
Gender Assessment

SAP003: Enhancing Climate Resilience of the Water Sector in Bahrain

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**GREEN
CLIMATE
FUND**

Enhancing Climate Change Resilience of the Water Sector in Bahrain

Gender Assessment and Social Inclusion Action Plan


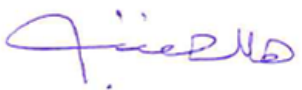
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Table of Abbreviations

AEWRD	Agricultural, Engineering and Water Resources Directorate
BWU	Bahrain Women Union
CIO	Central Informatics Organization
CEDAW	Convention on the Elimination of All forms of Discrimination Against Women
GII	Gender Inequality Index
EWA	Electricity and Water Authority
ESS	Environmental and Social Safeguard
GASIAP	Gender Assessment and Social Inclusion Action Plan
GAP	Gender Gap Analysis
GCF	Green Climate Fund
MoE	Ministry of Education
NOGA	National Oil and Gas Authority
SCW	Supreme Council for Women
TSE	Treated Sewage Effluent

1 INTRODUCTION

1.1 Overview

This Gender Assessment and Action Plan (GAAP) has been prepared in support of a project proposal for 'Enhancing Climate Resilience and Water Security in Bahrain'. The GAAP follows the Gender Assessment and Gender and Social Inclusion Action Plan UN template and the 2017 Green Climate Fund (GCF) Mainstreaming Gender in Green Climate Fund Projects report.

1.2 Background to the Project

The overarching objective of the proposed project is to increase the climate resilience of Bahrain's water sector. This will be achieved by creating an enabling environment – in terms of policies, legislation, public awareness and scientific capacity – for directly addressing the climate change threats currently causing precipitous declines in the country's freshwater resources.

The Kingdom of Bahrain, a Small Island Developing State, is severely threatened by multiple climate change impacts. The country's water sector is in particular facing threats from: i) rising temperatures causing increases in water demand across all sectors; ii) sea level rise causing saline intrusion into aquifers; and iii) rising temperatures and greater intensity of rainfall causing reduced rates of aquifer recharge. In combination, these threats are likely to reduce Bahrain's freshwater supplies by at least 50 to 100 million m³ of water per year in the short-term. Innovative solutions need to be adopted by the general public, the private sector and government to manage this expected reduction in water supply in a manner that is climate-resilient as well as socially, environmentally and financially sustainable. To develop, promote and implement such solutions, the project will build new technical and institutional capacity to monitor and model climate change impacts on water resources, to mainstream climate resilience into sectoral water management planning, and to develop new policy and legislative frameworks (including water tariff reforms). It will also raise public awareness of the need for managing water resources under climate change conditions (through demand management and increasing supply) and promote the use of greywater and harvested rainwater.

1.3 Project Description

The overarching objective of the proposed project is to increase climate resilience of Bahrain's water sector.

Table 2.1 provides the Project Components and Outputs.

Table 1.1 Project Components and Outputs

Project Component	Outputs	Activities
Component 1. Development of an enabling environment for water demand management	Output 1.1. Enhanced institutional capacity and knowledge management to mainstream climate resilience into sectoral water management planning, with a focus on demand-side management.	Activity 1.1.1. Establish a knowledge management platform for climate change impacts on Bahrain's water sector to facilitate improved water demand management.
		Activity 1.1.2. Build the institutional capacity of the Water Resources Council to establish and operate a climate-resilient integrated water resources management (IWRM) framework in a cross-sectoral manner.
		Activity 1.1.3. Promote water conservation technologies and practices at the household and farm levels.
		Activity 1.1.4. Produce guidelines for rainwater harvesting and greywater recycling
	Output 1.2. Enhanced policy and legislative frameworks for climate-resilient water management.	Activity 1.2.1. Revise current legislation to create an overarching water law that enables the government to sustainably regulate water use in the country under climate change conditions.
		Activity 1.2.2. Revise financial instruments in the water sector to create an enabling environment for IWRM in Bahrain
Activity 1.2.3. Revise building codes and develop guidelines to include greywater harvesting and recycling as a criterion for new developments.		
Component 2. Implementation of demand management technologies	Output 2.1. Investment in improved technologies for water demand management.	Activity 2.1.1. Scale up the use of water-saving and efficiency devices and techniques in municipal and agriculture sector.
		Activity 2.1.2. Scale up greywater collection and recycling initiatives in large mosques, public buildings (such as schools and community centres) and households across Bahrain.

