

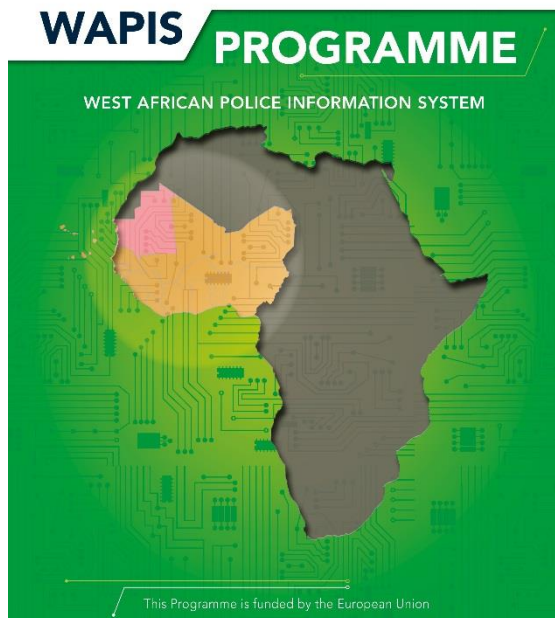


INTERPOL

EXECUTIVE SUMMARY

WAPIS Progress Report

Last updated 31 October 2018



Author : [REDACTED]

Date of publication: 4 November 2018

Original: English

Reference: [REDACTED]

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List of Abbreviations

AIRCOP	Airport Communication Project
CCSS	Committee of Chiefs of Security Services
DACORE	Data Collection and Registration (Centre)
DEVCO	Development and Cooperation Aid
ECOWAS	Economic Community Of West African States
EDF	European Development Fund
EEAS	European External Action Service
EU	European Union
EUCAP	European Union Capacity Building Mission
EULOs	European Liaison Officers (platforms)
IfS	Instrument for Stability
IT	Information Technology
KPI	Key Performance Indicators
LEA	Law Enforcement Agency
MoU	Memorandum of Understanding
NCB	(INTERPOL) National Central Bureau
PAJED	Programme d'Appui à la Justice et à l'Etat de Droit
PCMS	Plateforme de Coopération en Matière de Sécurité
RIP	Regional Indicative Programme
SEACOP	Seaport Communication Project
SOP	Standard Operating Procedure
SPOC	Single Point Of Contact
SRIEU	Special Representative of Interpol to the European Union
TOC	Transnational Organised Crime
UNODC	United Nations Office on Drugs and Crime
WANACO	WAPIS National Committee
WAPCCO	West African Police Chiefs Committee
WAPIS	West African Police Information System

1 BACKGROUND OF WAPIS

The West African Police Information System (WAPIS) Programme aims at responding to some of the security challenges faced by the West African countries, by allowing an effective collection of police information thanks to a centralized national system and by offering the possibility of sharing the information collected at national, regional and international levels.

The request to develop this system was put forward by the Economic Community of West African States (ECOWAS) in 2011. Every year since 2011, the WAPIS Programme has officially been endorsed both at ministerial level (Ministers in charge of security gathered in the framework of the Committee of Chief of Security Services - CCSS) and Heads of Police level (gathered in the framework of the West African Police Chiefs Committee – WAPCCO).

Implemented with the financial support of the European Union (EU), under the instrument contributing to stability and peace, two (2) phases of the WAPIS Programme have been successfully delivered. The first phase (September 2012 – September 2013) was intended as a preparation and planning phase, conducted in cooperation with pilot countries (Benin, Ghana, Mali and Niger – Mauritania as an observer). The second phase (October 2013 - February 2016) launched the implementation of the Programme in the four (4) pilot countries.

The transition to the third phase of the Programme (February 2016 – November 2018) supports the strengthening of police information systems in the broader West Africa region. An agreement with EU Commission for a no-cost extension for additional twelve 12 months of the implementation period is expected to be signed in the coming days, therefore pushing the end of the phase on 14 November 2019.

Expected results of this phase are that the WAPIS System be fully operationalized in the four (4) original pilot countries and that favorable conditions be created to enable collection, centralization, management and sharing of police data through the WAPIS System in the other four (4) countries: Burkina Faso, Chad, Cote d'Ivoire and Mauritania.

