



**Kingdom of Bahrain**

**United Nations Development Programme**

**Multi-sectoral Drug Control Assistance to the Government of the  
Kingdom of Bahrain**

**Summary of project background, justification, outcome and strategy**

Brief description: The main objective of this project is to develop a sustainable and comprehensive drug control programme to counter illicit drug trafficking and to reduce the abuse of drugs in Bahrain, which will be achieved through the following: 1) The establishment of an Inter-Ministerial Committee for Drug Control to coordinate the development and monitoring of a National Strategic Drug Control Plan; 2) The development of a supply reduction programme action plan to support the national drug control and law enforcement authorities in countering illicit drug trafficking to and from the country; 3) The development of a coordinated demand reduction programme action plan with the aim of strengthening the country's demand reduction capacity and implementing effective demand reduction measures. 4) The creation of a national drug control strategy.

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Country: **Kingdom of Bahrain**

UNDAF Outcome(s)/Indicator(s):

*(Link to UNDAF outcome, if no UNDAF, leave blank)*

Expected Outcome(s)/Indicator (s):

*(CP outcomes linked to the SRF/MYFF goal and service line)*

*Increased use by decision makers of sustainable human development concepts in policy formulation and implementation.*

Expected Output(s)/Indicator(s):

*(CP outcomes linked to the SRF/MYFF goal and service line)*

Implementing partner:

*(Designated institution/Executing agency)*

**Ministry of the Interior**

Other Partners:

*(Formerly implementing agencies)*

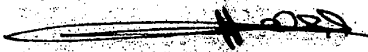
**UNODC & Others**

Programme Period: **2003-2007**  
Programme Component (MY FF):  
Project Title: Multi-sectoral Drug Control Assistance to the  
Government of the Kingdom of Bahrain  
Project ID: **00052107**  
Project Duration: 3 yrs  
Management Arrangement: **NEX**

Budget: **\$ 520,000**  
General Management Support Fee **\$ 15,600**  
Total budget: **\$ 535,600**  
Allocated resources:  

- Government **\$ 535,600**
- Regular
- Other:

**Agreed by Executing Agency: H.E. Lt. General Shaikh Rashid Bin Abdulla Al Khalifa, Minister of the Interior**

  
26<sup>th</sup> June 2006

**Agreed by UNDP: Mr. Sayed Aqa, UNDP Resident Representative**

  
26<sup>th</sup> June 2006

## Part I: Situation Analysis

The geographical location of the Kingdom of Bahrain at the heart of the Gulf region, with its complicated common boundaries and its close proximity to neighboring GCC countries, makes Bahrain extremely vulnerable in terms of being used as a transit area for drug trafficking. At present, the country is used as a point of transit for a variety of illegal drugs, including heroin and cannabis from Iran and other countries in the vicinity of the Gulf region, as well as, to a lesser degree, psychotropic substances originating from South East Asia. In most cases, these drugs are entering into the country via the border points with Saudi Arabia or through the Bahrain International Airport, which is considered to be one of the largest transit airports in the region. Moreover, in view of the increasing demand for drugs in the country (in particular heroin and cannabis), the trafficking of drugs into Bahrain is considered by national authorities to have increased significantly in the last couple of years.

According to the annual Bahrain Statistical Drug Seizure Reports prepared by the Ministry of Interior, the seized quantity of the cannabis herb during the year 2000 was 7.4 kg, which significantly increased to 800.9 kg in 2004. Heroin seized during the period from 2000-2002 averaged 1.3 kg per year; however, the number of seizures saw a sudden and dramatic increase to 11.2 kg in 2003, and 9.6 kg in 2004, which could be attributed to the opening of a new heroin trafficking route through Iraq. The Narcotic Section within the Criminal Investigation Directorate (CID) of the Ministry of Interior has indicated that the seizure of drugs and related arrests for the years 2003 and 2004 shows an increasing trend for cannabis, heroin and psychotropic drugs. Between 2000 and 2003, the seized quantity of amphetamine tablets averaged 140 per year; whereas, in 2004 alone, the seized quantity amounted to 3.8 million tablets.

As a result, drug law enforcement and border control agencies in Bahrain are in serious need of updated and specialized training and equipment for their drug enforcement officials and staff in order to enhance their drug identification and interdiction capabilities and, in so doing, increase the total amount of drugs seized in the country on an annual basis. Currently, only 9-10 kg of heroin is seized in the country each year, although the supply of heroin needed to meet the demand in Bahrain is considered to be significantly higher. As it is normally assumed that one heroin user will need 0.05g per day, it follows that one thousand users would require about 18.25 kg of heroin per year. Given the estimate that there are up to 20,000 drug users in the country (including heroin users), the actual amount of heroin trafficked into the country is much higher than the current amount seized.