1.4 Gender and Social Analysis

1.4.1 Introduction

According to the GCF Gender Policy, proposed projects or programmes submitted to the Fund are required to be aligned with national policies and priorities on gender and with the GCF Gender Policy and Action Plan 2015-2017. The core elements of the policy include:

1. A mandatory initial socioeconomic and gender assessment, complementary to the environmental and social safeguard (ESS) process, which accredited entities will be required to undertake in order to collect baseline data and to;
 - i. Determine how the project/programme can respond to the needs of women and men in view of the specific climate change issue to be addressed;
 - ii. Identify the drivers of change and the gender dynamics in order to achieve the project/programme adaptation or mitigation goals;
 - iii. Identify and design the specific gender elements to be included in the project/programme activities;
 - iv. Estimate the implementation budget;
 - v. Select output, outcome and impact indicators; and
 - vi. Design project/programme implementation and monitoring institutional arrangement.
2. Gender equitable stakeholders' consultation with the gender parameters provided in the policy.
3. Inclusion of gender perspective in the application of the mandatory project/programme social and environmental safeguard in line with project/programme-specific requirements of the Fund's ESS.
4. Project screening for gender sensitivity at the various stages of the project preparation, appraisal, approval and monitoring process, by the relevant bodies.

In line with the above mentioned GCF Gender Policy, a gender analysis is conducted at an early stage of the preparation phase of a project in order to identify potentials for prompting gender equality and risks that need to be avoided or at least mitigated through specific measures. The results and recommendations of this analysis are directly taken into account for the objective, indicator, the methodological approach and the results monitoring system of the project.

The purpose of the Gender Action Plan (GAP) is to provide a time-bound framework to operationalize the gender policy. Implementation of the GAP will provide the Fund and all implementation partners, public or private, with the tools and processes to achieve gender sensitivity in all areas within the Fund's mandate. It will also provide the Board with the necessary information to exercise its oversight responsibility for the Fund's gender policy as mandated by the Governing Instrument.

2 GENDER AND SOCIAL ASSESSMENT

2.1 Regulatory Framework

Historically, the Kingdom of Bahrain is considered a progressive nation relative to neighboring GCC countries. Women have had opportunities for education since the early 1900s, enabling them to pursue careers outside of their households. In 2002, Bahrain's constitution was amended, providing equal rights to women and men under Articles 1 and 5 and banning discrimination on the basis of gender so long as this is compatible with Sharia Law (*Cedaw, 2004*).

Bahrain ratified the Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) in 2002, but with reservations to Article 2, on prohibition against discrimination within government policies, particularly in the area of inheritance; the right of a woman to pass her citizenship to her husband and children under Article 9, paragraph 2; a woman's freedom of movement and choice regarding residence and housing under Article 15, paragraph 4; and equality in marriage and family life under Article 16.5. It has not yet ratified the Optional Protocol on violence against women.

Bahrain is currently working towards achieving the 2030 Economic Vision which was launched in October 2008 by King Hamad bin Isa Al Khalifa, as a comprehensive economic vision for Bahrain, providing a clear direction for the continued development of the Kingdom's economy and, at its heart, is a shared goal of building a better life for every Bahraini. The vision of this national plan is;

Bahraini society in 2030 will be a meritocracy where hard work and talent are rewarded with success. Basic care will be available irrespective of abilities, and all Bahrainis will enjoy equal opportunities.

"Fairness" is one of the principals of the Bahrain 2030 National Plan.

Fairness in society means that all are treated equally under the law, in accordance to international human rights; and that everyone has equal access to services, namely education and health care, and that the needy are supported via adequate job training and a targeted social safety net.

Law No 36 of 2012

Articles 29 to 36 provides requirements on employment of women. It states that there shall be no discrimination in the provisions of employment between men and women. Article 32 and 35 provides the maternity entitlement of female workers. Article 33 states that the employer shall not dismiss or terminate a female worker as a result of her marriage or during her maternity leave. Article 36 states that the employer shall post in a prominent location in the workplace a copy of the regulations governing employment of female workers.

Law No 36 of 2012

Article 11 states that companies with more than 50 employees (working in one place or in different places) must employ special needs people nominated by the Minister of Labour or from their own will. The number of disabled employees must be not less than

2%. The company must employ the disabled in a position for which they have been trained and other suitable jobs. In all cases, the company must notify the Ministry of Labour in writing within ten days of employing the disabled person.