The third phase Programme, funded by the 11th European Development Fund started on 15 November 2017 for an implementation period of 55 months, with a budget of 28 million Euros. It consists of implementing the WAPIS System at the national level in all ECOWAS Member States and possibly

Mauritania, through operational and technical support as well as appropriate training sessions. This phase contemplates the development of a regional platform for data exchange. Citizens of ECOWAS member states benefit from the principle of free movement. Since organised crime and terrorism do not know borders, especially in West Africa where borders are porous, it is essential for law enforcement authorities in the region to be able to know quickly if an individual is wanted by another country or if an ID document or a vehicle is reported as stolen.

Finally, at the global level, each WAPIS System will be connected to the country's INTERPOL National Central Bureau (NCB) in order to share authorized national data globally through INTERPOL's I-24/7 system.

2 OVERALL WAPIS IMPLEMENTATION PROGRESS STATUS

Operationalization of the WAPIS System in the four pilot countries (Benin, Ghana, Mali, and Niger) is showing progress (although uneven depending on the country) and queries on the System have started in Benin and Ghana. The other two pilot countries will start querying the WAPIS System when its remote connections become operational, as a critical mass of data is now achieved. Progress is however hampered by delays in procurement of remote connections to the WAPIS System. This delay is also affecting INTERPOL I-24/7 connections in the respective countries.

Implementation in the four additional countries of the transition phase (Burkina Faso, Chad, Côte d'Ivoire, and Mauritania) has been well initiated through high-level support. Chad has put in place the legal framework necessary for the establishment of WAPIS System and has received the digitization workstations for the conversion of paper-based police data into electronic data. In Burkina Faso, government officials confirmed their willingness to keep the existing police information system (IRAPOL). As Burkina Faso has put in place a legal framework to govern the IRAPOL system, WAPIS programme will send new equipment to increase IRAPOL national coverage. The delivery of equipment in Côte d'Ivoire and Mauritania has been postponed as decided by the last WAPIS Steering Committee held in June 2018 in Abidjan. That same Steering Committee decided that failing to adopt the legal framework would cause the reallocation of upcoming donations of equipment from Cote d'Ivoire and Mauritania to other eligible beneficiary countries.

Implementation in the nine additional countries of the full third phase (Cape Verde, the Gambia, Guinea-Bissau, Guinea, Liberia, Nigeria, Senegal, Sierra Leone, and Togo) has been initiated. The WAPIS

Programme organised strategic visits in Cape Verde, [REDACTED], Liberia, Senegal, Togo, Nigeria, Gambia, and Sierra-Leone in order to get formal acceptance of the local authorities for the start of the WAPIS implementation. These missions have been a success because the respective national authorities reassured the Programme of their collaboration and support for the full and effective implementation of the System in their countries. The strategic visit to Guinea-Bissau will be completed in December 2018. The strategic visits were followed by technical missions in order to perform a police data management assessment. Based on the findings, country profiles have been developed for all the new implementing countries.

The study on regional data sharing mechanisms was presented to an ECOWAS Expert Committee, organised by the Programme. The Committee recommended a centralized system of data sharing. However, due to administrative, technical and financial constraints associated with this option, the Committee agreed on a transitional period of 4 years during which a decentralized system with direct and full data sharing would be used among ECOWAS member states. It's envisaged to use the I-24/7 channel for this sharing.

The final report on the overall situation of the AFIS system in West Africa was presented to ECOWAS Commission and EU Commission which agreed to launch their institutional process in order to sign the agreement on the funding of this component of the Programme estimated at 15 M€.

Cooperation with the G5 Sahel is successfully engaged with an agreement reached on an I-24/7 based connectivity for national G5 Sahel platforms and a roadmap for connectivity with the G5 Sahel Headquarters. So far, all five (5) INTERPOL National Central Bureaus in Burkina Faso, Chad, Mali, Mauritania and Niger have been renovated with WAPIS Programme funds, allowing the extension of the INTERPOL's I-24/7 secure network to four (04) of the national G5 Sahel platforms, except Chad that will be connected in the coming weeks.

