, the number of years he served, and the last salary he was earning.¹

Beside the employer's obligation to repatriate the employee to his country, the latter is entitled to the following in lieu of leave if he completes one year of service.²

- a. 3 weeks leave for every year of the first five years.
- b. 5 weeks for the next ten years.
- c. 6 weeks for over 20 years.

According to part C of Article 24 of the Labor Law, all the past periods of service before the law was in force were supposed to be counted in the employee's favor.³ But, due to large companies' protest against this retroactive effect, all the law was postponed more than once. Finally, the above-mentioned section was cancelled.⁴

¹Until the writer left the Company, this practice was never recognized officially. But the writer used to give such certificates unofficially and on his own personal responsibility.

²Articles 23, 25 of the Labor Law.

According to these articles, the employer is obliged to return the employee to his country, irrespective of the period he spends.

³Due to that Jassin Darwish terminated services of two employees who have been working for Darwish for 13 years. This was done to avoid compensating them, as per labor law provisions.

⁴Official Gazette, Nol.1, 3rd year, February 4, 1963.

As an attempt to compromise between the provisions of the labor law and the main practices and procedures the Darwish Company has been applying, Darwish Management has put certain regulations discussed below, pertaining particularly to service termination.¹ Some of these have been already in force, while others are still being applied in order to convince the proprietors of their use.²

Generally speaking termination of service may be brought about at the initiative of either the employee or the Company.

When an employee is to be terminated, his department or branch will complete and submit to the Personnel Department a form including the report on conduct and ability for service certificate.³

Termination at the Company's option takes place as follows: A branch manager, who wishes to dispense with the services of an employee, must advise the Personnel Department on a certain form.

After obtaining management approval, the Personnel Officer, gives the employee in writing a notice of termination of services according to the period stipulated in clause 18 of the Labor Law or the Service Agreement, if the latter is more favourable.

During the notice period, the employee may be required to work part

¹These regulations and practices have been worked on and promulgated with the help of two personnel experts from Q.P.C. (an Iraqi and an Englishman) from whom the writer obtained the latest data discussed at this stage.

²For, the proprietors do not understand these things and their value. So these experts are trying to introduce them and then explain what they are meant for and what purposes they serve.

It is worth mentioning here that the former General Manager is working hard against introducing anything having to do with the term he does not like, i.e. personnel.

³This form is still under preparation.

of it or until the time he is repatriated. However, the employing department or branch should permit him reasonable periods of absence from work to arrange his affairs.

The termination at the employee's option, on the other hand, takes place according to the following procedure:

An employee may terminate his service by informing his department of his intention to resign in writing.

The notice of resignation must be forwarded to the Personnel Department together with the departmental manager's endorsement.

The Personnel Department acknowledges all resignations.

An employee wishing to resign must give the Company the same notice period as specified in Article 18 of the Labor Law.

An imported employee who is being terminated may request through the Personnel Officer for a local release to enable him to make up alternative employment in Qatar.

In such case the firm requires the employee to obtain a letter from his prospective employer confirming the offer of employment and agreeing to sponsor responsibility for his eventual repatriation to the country of origin.¹

In case of Indian and Pakistani employees, they must provide the

¹The old procedure was that the present employer gives the employee a letter of release showing no objection on his part to employing the man concerned by any other firm in Qatar, provided the latter sponsors him.

Company with a disclaimer certificate signed in the presence of the Political Agent in Doha.

An employee applying for local release will lose his repatriation rights and passages.

Procedures for summary dismissals are the following:

Recommendations for summary dismissal will be made through the Personnel Department, to the General Manager, and may involve termination without notice and other benefits in cases of gross misconduct which include such serious contraventions:

1. Being under the influence of alcohol or drugs whilst on duty.
2. Committing, on Company premises, a crime in which honour, honesty or morality are involved.
3. Defrauding or attempting to defraud the Company.
4. Misusing or removing Company equipment material or property without authority.
5. Refusal to carry out essential duties when called upon to do so in spite of a prior written warning.
6. Assaulting a superior in the course of or arising out of work, or despite prior written warning repeating an assault against a fellow worker.
7. Divulging to unauthorized persons information confidential to the Company.
8. Wilful and persistent disregard of safety regulations as published or explained verbally to employees concerned.

