



Bahrain:

Discrimination in Appointments to high-ranking official positions regarding families loyal to the government

(A Report to the Committee in the Elimination of Racial Discrimination)

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Introduction

Discrimination in Bahrain is one of the main factors that are referred to as the reason behind the current crisis in the country since February 2011. Although Bahrain is a signatory to the International Covenants on Civil and Political Rights, as well as the International Convention on the Elimination of All Forms of Racial Discrimination, it has its own legislation that provides for respect for Human rights, as well as equality in the right to occupy public jobs (Constitution of the Kingdom of Bahrain, Article 16-a). However, the occurring reality reveals its contradiction to the legal text, through the carried out appointments, which are not subject to standards of transparency and competition, and are not based on the factors of merit and worthy. Rather, they are based on influence, acquisition, and distribution according to the criterion of loyalty, and this matter still ignites the political crisis in Bahrain.

As it is known from Article 1 of the Universal Declaration of Human Rights, discrimination is based on multiple motives, such as race, color, sex, language, religion, political opinion or any other opinion. Discrimination in Bahrain takes many forms, which are summarized in the way of dealing with part of the citizens on the basis of socially, politically, economically or legally deficient citizenship, which results in a state of exclusion and marginalization that deprives citizens of their acquired rights by citizenships. These rights have been enshrined and protected by international legal texts, most notably the right to participate in elections by equal public voting, the right to participate in government, and the right to equal access to public jobs. (UN International Convention on the Elimination of All Forms of Racial Discrimination (1965), Article 6; International Covenant on Civil and Political Rights (1966), Article 2)

In this report, we analyze the senior positions in the state in the three legislative, judicial and executive authorities, through decrees, royal orders and ministerial decisions issued between 1970 and 2021, to read the trend of the discrimination index in Bahrain. The report searches for the most obvious and important indicators of discrimination in the studied sample, most notably sectarian discrimination. Hundreds of appointments to senior positions and general government jobs, which were acquired by the Al Khalifa family and families loyal to the government, were analyzed.

Discrimination in appointments: Al Khalifa has the largest number of official appointments

A review of the official gazettes in Bahrain shows that the number of appointments of persons from the ruling family reached 627 in the period from November 08, 1970 to June 17, 2021. They were carried out through Emiri decrees issued by the former Emir, Sheikh Isa bin Salman Al Khalifa, 263 Emiri decrees issued by King Hamad bin Isa bin Salman Al Khalifa before he became king, royal decrees issued by King Hamad bin Isa bin Salman Al Khalifa after assuming the reins of power, and 101 decisions issued by the Cabinet.

Statistical Analysis

A statistical analysis was conducted through reviewing 338 official gazettes issued between January 19, 1970 and May 19, 2021 and included 578 appointment orders for senior state jobs and general positions for 11 families loyal to the government. This analysis shows the extent of discrimination on a tribal and family basis against Sunni and Shia Bahraini citizens, by allocating these jobs to 11 families, 10 of whom are from the Sunni sect, and one from the Shia sect, which is the Al-Arrayed family. These families were granted 222 senior positions in the state and 578 general positions. The percentage of senior positions obtained by all these families with respect to general positions is 38.41%. The percentage of discrimination increased in 2011-2021 by granting these families 104 senior positions in the state and 236 general positions. (Attached is a statistical table of all the positions that families obtained in the period between 1970 – 2021.)

The names of the families are: Al-Binali, Al-Buainain, Al-Jalahma, Al-Dosari, Al-Thawadi, Al-Zayani, Al-Suwaidi, Al-Arrayed, Al-Musallam, Al-Moawda, and Al-Nuaimi.

Issuance Numbers published in the official gazette by the government that were reviewed:

| Issuance Numbers in the official gazette | | | | |
|-------------------------------------------------|------|------|------|------|
| 851 | 851 | 851 | 851 | 851 |
| 905 | 905 | 905 | 905 | 905 |
| 941 | 941 | 941 | 941 | 941 |
| 988 | 988 | 988 | 988 | 988 |
| 1025 | 1025 | 1025 | 1025 | 1025 |
| 1052 | 1052 | 1052 | 1052 | 1052 |
| 1068 | 1068 | 1068 | 1068 | 1068 |
| 1104 | 1104 | 1104 | 1104 | 1104 |
| 1109 | 1109 | 1109 | 1109 | 1109 |
| 1126 | 1126 | 1126 | 1126 | 1126 |