Legal and institutional frameworks adopted thanks to the WAPIS Programme. The implementation of the Programme has allowed the adoption of laws on data protection and the creation of data protection authorities in Niger in accordance with the Supplementary Act A/SA.1/01/10 on Personal Data Protection within the ECOWAS.

The Programme has also enabled the adoption of an institutional legal framework to set out the basis of a implementation of the WAPIS Programme in the beneficiary countries. The following results are directly linked to the implementation of WAPIS Programme:

- Signature of the Memorandum of Understanding between Liberia and INTERPOL in October 2018 by the Liberian authorities;
- Signature of the Memorandum of Understanding between The Gambia and INTERPOL in October 2018 by the Gambian authorities;
- Signature of an agreement with EUCAP Sahel Mali, a European Union civilian mission based in Bamako, in October 2018;
- Signature of an agreement with EUCAP Sahel Niger, a European Union civilian mission based in Niamey, in April 2018;

The agreements between EUCAP Sahel and INTERPOL provide for EUCAP Sahel to assist in the follow-up of the WAPIS Programme activities implementation in these countries.

Moreover, negotiations on the Memorandum of Understanding are ongoing in the following countries: Cabo Verde, Ghana, Nigeria and Sierra Leone. The rest of the countries will soon follow.

Developing an effective training strategy in collaboration with INTERPOL's Capacity Building Directorate, an Instructor Development Course (IDC) was delivered to WAPIS staff in May 2018 allowing them to be certified as INTERPOL trainers. Based on the skills acquired in that training, a training strategy was developed and is being tried out in the beneficiary countries for the use of WAPIS tools and services. Two (02) training sessions have been planned for each country. They focus mainly on providing new skills to officers working on the newly installed remote stations with the updated version of the WAPIS software. Training was organised in Niger in July 2018. The following training sessions are already planned:

- Chad: 12-16 November 2018.
- Benin: 12-16 November 2018
- Ghana: 03-14 December 2018
- Mali: January 2019

A train-the-trainer session is also planned in October 2019 to enhance the national buy-in and sustainability of the Programme.

3 IMPLEMENTATION PROGRESS STATUS PER COUNTRY

- **Benin:** The WAPIS Programme has delivered equipment to the country in order to extend the WAPIS System in the greater capital and beyond (Parakou). The Programme is currently planning a training to officials on 12-16 November 2018 on the newly delivered equipment and the updated version of the WAPIS system.

- **Burkina Faso:** By a letter from the Minister in charge of security, the government clarified its position and decided to continue with its IRAPOL system. In that case, the WAPIS programme is working toward increasing the capacity of the existing IRAPOL by acquiring IT equipment and studying how it can be integrated into the WAPIS regional platform for data sharing. The WAPIS Programme is currently awaiting receipt of a confirmation letter from the local authorities for tax and customs exemption before sending the first set of equipment.
- **Cape Verde:** The government officially appointed the Single Point of Contact (SPOC). A follow-up mission took place in Praia on 29-31 October 2018, during which the WAPIS delegation delivered and discussed the draft version of the MoU with the Minister of Justice.
- **Côte d’Ivoire:** The WAPIS Programme met with the SPOC to discuss the progress of the Programme in Côte d’Ivoire during the month of October 2018. In a letter sent by the Director General of Police of Côte d’Ivoire and received on Friday, 2 November 2018, the Ivorian government informed the Programme that it had identified a venue to host the DACORE and reassured the Programme of its efforts to adopt the required legal framework.
- **Gambia:** The strategic visit took place on 17-21 September 2018 to get the local authorities formal acceptance to start the implementation of the Programme in the country. The technical visit also took place from 30 October to 2 November 2018. The government designated a Single Point of Contact for the WAPIS Programme. A legal focal point was also designated within the Ministry of Justice to work toward the implementation of the legal framework. The MoU was signed by the Minister of Justice during the follow-up mission held in October 2018.
- **Ghana:** The WAPIS Programme handed over IT equipment composed of workstations, server for the backup site to the government during a ceremony that took place on 2 October 2018. This ceremony was attended by the Ministry of Interior, the EU Ambassador to Ghana and INTERPOL Executive Director for Partnerships and Planning. This equipment will be dispatched to law enforcement agencies offices within the capital city of Accra but also to police stations outside Accra. A training session will be delivered to officers on the use of the WAPIS software in December 2018.
- [REDACTED]