Upon receipt of management authority to terminate the service of

an employee by summary dismissal, the Personnel Officer will immediately issue a written advice of termination stating reasons which will be read and delivered to the employee and his acknowledgment obtained on the copy.¹

If the employee refuses to acknowledge the advice, this fact will be recorded.

The effective date of termination will be the date on which the Personnel Department notifies the employee of the management decision.

An employee terminated at the Company's option will normally be entitled to:

1. Pay up to the commencement of the notice period.
2. Pay for the notice period.
3. Pay in lieu of leave earned up to the day of leaving the Company's employment (or the day prior to departure in case of imported employees), subject to leave regulations.
4. Any other incidental expenses which management may approve in respect of that particular case.
5. End of service benefit if due according to clause 24 of the Labour Law.

An employee who leaves the Company at his option will receive the following settlements:

1. Pay up to the commencement of the notice period.
2. Pay for the notice period if worked.
3. Pay in lieu of leave period earned subject to leave regulations.
4. End of service benefit if due according to clause 25 of the Labour Law.

¹This is a new practice, for before notification was done verbally.

An employee terminated as a result of summary dismissal will receive the following settlement:

1. Pay up to the date of suspension only.
2. Pay in lieu of earned leave according to leave regulations.
3. End of service benefit will not be paid in case of summary dismissal in accordance with article 20 of the Labour Law.

Termination of an employee's service on medical grounds will be initiated by the Medical Officer who will advise the management that the employee is unfit for further services.

The effective date of termination will be the date on which the Personnel Department notifies the employee that he is unfit for further service.

An employee may be terminated on medical grounds if he is unfit to resume his work after twelve consecutive weeks of sick leave in accordance with clause 50 section 3 of the Labour Law.

An employee terminated on medical grounds will be entitled to: a notice period, pay in lieu of earned leave, pay in lieu of unused sick leave, end of service benefit, incidental expenses for imported employees, and compensation for permanent disability if due to industrial sickness or accident at work in accordance with section 10 clauses 59, 60, 61, 62, 63, 64 and 65 of the Labor Law.

CHAPTER VII

Comparison Between Public and Private Personnel Administration in Qatar

Having discussed personnel administration in the Darwish Organization and observed several significant phenomena which characterize it as an Arab private company, we hereby attempt to conclude this project by summarizing these phenomena in contrast with those of public personnel administration in Qatar. Such phenomena, the writer believes, are generally typical of most of Arab private and public administrations as well.

Qatar has been short of qualified personnel capable of fulfilling the needs of a rapidly developing state.

Hence, the Government of Qatar, as well as private companies have had no alternative but to seek administrative assistance from outside, mainly the Arab World and Europe.

The Government of Qatar and Darwish Company, therefore, have been actually melting pots of various administrative practices, procedures and regulations.

Qataris naturally enough consider foreign personnel as advisors, thus keeping initiative and decision-making for themselves.

They try to adjust internationally known administrative principles and practices to their society rather than adapting themselves and their

personally-centered administrations to sound administrative regulations and procedures.

Sheikhs and Darwish Company proprietors, therefore, have been controlling higher administrations of their respective organizations, and even interfering in their everyday work.

Consequently, political and personal conflicts and differences, inherent among them for power and property, reflect directly and indirectly on the proper running of their organizations.

Employees at all levels of government and Darwish hierarchies are always subject to pressure, due to conflicting interests of groups or individuals. Thus they must have multiple loyalties, responsibilities and obligations, which often contradict with each other.

In the light of the above generalizations which apply to both government and Darwish Company, let us discuss the comparatively specific similarities and differences between the two.

The government organization of Qatar has significant characteristics which reflect directly and indirectly on the public personnel laws and practices in that state.

The first of these characteristics is the strong role which the Minister of Finance (Vice-Ruler) plays in almost every aspect of public life and administration of the country.

Personnel administration is influenced by this trend of thought and procedural practice.

With specific and explicit reference to the laws, according to which the Ministry of Finance was established, the Minister of Finance Vice Ruler was appointed and the Financial Advisor Council was created,¹ and at the request of the Minister of Finance himself, the latter has been entrusted with the following powers:²

1. Laying down the general policy of the state on the basis of an annual comprehensive plan which aims at raising the economic, social, educational and administrative standards of the State of Qatar.