According to data from the Ministry of Health, the National Drug & Alcohol Rehabilitation Centre, and from the national drug authorities, the official number of registered drug users in Bahrain is about 3,200 (averaging 100 new cases per year from 2000-2004), who are enrolled in the out-patient treatment programme at the centre and are considered to be poly-drug users (including the use of heroin). Officials from the Ministry of Health have estimated that the actual number of drug users in Bahrain amounts to approximately 20,000-30,000 users. Out of a total population of 707,160 in 2004, these figures can almost be considered as epidemic.

The increase in the abuse of drugs in the country raises the concern of a possible linkage between drug abuse and HIV/AIDS through intravenous drug use, as well as

related to risky sexual behavior under the influence of drugs. In 2002, there were 107 cases of AIDS and 139 cases of HIV reported in Bahrain, 69% of which was contracted through intravenous drug use. As such, any national drug control programme developed and implemented in the country would largely benefit from coordination with the ongoing national HIV/AIDS programme between the Ministry of Health and UNDP, in hopes of more effectively preventing the dangerous spread of HIV through risky drug behavior (i.e. sharing of needles among IDUs). Furthermore, the number of recorded drug overdose cases resulting in death also indicates an increasing abuse of illicit drugs. In 2002, only 11 cases of death by overdose were officially recorded; however, the number of cases increased to 34 in 2003 and 54 in 2004. **According to the Health Statistics in 2003 the number of deaths of Bahraini citizens was 1,738. Consequently, the number of death cases from drug overdose represents approximately 3.1% which is relatively high for a country like Bahrain.**

Thus, in light of all the above, it is evident that the Government of Bahrain is urgently in need of coordinated development assistance in the area of drug control, particularly in developing comprehensive national strategies and action plans to reduce the rising level of illicit drug trafficking and drug abuse in the country, and in establishing an integrated mechanism to ensure effective coordination among the concerned drug enforcement authorities.

## **Part II: Strategy**

The threats and challenges posed by the current drug situation in Bahrain are of a major concern for the country. It is widely recognized by all parties involved that with the current level of drug trafficking and drug abuse on the rise, especially among the most vulnerable groups in Bahrain (i.e. youth), there is an urgent need for effective countermeasures to prevent the situation from further deteriorating. As a result, the UN system has responded promptly to this national concern in order to provide the Government of Bahrain with the much-needed international support and technical expertise in this area.

The overall objective of this project is to develop a sustainable and comprehensive drug control programme to counter illicit drug trafficking and to reduce the abuse of drugs in Bahrain, which will be achieved through the following specific objectives:

- 1. The establishment of an Inter-Ministerial Committee for Drug Control to coordinate the development and monitoring of a National Strategic Drug Control Plan;**
- 2. The development of a supply reduction programme action plan to support the national drug control and law enforcement authorities in countering illicit drug trafficking to and from the country;**
- 3. The development of a coordinated demand reduction programme action plan in Bahrain aimed at strengthening the country's demand reduction capacity and implementing effective demand reduction measures.**

#### 4. The Creation of a National Drug Control Strategy

The activities and costs associated with each of these objectives are outlined in the Project Results and Resources Framework (RRF) under Annex I.

Moreover, the project will focus on the following six outputs:

1. The structure, working arrangements, and membership of the Inter-Ministerial Committee for Drug Control reviewed and amended as appropriate.
2. A National Strategic Drug Control Plan developed.
3. A Rapid Situation Assessment (RSA) of the drug abuse problems in the country and its linkage to HIV/AIDS and related crime carried out with a special focus on youth.
4. A drug control law enforcement strategy and a three-year development plan within the framework of a general policing and rule of law strategy developed by ANGA to strengthen its institutional capacity.
5. The capacities of drug control and law enforcement staff developed through a drug control and enforcement training programme.
6. A National Strategic Action Plan on Demand Reduction prepared under the guidance of the Inter-Ministerial Committee for Drug Control in cooperation with other relevant partners.

The project will serve as the first phase of a larger, ongoing national drug control programme, and will be completed within a period of three years. UNDP will facilitate the achievement of the above-mentioned objectives and outputs by providing technical assistance (training and advisory services) from its vast global network of development experts and resources in order to ensure that all project-related activities are successfully completed and financial resources are effectively mobilized. The experts hired under the project will support the Ministry of Interior and other partners in capacity-building and training programmes within the framework of the activities and objectives of this project.