[REDACTED]
[REDACTED]
[REDACTED]

- **Guinea Bissau:** [REDACTED]
[REDACTED]. The Programme recently received the green light to conduct its strategic visit in the country. This visit is being planned for the second week of December 2018.
- **Liberia:** The Memorandum of Understanding (MoU) between INTERPOL and Liberia was signed by Liberia on 24 October 2018. Liberia is the first country to sign this MoU. In the country, a venue has already been identified to host the DACORE and will be renovated. The WAPIS Programme will work closely with the Liberian authorities to identify the sites where the scanning stations will be deployed to start turning the paper-based archives to electronic data.
- **Mali:** A new WAPIS country officer has been assigned to Mali and introduced to the local authorities. An agreement has also been signed between INTERPOL and EUCAP Sahel in Mali in order to assist in the follow-up of the Programme activities' implementation. INTERPOL Secretary General travelled to Mali from 16-18 October 2018. The issue of the WAPIS decree, which has rested in the hands of the Malian government for over two years, was addressed by the Secretary General to both the Chief of Police and Minister of Security. This decree would result in funds being allocated from the government to support the data centre and overall project at the national level. Both the Chief of Police and the Minister stressed that the decree was in the final stages of approval and that the delay was due to a lengthy review by the national data protection body. The Minister stressed both formally and informally that the General Secretariat can expect finalization of the decree soon and that he will monitor the matter very closely.
- **Mauritania:** [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED] A strategic visit of the Executive Director Partnerships and Planning will be organised at the beginning of 2019 to engage with the Mauritanian high-level authorities in order to strengthen their commitment to the Programme.

- **Niger:** The Programme has delivered the equipment needed for the extension of the WAPIS System to the others sites in the capital. The training of officers has also been done and equipment installed at selected sites. An agreement has been signed between INTERPOL and EUCAP Sahel Niger to facilitate the training of the officers on the use of WAPIS in the country.
- **Nigeria:** The strategic and technical visits took place. Following these meetings, the government has designated the WAPIS SPOC. A location to host the DACORE has also been identified and will be furnished adequately. The MoU was submitted to the Nigeria government for its review and signature.
- **Senegal:** Since the technical and the strategic visits, no further progress has been recorded in Senegal. The Programme is still waiting for the official designation of a Single Point of Contact (SPOC) and the adoption of the legal framework. A strategic visit of the Executive Director Partnerships and Planning will be organised at the beginning of 2019 to engage with the Senegalese high-level authorities in order to strengthen their commitment to the Programme
- **Sierra Leone:** The strategic visit was held on 25-27 September 2018 to get the local authorities formal acceptance to start the implementation of WAPIS. The Single Point of Contact (SPOC) for Sierra Leone has been identified and will be officially designated soon. The technical visit took place on 5-9 November 2018. The WAPIS Programme will be working with the officials of Sierra Leone for the official designation of the Single Point of Contact, the adoption of the required legal framework and the signature of the MoU.
- **Togo:** The Minister in charge of Security has sent a letter to ECOWAS to emphasize its full commitment to the implementation of the WAPIS Programme in Togo. The WAPIS Programme will use this momentum to push for the signature of the MoU, the adoption of the required framework and the official designation of the SPOC.
- **Chad:** A training will take place from 12-16 November 2018 in N'Djamena on the WAPIS software. The government officially designated a new SPOC in replacement of the NCB Head.

4 RISKS AND CURRENT ISSUES

Political

The beneficiary countries and their governments are the key actors in the implementation of the WAPIS Programme. Law enforcement agencies are always willing to acquire new tools, but the efforts invested, including in human resources and budget, will only be successful if the Programme is supported at the highest political level. Therefore, a high involvement and accountability of a government will definitely accelerate the implementation. The political situation in a country has a direct impact on the implementation of WAPIS. Some countries are facing political crisis which implies constant personnel changes at a high level or even a regular restructuration of the Law Enforcement Agencies. [REDACTED]

[REDACTED]

In order to mitigate the political risks and to ensure continuous support of the governments, the WAPIS Programme is working closely with the local authorities to strengthen their collaboration with a day to day dialogue. For instance, the Memorandum of Understanding (MoU) will be a tool that will increase the political accountability of the countries. It describes the obligations for each party, the administrative, technical and legal requirements, and will officially set out the basis of the cooperation between INTERPOL and the beneficiary country, thus avoiding linking the progress of WAPIS to an individual that can be moved to other duties at any moment.