| | | | | |
|------|------|------|------|------|
| 1128 | 1128 | 1128 | 1128 | 1128 |
| 1132 | 1132 | 1132 | 1132 | 1132 |
| 1138 | 1138 | 1138 | 1138 | 1138 |
| 1146 | 1146 | 1146 | 1146 | 1146 |
| 1153 | 1153 | 1153 | 1153 | 1153 |
| 1154 | 1154 | 1154 | 1154 | 1154 |
| 1201 | 1201 | 1201 | 1201 | 1201 |
| 1318 | 1318 | 1318 | 1318 | 1318 |
| 1346 | 1346 | 1346 | 1346 | 1346 |
| 1348 | 1348 | 1348 | 1348 | 1348 |
| 1362 | 1362 | 1362 | 1362 | 1362 |
| 1372 | 1372 | 1372 | 1372 | 1372 |
| 1427 | 1427 | 1427 | 1427 | 1427 |
| 1475 | 1475 | 1475 | 1475 | 1475 |
| 1489 | 1489 | 1489 | 1489 | 1489 |
| 1586 | 1586 | 1586 | 1586 | 1586 |
| 1645 | 1645 | 1645 | 1645 | 1645 |
| 1665 | 1665 | 1665 | 1665 | 1665 |
| 1702 | 1702 | 1702 | 1702 | 1702 |
| 1801 | 1801 | 1801 | 1801 | 1801 |
| 1806 | 1806 | 1806 | 1806 | 1806 |
| 1824 | 1824 | 1824 | 1824 | 1824 |
| 1859 | 1859 | 1859 | 1859 | 1859 |
| 1861 | 1861 | 1861 | 1861 | 1861 |
| 1885 | 1885 | 1885 | 1885 | 1885 |
| 1888 | 1888 | 1888 | 1888 | 1888 |
| 1907 | 1907 | 1907 | 1907 | 1907 |
| 1941 | 1941 | 1941 | 1941 | 1941 |
| 1942 | 1942 | 1942 | 1942 | 1942 |
| 1993 | 1993 | 1993 | 1993 | 1993 |
| 2040 | 2040 | 2040 | 2040 | 2040 |
| 2054 | 2054 | 2054 | 2054 | 2054 |
| 2055 | 2055 | 2055 | 2055 | 2055 |
| 2056 | 2056 | 2056 | 2056 | 2056 |
| 2057 | 2057 | 2057 | 2057 | 2057 |
| 2065 | 2065 | 2065 | 2065 | 2065 |

| | | | | |
|------|------|------|------|------|
| 2121 | 2121 | 2121 | 2121 | 2121 |
| 2121 | 2121 | 2121 | 2121 | 2121 |
| 2159 | 2159 | 2159 | 2159 | 2159 |
| 2170 | 2170 | 2170 | 2170 | 2170 |
| 2172 | 2172 | 2172 | 2172 | 2172 |
| 2182 | 2182 | 2182 | 2182 | 2182 |
| 2185 | 2185 | 2185 | 2185 | 2185 |
| 2203 | 2203 | 2203 | 2203 | 2203 |
| 2206 | 2206 | 2206 | 2206 | 2206 |
| 2213 | 2213 | 2213 | 2213 | 2213 |
| 2235 | 2235 | 2235 | 2235 | 2235 |
| 2236 | 2236 | 2236 | 2236 | 2236 |
| 2244 | 2244 | 2244 | 2244 | 2244 |
| 2254 | 2254 | 2254 | 2254 | 2254 |
| 2283 | 2283 | 2283 | 2283 | 2283 |
| 2301 | 2301 | 2301 | 2301 | 2301 |
| 2307 | 2307 | 2307 | 2307 | 2307 |
| 2308 | 2308 | 2308 | 2308 | 2308 |
| 2344 | 2344 | 2344 | 2344 | 2344 |
| 2352 | 2352 | 2352 | 2352 | 2352 |
| 2362 | 2362 | 2362 | 2362 | 2362 |
| 2368 | 2368 | 2368 | | |

The percentage of the positions held by families loyal to the government in specific time periods

Instructions for analyzing the table:

- The '*Senior out of General Positions*' column is for the overall percentage of senior positions out of the general positions that the family obtained.
- The '*Family Senior Positions*' column is for the percentage of the senior positions of the family compared to the other families in the same time period.
- The '*Family General Positions*' column is for the percentage of the general positions of the family compared to the other families in the same period of time.
- Final cell: Grand total: Tribal distribution in the state: 11 families.
- The percentage of senior positions out of general positions with respect to the time period

| Family Name | Time Period | Senior Positions | General Positions | Percentage | | |
|---------------------|--------------|------------------|-------------------|---------------------------------|-------------------------|--------------------------|
| | | | | Senior Out Of General Positions | Family Senior Positions | Family General Positions |
| Al-Binali (Sunni) | 1970 to 2002 | 2 | 12 | 16.67% | 4.00% | 7.36% |
| | 2003 to 2010 | 4 | 17 | 23.53% | 5.88% | 9.50% |
| | 2011 to 2021 | 3 | 9 | 33.33% | 2.88% | 3.81% |
| | 1970 to 2021 | 9 | 38 | 23.68% | 4.05% | 6.57% |
| Al-Buainain (Sunni) | 1970 to 2002 | 3 | 9 | 33.33% | 6.00% | 5.52% |
| | 2003 to 2010 | 12 | 17 | 70.59% | 17.65% | 9.50% |
| | 2011 to 2021 | 21 | 34 | 61.76% | 20.19% | 14.41% |