2. Suggesting laws and decrees according to which the fundamental principles and policies of the state in the fields of economics, education and public administration are laid down.

3. Issuing administrative regulations and instructions to ensure proper execution of the general policy of the State.

4. Practicing overall control and supervision over financial and administrative laws and practices and their execution.

5. Appointing and dismissing government personnel as sees necessary for the state welfare.

The Minister of Finance also defines the rights, duties, responsibilities and powers of all government departments; and further recruits the necessary personnel for each department, including the Director of the Government of Qatar.³

¹Decree issued on Nov. 5, 1960, when the present ruler and vice ruler took over from the former ruler of Qatar.

²Official Gazette, Vol.I, Feb.19, 1962, Law No.1, according to which the High Administration of the Government of Qatar was organized.

³He will be referred to simply as the Director General.

The Minister of Finance practices all these powers through the Director General.

A similar arrangement exists in the Darwish Organization whereby the Chief Accountant exercises a strong influence in various fields.¹

The second significant phenomenon is that centralization characterizes the administration of Qatar. This is reflected in the powers of the Director General and consequently in the Minister of Finance Vice Ruler who directly supervises him.

The Director General enjoys the following powers:²

1. He follows up the execution of the government policy and supervises the running of all government departments to ensure proper execution of the said policy.
2. He puts down plans for the coordination of the activities of the various government departments.
3. He studies and handles important matters raised to him by the various government departments.
4. He submits matters of importance to the Minister of Finance for decision and issuing of necessary decrees to that effect.

Such centralization has been also noted in the Darwish Organization; where, although the Chief Accountant and Assistant General Manager

¹This, to the writer, seems to be inherent in the many organizations of Qatar. It is even inherent in the minds of the people, especially the rich, who always refer to the accountant as the guardian of their wealth.

²Official Gazette, decree no.2, Vol.1, 2nd year, Feb. 19, 1962.

exercise certain powers, the final decision-making is in the hands of the General Manager.

A third phenomenon of significance in the government of Qatar is the absence of a Civil Service Commission which handles personnel matters only.

Likewise, until recently no special personnel department existed in the Darwish Organization.

Moreover, most of the people who have been handling personnel matters in both institutions have not been familiar with modern personnel administration techniques. Even when such people did know something about these techniques, their voices were not heard in the determination of employment conditions. The tendency in the Darwish Organization, is, however, to strengthen the personnel department, as a step towards relieving the General Manager of some of his duties; and an attempt to attain some sort of specialization and division of labor.

According to the public personnel law of Qatar,¹ civil servants are divided into six categories: low civil servants, high officials, locally-engaged civil servants, imported civil servants, temporarily engaged civil servants, and daily-paid civil servants. The two main categories are those of the low civil servants and high civil servants. The former category consists of government employees who earn less than

¹This law is the main source of legal provisions pertaining to government personnel in this chapter. It was issued in 1955 and still in force.

Rs. 1400 per month as basic salary. The latter, consists of those employees who earn more than Rs. 1475 as basic salary.

A generally similar classification of employees exists in the Darwish Organization, mainly with respect to locally-engaged and imported employees. For, due to the need for foreign personnel market, both the Government of Qatar and the Darwish Company have imported staff as their main category of employees.

Recruitment, Selection and Promotion

Recruitment of government personnel in Qatar is done similarly to the Darwish Organization. For recruitment and selection of high civil servants is done by the Director General with the approval of the Minister of Finance. As true in the Darwish Company, the Director General of the Government of Qatar personally, with the help of the departmental head concerned, decides the terms of employment, announcement facilities and trial periods for vacancies. He furthermore signs letters of engagement. With few exceptions, this practice does not exist in the Darwish Organization.¹

Government employees must express their acceptance of offers in writing, a practice which is not followed in the Darwish Organization.

Low civil servants and daily-paid government employees and temporary employees may be directly engaged by departmental heads concerned,

¹Most of Darwish employees are employed according to special ready-made service contracts.

provided special allotments are available in the government budget and their processing conform with the general employment terms and conditions laid down by the Director General.

In Darwish Organization this is not allowed, for only the General Manager enjoys such an authority.

The term of service for small imported civil servants is principally two years, while in Darwish Organization it is one year only.