Law No. 17 of 2015

This law is concerning Protection against Domestic Violence specifies that physical, psychological and sexual domestic abuse is punishable by imprisonment for not more than three months and/or a fine not more than 200 Bahraini Dinars (BD).

2.2 Demographic Information

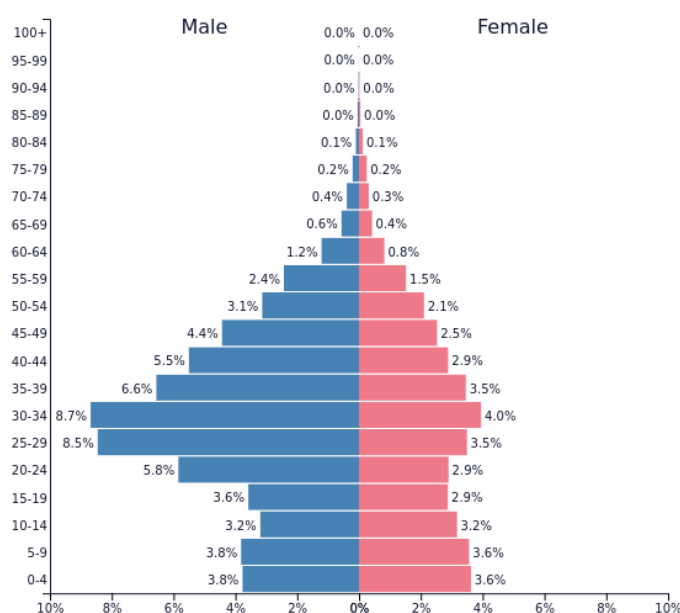
2.2.1 Population of Bahrain

The population of Bahrain has experienced rapid growth between the year 2001 and 2010, with the population doubling from 650,172 to 1,234,571 respectively.

Factors such as the natural growth of the native population and the influx of expatriate workers and immigrants contributed significantly to this increase. This growth rate has since slowed down as the most recent census (2017) estimates the population to be 1,501,116; 45% Bahraini, 55% non-Bahraini and 63.4% males, 36.6% females. Looking at the population of Bahraini nationals, there is a slightly higher male to female ratio (49.3% female and 50.7% are male).

Natural growth rates between the year 2010 and 2016 have shown a small increase, rising from 12.6 to 13.7 (per 1000 of the population). Population growth is expected to rapidly continue in the coming years relative to previous decades due to stable growth and fertility rates as well as the fact that the current population is considered "youthful" where the majority is in the reproductive age group (15-45) (see Figure 2.1).

Figure 2.1 Bahrain Population Pyramid (Source: CIO, 2017)



2.2.2 Education and Employment

Bahraini women have had opportunities for education since the early 1900s, commencing with religious education and Quran studies. In 1928, Bahrain became the first Gulf state to have official institutionalized education for women, when the first secular school (*Khadija Al-Kubra Girls School*) was established.

UNICEF data on education statistics reveal that the gender gap in both primary education and literacy rates is almost closed. Boys and girls' literacy rates for the 15-24 age group are almost identical, at around 98%. (*Unicef Statistics, 2013*)

In the year 2017, net attendance in primary and secondary schools was 50% boys and 50% girls. In addition, women form the bulk of university students. In 2017, 61% of university students were found to be women (*SCW, 2017*).

Women were granted scholarships to study in Egypt and Lebanon since the 1950s. In 2013, 70% of Ministry of Education Scholarships were granted to women (*Ministry of Education (MOE), 2015*).

Early education of women aided the contribution of women in the labour market, where they represented 31.8% of the Bahraini Work force in 2010. The majority of working women are engaged in the private sector (*SCW 2017*). On average, women's wages have increased from 690 Bahraini Dinars (BD) in 2010 to 807 BD in 2015 in the public sector and from 439 BD in 2010 to 516 BD in the private sector. (*SCW 2015*) Furthermore, women have owned commercial registrations for various business since 1960. In 2010, approximately 41% of commercial registrations were owned by women.

In general, women are engaged in various occupations across the public and private sector; however, there are certain occupations which are prohibited to women in accordance to Decree No 5 of 1977, due to potential health risks.

Discrimination in employment on the basis of gender is illegal in Bahrain, and it is illegal to dismiss a woman from employment while she is on maternity leave. Pregnant women in Bahrain are entitled to 60 days' paid maternity leave, and a further 15 days unpaid. While on maternity leave, a woman receives 100% of her salary. Paid maternity leave is financed by the employer.