The Programme is also liaising and working closely with the EU Commission and the ECOWAS Commission to strengthen the political will of the countries at a high level. The EU Delegations in each of the beneficiary country play an effective role as the strategic and political interface with the Country and by overseeing the actions in the field.

The planning of Programme implementation is also reviewed and readjusted if needed in the framework of the Strategic steering committee composed of the EU Commission, the ECOWAS Commission and INTERPOL.

Technical

Most of the countries in the West African region have a deficit in IT infrastructure in general and the status of the law enforcement agencies in particular are not the best. There is an unavailability of reliable and affordable means of communication in the countries. This is a huge challenge for the Programme which is based on sharing data and connectivity between law enforcement agencies. This situation varies from one country to another, so the number of remote sites connected to WAPIS is directly impacted as the budget for the WAPIS extensions as planned within the agreement with EU Commission is equally the same for all the countries.

Allocation of suitable premises for the WAPIS centre has also proven to be an issue for several countries. In some cases, the countries law enforcement agencies already have space issues and have difficulty finding a reliable venue to host the DACORE. In other cases, the premises allocated need some renovation and then budget issues arise. The example of Côte d'Ivoire which has been engaged in the WAPIS Programme since 2016 is worth highlighting – they just recently informed us that a premise has been identified, almost two (02) years after.

Finally, sustainability is very important in the technical area because we have noticed that some of the countries have already failed to maintain the IT equipment. The maintenance of the equipment is paid by WAPIS till the end of the Programme in 2022. So to ensure the sustainability of the system after 2022, the Programme is working with the local authorities to start including from the onset the allocation of a specific budget line for equipment maintenance.

Human resources

Finding a high-level motivated focal point and skilled personnel can be sometimes a predominant issue in the implementation process. In fact, the Programme works in the beneficiary countries through a focal point or “single point of contact” (SPOC). This person should be of sufficiently high-level to “make things happen” within his/her own agency and to be able to have an impact on other participating agencies while remaining at the operational level. Some countries have not designated their SPOC [REDACTED]. Thus, this slows down the implementation process.

The WAPIS programme has been working closely with the governments to designate adequate SPOC as indicated in the requirements and is building a training strategy to serve all the personnel working for the system. [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

Legal Challenges

From a legal standpoint, two major difficulties are faced by the WAPIS Programme. On the one hand, the negotiation and signature of the Memorandum of Understanding (MoU) between the beneficiary countries and INTERPOL on the obligations incumbent upon both parties for the implementation of WAPIS, which undoubtedly need the full cooperation of the beneficiary countries themselves.

So far, two of the new beneficiary countries have signed the MoU – Liberia and The Gambia – and negotiations are currently underway with Cabo Verde, Ghana and Sierra Leone. This means that twelve other countries still need to begin the negotiations. The WAPIS Programme will continue to engage with the concerned governmental authorities with a view to having the MoUs signed. It was decided that in case of encountering serious or continuous delays in the signature of the MoU with a specific country, that the support of the European Union Delegation in the country would be sought. In addition, it is envisaged to request the support of ECOWAS Commission in order to secure the signature of the MoUs.