| | | | | | | |
|--------------------|--------------|----|-----|--------|--------|--------|
| | 1970 to 2021 | 36 | 60 | 60.00% | 16.22% | 10.38% |
| Al-Jalahma (Sunni) | 1970 to 2002 | 4 | 12 | 33.33% | 8.00% | 7.36% |
| | 2003 to 2010 | 2 | 6 | 33.33% | 2.94% | 3.35% |
| | 2011 to 2021 | 2 | 9 | 22.22% | 1.92% | 3.81% |
| | 1970 to 2021 | 8 | 27 | 29.63% | 3.60% | 4.67% |
| Al-Dosari (Sunni) | 1970 to 2002 | 3 | 20 | 15.00% | 6.00% | 12.27% |
| | 2003 to 2010 | 10 | 33 | 30.30% | 14.71% | 18.44% |
| | 2011 to 2021 | 24 | 65 | 36.92% | 23.08% | 27.54% |
| | 1970 to 2021 | 37 | 118 | 31.36% | 16.67% | 20.42% |
| Al-Thawadi (Sunni) | 1970 to 2002 | 5 | 20 | 25.00% | 10.00% | 12.27% |
| | 2003 to 2010 | 4 | 16 | 25.00% | 5.88% | 8.94% |
| | 2011 to 2021 | 6 | 22 | 27.27% | 5.77% | 9.32% |
| | 1970 to 2021 | 15 | 58 | 25.86% | 6.76% | 10.03% |
| Al-Zayani (Sunni) | 1970 to 2002 | 11 | 30 | 36.67% | 22.00% | 18.40% |
| | 2003 to 2010 | 6 | 17 | 35.29% | 8.82% | 9.50% |
| | 2011 to 2021 | 8 | 22 | 36.36% | 7.69% | 9.32% |
| | 1970 to 2021 | 25 | 69 | 36.23% | 11.26% | 11.94% |
| | 1970 to 2002 | 0 | 1 | 0.00% | 0.00% | 0.61% |

| | | | | | | |
|---------------------|--------------|----|----|---------|--------|--------|
| Al-Suwaidi (Sunni) | 2003 to 2010 | 1 | 5 | 20.00% | 1.47% | 2.79% |
| | 2011 to 2021 | 7 | 14 | 50.00% | 6.73% | 5.93% |
| | 1970 to 2021 | 8 | 20 | 40.00% | 3.60% | 3.46% |
| Al-Arrayed (Shia) | 1970 to 2002 | 12 | 28 | 42.86% | 24.00% | 17.18% |
| | 2003 to 2010 | 7 | 23 | 30.43% | 10.29% | 12.85% |
| | 2011 to 2021 | 7 | 19 | 36.84% | 6.73% | 8.05% |
| | 1970 to 2021 | 26 | 70 | 37.14% | 11.71% | 12.11% |
| Al-Musallam (Sunni) | 1970 to 2002 | 7 | 11 | 63.64% | 14.00% | 6.75% |
| | 2003 to 2010 | 5 | 11 | 45.45% | 7.35% | 6.15% |
| | 2011 to 2021 | 5 | 5 | 100.00% | 4.81% | 2.12% |
| | 1970 to 2021 | 17 | 27 | 62.96% | 7.66% | 4.67% |
| Al-Moawda (Sunni) | 1970 to 2002 | 0 | 5 | 0.00% | 0.00% | 3.07% |
| | 2003 to 2010 | 12 | 19 | 63.16% | 17.65% | 10.61% |
| | 2011 to 2021 | 9 | 19 | 47.37% | 8.65% | 8.05% |
| | 1970 to 2021 | 21 | 43 | 48.84% | 9.46% | 7.44% |
| Al-Nuaimi (Sunni) | 1970 to 2002 | 3 | 15 | 20.00% | 6.00% | 9.20% |
| | 2003 to 2010 | 5 | 15 | 33.33% | 7.35% | 8.38% |
| | 2011 to 2021 | 12 | 18 | 66.67% | 11.54% | 7.63% |

| | | | | | | |
|-------------|--------------|-----|-----|--------|-------|-------|
| | 1970 to 2021 | 20 | 48 | 41.67% | 9.01% | 8.30% |
| Grand Total | 1970 to 2002 | 50 | 163 | 30.67% | | |
| | 2003 to 2010 | 68 | 179 | 37.99% | | |
| | 2011 to 2021 | 104 | 236 | 44.07% | | |
| | 1970 to 2021 | 222 | 578 | 38.41% | | |