Furthermore, in 2015 unemployment in Bahrain was recorded at 3.1%, 2.7% of which is female unemployment.

With regard to wages, between 2010 and 2015 women in the public sector were getting slightly less wages than men on average. However, during the same time period in the private sector, women were paid, on average, approximately 240 Bahraini Dinars less than men (**Table 2.1**).

Table 2.1 Average Income of Women and Men in the Public and Private Sectors from 2010 – 2015 (Source: LMRA, 2015)

Year	Public Sector		Private Sector	
	Average monthly salary for women	Average monthly salary for men	Average monthly salary for women	Average monthly salary for men
2010	690	679	439	681
2011	787	782	465	710
2012	781	811	483	729
2013	787	817	493	738
2014	798	835	500	745
2015	807	834	516	764

2.2.3 Marriage and Family Structure

No minimum age of marriage had been defined in Bahrain until October 2007 when the Minister of Justice fixed the legal ages at 18 for males and 15 for females. (CEDAW, 2008). However, a Sharia court can give permission for a marriage to take place before a girl reaches the age of 15, in cases of 'urgent need' (CEDAW, 2011). Up-to-date figures for early marriage are not available, but data held by the UN from 2001 indicates that at that point, 4.2% of girls aged 15-19 were married, divorced or widowed.

According to the 2007 official CEDAW report, parents enjoy joint custody of children during marriage. In addition, the husband is legally recognised as the guardian of his wife.

Only men are able to initiate divorce, unless a clause allowing the wife to do so has been included in the marriage contract. (CEDAW, 2007) The only other way a woman can obtain a divorce is if she requests a 'khula' divorce. Under 'khula', a woman is able to request a divorce unilaterally, but forfeits her dowry and any future financial support from her ex-husband.

In the event of divorce, under the new personal status code, custody of children is assigned to Sunni women until boys reach the age of 15 and daughters reach the age of 17 (or marry, whichever comes first). For Shiites, mothers retain custody until boys reach the age of seven, and girls reach the age of nine. In both cases, women in any event would only have physical custody over their children, as the father retains legal custody. Also, a woman also loses custody of her children if she remarries.

2.2.4 Access to Financial Resources

Under Bahrain's Constitution, Commercial Code, and National Action Charter, women have the right to own, access, and manage land and non-land assets. On marriage, a woman retains control and ownership of any property that she owns unless stipulated in the marriage contract; she can manage and dispose of that property without her husband's consent. The Bahrain Women's Union note that in practice, in the case of divorce, it is often difficult for women to claim their right to property purchased jointly

during the marriage. Women and men have the same legal rights to access financial services, including credit and bank loans (*CEDAW 2011*).

Some government programmes to support the establishment of small and medium-sized businesses have specifically targeted women. These include the Family Bank, established in 2007, which provides micro-credit as well as other services to support women entrepreneurs, and the Edbaa Bank (established in 2009), which provides micro-credit to low-income recipients. Women made up 65% of recipients of micro-credit loans from the Edbaa Bank, to the end of 2010 (*CEDAW 2011*).

Inheritance is governed by Sharia law, which provides guidelines for calculating inheritance shares. Al Gharaibeh outlines an important distinction between Bahrain's two primary Muslim sects; Sunni and Shiite. For example, in the absence of a direct male heir, Bahraini Shia interpretations allow daughters to inherit the full estate of a deceased father. By contrast, Sunni traditions oblige daughters to share such an inheritance with the brothers or other male relatives of the deceased. At the same time, a Shiite wife cannot inherit land, only moveable property.

2.2.5 Leadership and Political Rights

Bahraini women have a more liberal situation than women in other Middle Eastern countries. Bahraini women have had the right to vote since 2002. In 2014, 46.41% of voters in the Municipal Council and Representative Council elections were women (SCW 2015).

A woman was directly elected onto a Municipal Council for the first time in 2010 and in 2014, women made up 22.5% of the Shura Council members. In 2015, there were 21 female judges in Bahrain. Bahrain has also had female Ministers.

Generally speaking, there is a gap in leadership position in Bahrain as shown in **Table 2.2** which shows the number of men and women in select high positions.