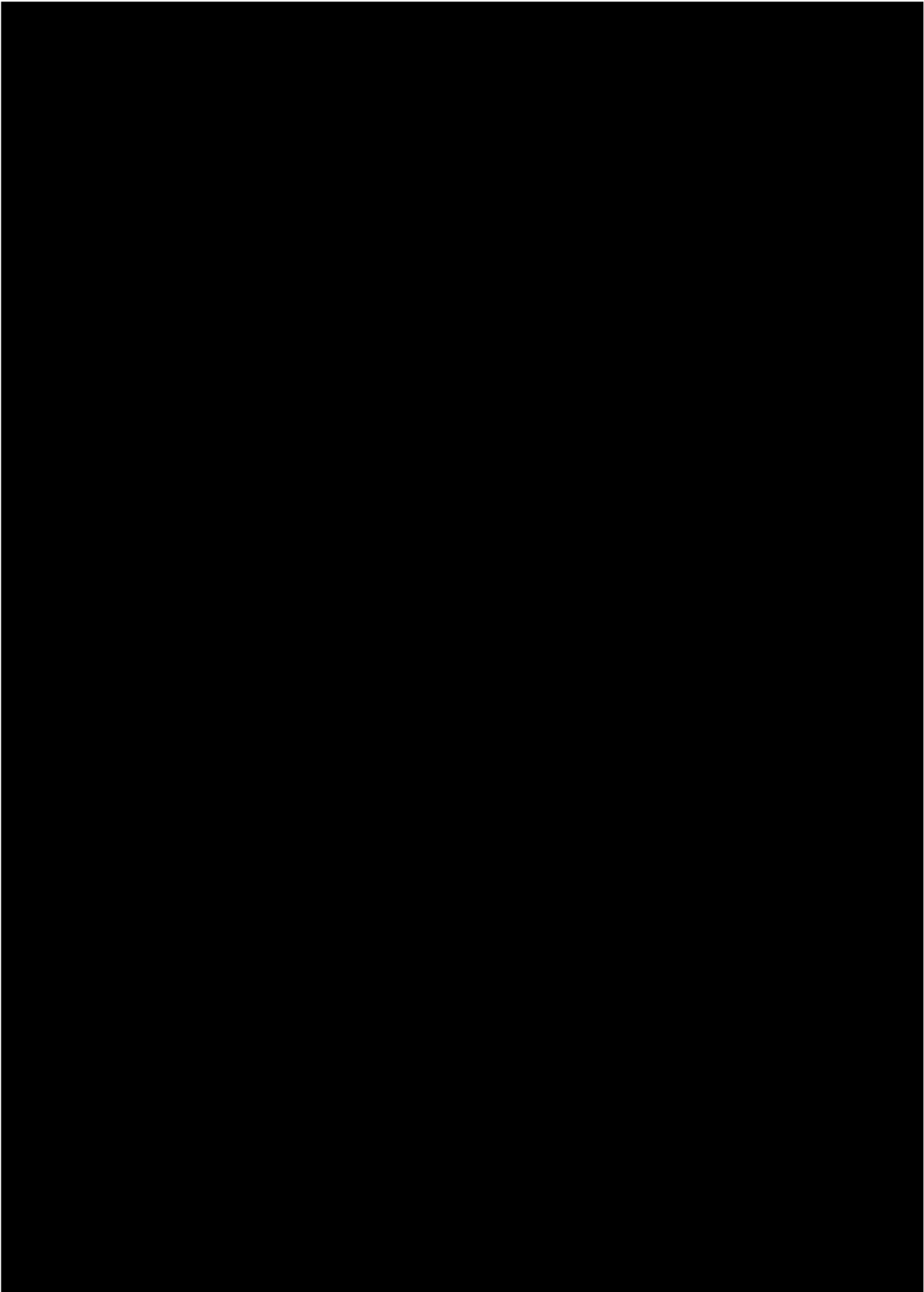
Secondly, the adoption of the internal legal framework by the beneficiary countries for the implementation of WAPIS is also a source of concern. This applies mainly to the new (13) beneficiary countries which must adopt internal regulations (decrees for example) to make WAPIS lawful and to create conducive legal environment that will make WAPIS a success and sustainable, such as the setting up of the WAPIS National Committee, the creation of the Police information system in the internal legal order and in respect with national and international rules on data protection. In addition to that, the countries which lack national legislation on data protection must do so.

To address the first situation, the WAPIS provides legal support to beneficiary countries in putting in place the national legal framework required for the implementation of WAPIS. This support has taken the form of template regulations and working sessions for the drafting by the national stakeholders of the national regulations needed.

Lastly, to address the second situation with respect to the adoption of national legislation on data protection, the Programme has contracted two independent, regional experts on data protection, to provide assistance in this area.

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