With the exception of temporary engagements, all engagements in the Government of Qatar are subject to a probationary period of six months; a provision which is rarely adhered to in the Darwish Organization.

Legally, promotion and salary increments of government employees in Qatar take place annually and automatically until an employee reaches the ceiling of his grade. The only exception to this rule is when a civil servant is engaged at a certain permanent salary which cannot be increased.

But in practice this is arbitrarily done. For, employees are promoted on personal or other grounds which have no relevance to period of service, performance or the like. This is also true of the Darwish Organization, where even such legal provisions do not exist.

Living Conditions

The Government of Qatar, like the Darwish Organization, has special living quarters where its imported employees are accommodated. These employees are assigned living quarters according to the terms of their service agreements.

Generally speaking, accomodation entitlements for government employees in Qatar are decided by the Director General. Similarly Darwish General Manager exercises this authority.

Consequently, public and private imported employees are under the mercy of their respective executives in getting what they are legitimately entitled to. For law or legal provisions do not mean much in Qatar, especially if they contradict the personal desire of the executives.

Generally, imported government employees who are single enjoy living conditions similar to Darwish imported employees; but, unlike Darwish employees, they do not get freefood.

Married civil servants, however, enjoy the same living allowances as those of the Darwish Company.

Leave Regulations and Procedures: Government employees engaged on temporary basis are not usually entitled to leave, and exceptions to this rule must be approved by the General Manager.

High imported civil servants or department heads who wish to go on leave have to obtain the approval of the Director General. The same practice applies in Darwish Organization. They may be granted leave annually or every 10 months, as will be discussed below.

Heads of government departments can grant leave to small imported employees any time after completing 22 months of service in Qatar.

In the Darwish Organization such authority may be given only by

the General Manager, after a minimum of twelve months of service.

Locally-engaged employees in the Darwish Organization are not entitled to any leave with pay. But government employees, who are engaged locally, may be granted leave annually. These employees are not allowed to extend or delay their leave for more than 24 months of service. This is a completely different tendency from that of the Darwish Company, where employees, at all levels, are usually purposely delayed or forced to postpone their leave. Such has been due to lack of trained substitutes for most of the Darwish professional employees.

Ordinary leave in the Government of Qatar is calculated as follows:

If the employee's salary is less than Rs.710 per month, he will be entitled to $2\frac{1}{2}$ days leave per month i.e. 30 days per year.

If the employee's salary is between Rs.710 and Rs.1474, then he is entitled to 4 days leave per month i.e. 48 days per year.

Finally, if the employee's salary is Rs.1475 and above, he will be entitled to 6 days leave per month i.e. 72 days per year. The ground on which leave is determined in the Darwish Organization is whether an employee is daily or monthly-paid.

Locally-engaged employees may be paid in lieu of leave with the approval of the department head concerned, if the employee is of ordinary or small rank. But if he is high civil servant, then the approval of the Director General is required.

Imported employees may be paid in lieu of leave subject to the approval of the Director General.

These provisions differ from those of the Darwish Organization, where some employees are kept for several years without taking their leave, or being compensated for it.

Imported high civil servants who are paid in lieu of leave lose their rights in free return passage, which they are entitled to if they went on leave. Consequently, they cannot claim to utilizing such right before ten months from the date they receive the said amount.

Low civil servants have to wait for a period of twenty two months.

In the Darwish Organization some employees lose their rights for free return passage in cases as the above, while others do maintain and enjoy such rights.

Government employees going on leave are paid all their leave entitlements; and nothing is kept with the organization, as the case is in the Darwish Organization.

In cases of terminating government employee's services before completing service contract periods, employees will be paid for the earned leave for such periods.

Leave is considered a part of the employee's contract or service term¹. This practice differs from that of the Darwish Organization, where leave is earned after twelve months of actual service.

¹It means that the real service period for high civil servants is only 10 months per year, and 22 months for small employees.

Government employees and their families are entitled to free hospitalization in Qatar and outside Qatar; if it was deemed necessary by specialists and subject to the Director General's approval.

In cases of illness the government employee can be absent for a period of three months with full pay. After this period, and subject to a medical committee decision, it can be extended to three more months with full pay, a further three months with half salary and finally three months with a fourth of a salary. In such extension, the Director General's approval is necessary.