The Ministry of Interior will be the main project beneficiary, although the Ministry of Education, Ministry of Health, General Organization on Youth and Sports (GOYS), Ministry of Justice, Customs, Ports Authority and several NGOs will also benefit from the implementation of this project.

### Part III: Management Arrangements

#### Roles and responsibilities:

The project will be executed by the Ministry of Interior, which will be the entity responsible for the overall management of specific programme activities, including accountability for the production of outputs, achievement of objectives and for the effective use of UNDP resources. The experience and expertise of the UN agencies and international bodies (i.e. UNODC) will be utilized as 'other partners' to support the execution of the project. During the inception of the project and the creation of the **Inter-Ministerial Committee (IMC)**, the IMC will become the formal decision making body of the project. The IMC will be comprised of the main stakeholders, such as the Ministry of Interior, Ministry of Education, Ministry of Health, GOYS, Ministry of Justice, Ports and Customs Authority and UNDP and others that will be decided by the IMC. The IMC's main responsibilities will be to provide policy level guidance, review and endorse workplans, review and approve project progress, and endorse substantive revisions to the project and workplan, and receive the final report. **The IMC will be chaired by the Ministry of Interior.**

For ensuring synergies and coordination for the project implementation, the project will establish a **Technical Committee (TC)** composed of the **Inter-Ministerial Committee (IMC)** members and other institutions that will be decided by the IMC. The TC will meet regularly, at least every three months. The TC will support developing and implementing the workplan of the project, after receiving the approval from the IMC, and ensuring the timely achievement of high-quality project outputs. It will also facilitate the availability of data, reports and other inputs for reaching the objectives of the project successfully. The International/national consultants will work closely with the TC members during the implementation stages.

A **Project Director (PD)** will be selected to manage the daily activities of the project and coordinate the work of any administrative staff and consultants. The PD will be a member of the TC and in consultation with the TC, will submit the workplans, progress reports and other policy documents to the IMC for receiving final approvals. The PD will be in charge of monitoring results and utilizing project and consultants for regular and in-depth evaluation of project activities both at the output and outcome levels. The PD may chair the TC meetings. Provisions will be made available for an administrative support team to assist the PD in organizing and executing the project activities. All financial reports required under the project in accordance with UNDP rules and regulations, will be prepared by the PD for endorsement by the IMC prior to their submission to UNDP.

#### UNDP

UNDP will facilitate the implementation of the project and the creation of partnerships among stakeholders. UNDP will use its global and local knowledge networks to provide the timely and most appropriate technical solutions and advice to the project and will support monitoring and evaluating the implementation of the project activities in accordance with the policies and procedures established for this purpose by UNDP.

#### **Part IV: Monitoring and Evaluation**

The project will be subject to quarterly reviews and a final comprehensive review at the end of the project. UNODC and/or other international bodies may be invited to take part at the review meetings if so deemed necessary. The first project review meeting will be held within three months of the start of the project's full implementation. The **PD** shall prepare and after consultation with the **SC**, submit to the **IMC** the necessary progress reports in preparation for such review meetings, preferably using the UNDP Project Progress Report format.

#### **Section V: Results Framework**

Please see the attached table (Annex I)

ANNEX I

**PROJECT RESULTS AND RESOURCES FRAMEWORK**

<b>Intended Outcome as stated in the Country Programme Results and Resources Framework:</b>			
<b>Outcome Indicators as stated in the Country Programme Results and Resources Framework:</b>			
<b>Partnership Strategy: Main partners will be:</b>			
a. The Ministry of Interior	b. The Ministry of Education	e. The Ministry of Justice	
c. The Ministry of Health	d. GOYS	f. Ports and Customs Authority	
<b>Project title and ID (ATLAS Award ID): <i>Multi-Sectoral Drug Control Assistance to the Government of the Kingdom of Bahrain</i></b>			
<u>Intended Outputs</u>	<u>Output Targets</u>	<u>Indicative Activities</u>	<u>Responsible Agency</u>
1. The structure, working arrangements and membership of the Inter-Ministerial Committee for Drug Control reviewed and amended as appropriate.	Project completion will be within three years	1.1 Consultation with the Head of the Inter-Ministerial Committee for Drug Control and its members to reach an agreement on its structure, working arrangement and membership.  1.2 <i>Committee workshop (2 w/d)</i> : Conduct a workshop of the revised Inter-Ministerial Committee for Drug Control to outline the functions of the Committee and to discuss and identify training needs.	UNDP, UNODC, Ministry of Interior(MOI) & IMC
			Consultants; Training and workshop costs <b>\$3,000</b>