Table 2.2 Number of Men and Women per Leadership Position, October 2015

Position	Number of women	Number of Men	Percentage of Women	Percentage of Men
Minister	1	19	5%	95%
Deputy Minister	3	29	9%	91%
Council of Representative Member	3	37	7.5%	92.5%
Shura Council Member	9	31	22.5%	77.5%
Municipal Council Member	3	27	10%	90%

In 2011, UNDP Bahrain, in partnership with the Supreme Council for Women, supported an advocacy campaign for women's participation in the parliamentary by-elections for eighteen vacant seats. As a result, three additional women were elected, raising the number of elected female MPs from one to four among 40 MPs in total.

Bahraini women have assumed leading positions in various fields of work and responsibilities, including high holding, high diplomatic and decision-making posts. This is reflected in its Gender Inequality Index (GII) value of 0.258 (HDR 2013), ranking it 45 out of 148 countries in the 2012 index. In Bahrain, 18.8% of parliamentary seats are held by women.

2.2.6 Quality of Life and Health Care

There is no evidence that access to health care is discriminatory in Bahrain.

Life expectancy for women increased from 75.9 to 77.4 and for men from 74.2 to 75.8 during the period between (2000-2015) reflecting improved life conditions and better healthcare. This is further reflected in decreased infant mortality (for children under five) from 9.6 to 8.2 per 1000 from 2010-2013.

The number of women diagnosed with chronic illnesses between the year 2010-2014 significantly dropped from 18,935 to 8,489. A rise in the number of female participants in nutrition, health, physical fitness, self-examination and smoking prevention programs has increased from 574 in 2013 to 3,505 to 2014 (*SCW, 2015*).

Abortion is provided in cases when the mother's health is in danger and there is no evidence that female genital mutilation (FGM) is practiced in Bahrain (*CEDAW, 2007*).

2.2.7 Civil Liberties

The law provides for freedom of movement and access to public space for all persons. Women do not need permission from their husband or guardian to obtain a passport and it is illegal for a husband to confiscate his wife's travel documents. However, married women in Bahrain are legally required under Sharia law to live in the matrimonial home (chosen by the husband). It remains socially unacceptable for unmarried women to live alone.

On the other hand, migrant women workers face legal restrictions on their freedom of movement, as their legal status in the country is dependent on their employers. They cannot leave the country until their employer has cancelled their work visa, and must wait one year before they can change jobs within Bahrain (*Human Right Watch 2012*).

Until 2015, there was no criminal or civil legislation in place in Bahrain protecting women from domestic violence. Law No. 17 of 2015 concerning Protection against Domestic Violence specifies that physical, psychological and sexual domestic abuse is punishable by imprisonment for not more than three months and/or a fine not more than 200 Bahraini Dinars (BD).

Furthermore, under the Penal Code, rape is a criminal offence in Bahrain; the punishment is life imprisonment; however, the law does not recognize the concept of spousal rape.

Sexual harassment is illegal in Bahrain under provisions of the Criminal Code; this includes verbal harassment as well as physical. No information was found regarding the existence of any mechanisms or measures in place to ensure implementation of the legal provisions relating to sexual harassment.

Sexual harassment appears to be a problem in Bahrain, but is widely underreported, as women are fearful of bringing shame upon themselves and of the potential negative impact on their careers, and because of the lack of support to victims.

All sex outside of marriage is illegal. So called 'honour' killings are punishable under Bahraini law, but provisions in the Penal Code allow for lower penalties if a crime is committed in anger by a man against his wife or sister, when he discovers his wife in the act of adultery, or his sister in the act of fornication.

2.2.8 NGOs and Support Groups

Isolated and small women's movements have existed since 1950, in addition to women's participation in male-directed political parties and movements. In 1994 women participated actively in anti-government protests. Since 2001, women's activists have worked under the umbrella of the Supreme Council for Women (SCW), headed by the king's first wife Sheikha Sabika bint Ibrahim al-Khalifa. The council promotes women's rights mainly in these areas: economic, political and within the family. Moreover, also in 2001, the Bahrain Women Union (BWU) was created. This union of 12 women's association works for women's economic, social and political empowerment.

UNDP Bahrain works in partnership with national institutions to strengthen the capacities of women to empower them to occupy positions of leadership and to provide women with new work opportunities. In addition, efforts will continue towards activating the rights detailed in international instruments and implementing national strategies guaranteeing equality for women. In order to evaluate the impact of development strategies, disaggregated data and budgeting must also be considered. These are the key areas in which UNDP will provide support to women's empowerment in Bahrain.

2.2.9 Disabled Groups

In September 2014, the number of disabled individuals registered with the Ministry of Development and Social Affairs was estimated to be 9312 (source: A brief on the status of the disabled in the Kingdom of Bahrain and the challenges facing them (In Arabic), May 2015).