Travel regulations and appliances:

Married imported government employees are entitled to free passages for themselves, their wives and three children less than eighteen years old. This is also true in the Darwish Organization.

An employee whose services are terminated before completing one year service, may lose all or part of his passage rights, unless it is otherwise provided for in his specific service agreement. In the Darwish Organization, however, an imported employee whose services are terminated before completing one year is usually repatriated at the Company's expense.

On first engagement, government employees are paid half salary for the travel period from the day they leave their home countries, provided that the Government of Qatar approves the date of their travelling and the routings to follow.

Such practices in the Darwish Organization vary according to nationalities of the employees and their specific contracts.

Free passages are granted to married civil servants, their wives and children every service period or every twelve months for high officials and twenty four months for small employees.

Civil servants in Qatar are provided with transportation facilities according to their degrees and need for such facilities. This is usually done either by allocating cars for employees' use or by paying car allowances instead.¹

High officials are often provided with cars and drivers. In case they are not entitled to official cars, then they may be given loans to help them buy cars for private use. Such loans should not exceed Rs. 12000. They may also be paid car allowances, if their work necessitates, which should not exceed Rs.500 per month.

Small civil servants, likewise, may be granted loans for the same purpose. But such loans should not exceed Rs.9000. In case of car allowance it should not exceed Rs.400 per month.

Penalties, Service Termination and Bonus:

All government employees in Qatar are subject to various penalties if they fail to observe and adhere to any of the following general work regulations:

All employees must obey instructions given to them. They must abide by time regulations, keep up to satisfactory standard of performance,

¹ Such facilities in the Darwish Organization are as follows: Employees who are not entitled to private cars from the Company, are given Rs.3000 loan for buying cars. If such cars are bought from the Company, special reductions are made for employees. Some department heads are only provided with petrol for their cars, while others are paid Rs.300 as car allowance.

respect the customs and religions of others, keep away from any private business while in government service, and finally must keep confidential all secrets of the government.

Should any employee violate one or more of the above work regulations, he will be subject to one or more of the following disciplinary measures or penalties: official warning, cutting salary for a certain period of time, and finally dismissal or service termination.

If a department head notices a failure on the part of a certain employee which affects his eligibility for promotion or leads to his dismissal, he must warn that employee officially.

Disciplinary actions (less than dismissal) against small civil servants are taken by the department head concerned, without referring to the Director General.

But in cases of dismissal, the department head must obtain the Director General's approval on such decisions with regard to all employees whose salaries exceed Rs.600 per month

Before dismissing an employee, those concerned are expected to warn the employee in writing, but this is not always practiced.

In the Darwish Organization such provisions do not exist. Service termination there takes place without any obligation on the part of the employer to warn the employee ahead of time.

A department head can suspend junior civil servants. But in cases of higher employees, the Director General has the final word.

An employee who is suspended is paid half of his salary all during the period of suspension. If, however, the decision taken does not condemn the employee, then he will be paid the amounts held and will resume his work as usual.

But if he is to be dismissed, an official decision will be issued to that effect in writing. In such cases the employee will not be paid anything from the date of dismissal. If only certain disciplinary actions are to be taken against the employee, then all or part of his back-payments will be given to him, depending on the measures taken.

Monthly-paid civil servants who spend five or more years of service are entitled to one month's salary per year as bonus. However, employees may be granted bonus, although they may not have completed five years of service, if their contracts specifically provide for so. This bonus is meant to be a compensation or pension in cases of retirement. Though such thing may be unofficially paid to Darwish employees, it is not provided for in the Darwish Organization. This is a significant difference between public and private administration. It is a sign of security in public service which does not officially exist in a private enterprise.¹

Employees, whose services are terminated due to physical inability are granted bonus for the actual service period they have spent. Payment

¹ Although the new Labor Law in Qatar provides for such compensation.

will be on the above-mentioned basis.

In cases of death the government compensates the employee's family according to the above procedure.

Should the government terminate the service of an employee due to personnel re-shuffling, reduction or similar reasons, then the employee will be compensated as if he had completed five years of service.

Employees do not get bonus if their services were terminated before completing the probationary period, and if they resign before completing the legal service period which entitles them for bonus or compensation.

Bonus is calculated on the basis of the basic salary of the employee, excluding any allowances or extra payments.