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<b>Intended Outputs</b>	<b>Output Targets</b>	<b>Indicative Activities</b>	<b>Responsible Agency</b>
<b>Inputs</b>			
2. A Rapid Situation Assessment (RSA) of the drug abuse problems in the country and its linkage to HIV/AIDS carried out with a special focus on youth.	Project completion will be within three years.	<p>2.1 Prepare the implementation structure of the assessment.</p> <p>2.2 Recruit consultancy to undertake the assessment and related activities.</p> <p>2.3 Review and compile available data/information to identify the information gaps, geographic areas, and target groups to be covered.</p> <p>2.4 Develop a questionnaire and other research materials, taking into consideration existing standardized data collection instruments based on key drug abuse indicators.</p> <p>2.5 <i>RSA Training workshop (1x3w/d)</i>: Train the concerned staff in relevant quantitative and qualitative research methods.</p> <p>2.6 Carry out the RSA.</p> <p>2.7 Prepare the final report synthesising the quantitative and qualitative data as well as the pre-existing data through triangulation.</p> <p>2.8 Publish the results of the RSA.</p>	<p>Consultants; Workshops cost; <b>\$55,000</b></p> <p>UNDP, UNODC, MOI, TC &amp; IMC</p>

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<b>Intended Outputs</b>	<b>Output Targets</b>	<b>Indicative/Activities</b>	<b>Responsible Agency</b>
			<i>Inputs</i>
3. A drug control law enforcement strategy and a three-year development plan within the framework of a general policing and rule of law strategy developed by ANGA to strengthen its institutional capacity.	Project completion will be within three years	<p>3.1 <i>Drug Control Law Enforcement Strategy workshop (5 w/d):</i> Train the concerned staff from ANGA, Customs and other relevant drug control entities in order to strengthen their capacities to prepare and coordinate the strategic plan.</p> <p>3.2 <i>Strategic Management workshop (2 w/d):</i> Conduct a workshop for senior managers to upgrade their managerial capacities, which will also provide training on how to develop the National Strategic Drug Control Plan.</p> <p>3.3 <i>Planning and Organizational Strengthening workshop (3 w/d):</i> Conduct a workshop for middle managers to strengthen their operational capacities, which will include training on how to develop project designs and implementation plans.</p> <p>3.4 <i>Study Tour (1 w/w-4 staff):</i> Carry out a study tour to two countries for senior and middle level police officers in order for them to gain experience in the area of organizational structure, management and strategy development.</p>	UNDP, UNODC, MOL, TC & IMC  Consultants; Study Tour cost; Cost of workshops <b>\$55,000</b>

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<b>Intended Outputs</b>	<b>Output Targets</b>	<b>Indicative Activities</b>	<b>Responsible Agency</b>
<b>Inputs</b>			
4. The capacities of drug control and law enforcement staff developed through a drug control and enforcement training programme.	Project completion will be within three years	<p>3.5 Develop a drug control law enforcement strategy.</p> <p>3.6 Develop a three-year strategic development plan for ANGA, containing the appropriate performance targets and measures on which to evaluate the effectiveness of the organization and the sustainability of drug enforcement activities in the country.</p> <p>4.1 Conduct a comprehensive assessment of the training needs of the national drug control authorities, including ANGA, Customs, the Coastguard, Airport control, Dogs unit, among others.</p> <p>4.2 Based on the above assessment, prepare training curriculum, establish a training plan, produce training material and select the relevant participants.</p> <p>4.3 Identify and provide a list of the equipment required for the implementation of the training programme.</p>	<p>UNDP, UNODC, MOI, TC &amp; IMC</p>
			<p>Consultants; Cost of the assessment and the development of the training material; Costs associated with the implementation of the training courses. <b>\$265,000</b></p>

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Intended Outputs	Output Targets	Indicative Activities	Responsible Agency
	Project completion will be within three years	<p>4.4 Implement the training programme, which will consist of the following training courses for the relevant drug enforcement staff:</p> <ul style="list-style-type: none"> <li>- <i>Train the trainer's course:</i> Train 10 staff to subsequently deliver training in the drug enforcement field, including initial drug enforcement courses and search technique courses.</li> <li>- <i>Basic drug enforcement course:</i> Training course on basic drug recognition, relevant international and national legislation, investigation and evidence gathering, and informant handling.</li> <li>- <i>Advanced drug enforcement course:</i> Training course on advanced drug enforcement, including interview techniques, intelligence gathering, covert operations, searching techniques and synthetic substances.</li> <li>- <i>Surveillance techniques course:</i> Training course on foot and mobile surveillance, including covert surveillance and for drug enforcement staff operating on foot and mobile. Staff trained would be equipped to train subsequent national enforcement officers.</li> </ul>	UNDR, UNODC, MOI, TC & IMC
			<i>Inputs</i>