Many challenges face the disabled, especially disabled children and their families. These challenges include psychological stress that cannot always be assessed and quantified, and financial pressure that results from the need to enroll disabled children in special schools and facilities, in addition to extensive medical bills. Furthermore, social

impacts may arise from disability. Social ties often suffer with friends and neighbor, or between the disabled and their siblings, or between parents of the disabled child.

In Bahrain, the law protects the rights of persons with disabilities and a variety of governmental, semi-governmental and religious institutions are mandated to support and protect persons with disabilities. Law 74 of 2006 regarding rehabilitations and disabled individuals Article 11 states that companies with more than 50 employees (working in one place or in different places) must employ special needs people nominated by the Minister of Labour or from their own will. The number of disabled employees must be not less than 2%. The company must employ the disabled in position for which they have been trained and other suitable jobs. In all cases, the company must notify the Ministry of Labour in writing within ten days of employing the disabled person.

Other laws put in place for the protection of the disabled include:

- Law no 59 of 2014 (amending Article 5 of Law no 74 of 2006) and Law no 40 of 2010 (amending provisions of Law no 74 of 2006) regarding care and rehabilitation and employment of the disabled;
- Law no 22 of 2011 ratifying the agreement of on disabled rights.

The Ministry of Health provides various services to the disabled including home visits and home care, priority of service in health centers in addition to routine checkups, prenatal care, treatment and awareness campaigns.

In 2007, the High Committee for Disabled Affairs was established under the Ministry of Labour and Social Affairs. The Committee deals with rehabilitation efforts and counseling for the disabled and their families.

Other mechanisms for help and support for disabled Bahrainis are through the Disabled Services Centre, headquartered in Manama. This service centre specialises in employing and training the disabled, educating and providing social services to the disabled and their families, creating a support system for the disabled, and conducting special research on disabilities.

3 GENDER AND SOCIAL ANALYSIS

With education provided equally for boys and girls in the Kingdom of Bahrain, women are publicly active and are well represented in commerce and industry. There are established active women's societies and organisations at both the community and national level. However, there are more females recorded as unemployed than males. In 2015, the unemployment rate was reported at 3.1%, 2.7% of which were females.

Although women were given the right to stand for election and vote in 2002, there is a significant difference in the number of males and females in office (**Table 2.1, 2015**). Looking at the 2015 statistics, at the Ministerial level there is only one woman as opposed to 19 men in the Cabinet. At the local level there were 3 women as opposed to 27 men.

Due to the large male immigrant population working in the construction sector, there are substantially more males aged between 20 and 49 (**Figure 2.1, 2017**). These men are based largely in bachelor-style living accommodation, outside the main towns and villages of the Kingdom. The men live in dormitory style rooms with central cooking and recreation facilities. With regard to the Bahraini population the numbers of males and females is roughly equal at 49.3% female and 50.7% male.

In 2016 there were approximately 3,000 people working in the agriculture sector of Bahrain (CIO, 2016). This is a sector that is dominated by men. A survey undertaken by the FAO in 2008 found that the total economically active population in agriculture was only 3 000, all of whom were men¹.

Vulnerable groups such as families with low incomes, single-parent families, the disabled or the elderly may face challenges in the implementation of new technologies for water demand management. Similarly, construction and domestic workers living in shared accommodation on very low wages are at risk from being financially affected by the project.

The key issue identified by the analysis is that decision-making and policy development is lead by affluent men and women and vulnerable social groups are poorly represented at policy making level. Therefore, it is important that policy makers engage with stakeholder and plans and policy proposals are reviewed by a representative range of stakeholders. Stakeholders should include equal representation of women and men and should also include representatives of appropriate vulnerable groups, including: disabled persons, low income families, single parents and the elderly. Stakeholder engagement activities should be recorded and documented to include identification of how the views of women and vulnerable groups have been considered in development of policy and plans that may impact their interests.

¹ Irrigation in the Middle East region in figures – AQUASTAT Survey 2008

4 GENDER AND SOCIAL INCLUSION ACTION PLAN

The activities will mainly comprise policy and legislation development by public sector institutions. Some activities in Component 2 will involve small-scale construction works and will require the employment of design engineers and construction contractors.

Table 4.1 provides the recommended Gender Social Inclusion Action Plan for the Project Components, based on the project scope and the Gender and Social Assessment.