Employees have a choice of getting the bonus either upon completing the minimum legal service periods or any time after that.

CONCLUSION

Sound administrative organization, strong leadership, high morale, adequate finance and efficient methods and procedures are among the many elements which are necessary for good public and private administration. However, the most important factor in any organization is manpower or personnel. To be efficient and productive, in terms of services and returns, public and private organizations must be able to employ and retain capable and qualified civil and private servants. To achieve that, personnel officers must be familiar with modern personnel techniques which enable them to place the right people in the right jobs. Similarly, personnel officers' voices must be heard in the determination of terms and conditions of employment.¹

Looking at the Government of Qatar and Darwish Organization from this angle, we noted that most of those who have been handling personnel matters have been neither aware of modern personnel techniques nor trained in that direction. Furthermore, voices of those who do have such knowledge are not heard in deciding on and carrying out matters of personnel.

The quality and standard of personnel in private and public institutions depend largely on the source and number of educated men in a country. Though the tendency in Qatar is to give priority of employment to Qataris, non-Qatari personnel still control the administrative posts in government and private companies. This has been due to the fact that very

¹Bent, op.cit., Chapter 1, p.1.

few Qataris possess the necessary administrative qualifications.

Foreigners who are working in Qatar are not the most qualified. They further do not make careers out of their jobs in Qatar; but instead a high personnel turnover prevails.

The reasons for this situation are:

First, the methods and techniques followed in recruiting personnel do not, generally speaking, serve their purpose i.e. encourage and attract the most able and qualified to enter public and private service in Qatar.

Second, selection of personnel is done on the basis of favoritism, nepotism, and spoils system, rather than on the basis of competence and merit.

Third, restricted promotional possibilities prevail in the organizations of Qatar. In other words there are not many opportunities for employees to move higher up in the hierarchy to positions which involve greater responsibilities and higher pay. Promotions are arbitrarily carried out i.e. with no serious regard to seniority, performance, and examinations. The natural result to this practice is low morale, lack of experienced staff, and a high rate of personnel turnover.

Fourth, the absence of standard concepts of job description and position classification has led to improper and ineffective management control over the organization. It also led to the lack of equitable salary scales, whereby gradations in pay are commensurate with gradations in duties and responsibilities of the respective positions.

Fifth, service termination regulations and practices do not provide employees with any security or stability. Therefore, those employees have not actually proved to be enthusiastic members of the working staff.

The above constitute major obstacles to proper planning, specialization and esprit de corps among members of the same organization.

Personnel laws and regulations, which personnel officers must observe, determine to a great extent their success or failure in attaining their objectives in employing and keeping the most qualified employees. It is important, therefore, that such basic laws do not violate sound principles of personnel administration.

Application of the prevailing personnel laws in Qatar is limited and arbitrary. They are rarely applied; and when they are actually applied, they are unfairly enforced. This leads to improper running of the whole system of administration.

Historical, political, economic and social elements may also limit or enhance personnel officers in achieving their main purposes. This is true of Qatar, which experienced various systems of rule through its history. Within this historical framework, the centralized system of government and administration has been predominant.

In a country like Qatar, which has been undergoing major economic and political developments, centralization is desirable. For, decentralization in a case like this may produce chaotic results.

But the way in which centralization has been applied in Qatar has rendered the discipline of line officials ineffective; and has also involved chief executives in problems which should be settled at the level where they occur.

Centralization, originally, is not meant to improve efficiency, but to protect management of personnel from the control of politically responsible people. In Qatar just the opposite happens. Interference of the parties concerned in the functioning of employees has been a chief handicap to proper administration. It has also led to favoritism and spoils system, which weaken the formal organizational structure.

The personnel problems discussed above and many others account for the poor quality of personnel in the Government of Qatar and the Darwish Organization.

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- Mr. Kheireddine Ma'ani - present General Manager of the Darwish Organization.
- Mr. Ghazi Khayyat - Q.P.C. Personnel Expert reorganizing Darwish Personnel.
- Mr. Abdul-Badih Saqr - Former Director General of Education in the Government of Qatar and present Director of the Public Library.
- Mr. Daud Fanous - Administrative Manager of the Government of Qatar.
- Mr. Yussuf Darwish - Active member of the Darwish family in matters of administration.
- All Department Heads of the Darwish Company.