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<b>Intended Outputs</b>	<b>Output Targets</b>	<b>Indicative Activities</b>	<b>Responsible Agency</b>
	Project completion will be within three years	<ul style="list-style-type: none"> <li>- <i>Mobile surveillance course:</i> Training course in mobile surveillance, including surveillance for drug enforcement staff operating from vehicles.</li> <li>- <i>Synthetic substances and precursor chemical course:</i> Specialist training course on basic awareness information related to synthetic substance abuse, diversion and control of precursor chemicals, international and national legislation, and the safe dismantling of illicit laboratories.</li> <li>- <i>Controlled delivery course:</i> Specialist training course on controlled delivery operations.</li> <li>- <i>Selectivity and profiling techniques course:</i> Training course on selectivity and profiling techniques for the control of road vehicles.</li> <li>- <i>Jetway Training Course:</i> Training course on selectivity and profiling techniques, concealment methods, and intrusive and non-intrusive passenger, baggage and freight control (Jetway Training).</li> <li>- <i>Financial investigation course:</i> Specialist training course on the seizure of assets, tracing illicit financial transactions, relevant national legislation and international issues, including the Financial Action Task Force recommendations.</li> </ul>	UNDP, UNODC, MOI, TC & IMC
			<i>Inputs</i>

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<u>Intended Outputs</u>	<u>Output Targets</u>	<u>Indicative Activities</u>	<u>Responsible Agency</u> <u>Inputs</u>
5. A National Strategic Action Plan on Demand Reduction prepared under the guidance of the Inter-Ministerial Committee for Drug Control in cooperation with other relevant partners.	Project completion will be within three years	<p>5.1 <i>Drug demand reduction study</i>: Identify and recruit a consultant to assist in the assessment of current drug abuse prevention and treatment policies, activities and facilities.</p> <p>5.2 <i>National action plan seminar (3 w/d)</i>: Organize and conduct a seminar on drug demand reduction for members of the Inter-Ministerial Committee for Drug Control and other relevant partners, which will cover the following topics: demand reduction models, approaches, strategies and shared experiences; the role of NGOs and the media in drug abuse prevention and outreach activities; school based drug abuse prevention; the linkages between drug abuse and HIV/AIDS; approaches to treatment and rehabilitation; and the development of sustainable drug abuse monitoring systems and Action Plan implementation.</p> <p>5.3 <i>Demand reduction strategy training courses (4 w/d)</i>: Identify and train relevant staff in the area of demand reduction strategy development, monitoring of drug abuse trends, planning of demand reduction activities and the evaluation of impact.</p>	<p>Consultants; Cost of the seminar and training courses <b>\$130,000</b></p> <p>UNDP, UNODC, MOI</p>

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<b>Project title and ID (ATLAS Award ID): Multi-Sectoral Drug Control Assistance to the Government of the Kingdom of Bahrain</b>			
Intended Outputs	Output Targets	Indicative Activities	Responsible Agency
6. A National Strategic Drug Control Plan developed	Project completion will be within three years	5.4 Based on the above activities, the Inter-Ministerial Committee for Drug Control will draft a National Strategic Action Plan to guide the organization and development of drug demand reduction activities, which will be finalized after the RSA has been carried out in order to include its findings and recommendations in the draft plan. (Output 3).  5.5 Discuss and review the draft Action Plan with the concerned parties.  5.6 Finalize the National Strategic Action Plan on Demand Reduction and present it to the government for adoption.  6.1 Identify and hire one national consultant (Strategy Consultant) to assist the Inter-Ministerial Committee in developing the National Strategic Drug Control Plan.  6.2 Organize three inter-ministerial meetings to agree upon the developed Strategic Drug Control Plan.	UNDP, UNODC, MOI
			<u>\$12,000</u>

**Project Budget**

Components	Budget (US\$)
A. Inter-Ministerial Committee and National Strategic Drug Control Plan	\$ 15,000
B. Supply Reduction Programme	\$ 365,000
C. Demand Reduction Programme	\$ 140,000
<b>TOTAL</b>	<b>\$ 535,600</b>

**Schedule of Payment**

- At the signing of the project document: 50% of the total budget
- Balance amount to be paid prior to the beginning of each calendar year of project cycle in accordance with the project annual allocation.