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JAIEX 18
CORDROGUE 18
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from: General Secretariat
to: COREPER/Council

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Subject: Coordination of cooperation in combating organised crime, especially drug
trafficking, originating in West Africa
- Report West Africa

1. At its meeting on 24 November 2010 COSI decided to coordinate the annual reporting to the Council regarding the implementation of
 - the European Pact to combat international drug trafficking- Disrupting cocaine and heroin routes (doc. 8821/10)
 - the Action Oriented Paper ("AOP"); Strategic and concerted action to improve cooperation in combating organised crime, especially drug trafficking, originating in West Africa (doc. 5069/3/10) and
 - the Council Conclusions on the strengthening of the fight against drug trafficking in West Africa (doc. 15248/1/09)

2. Following the 2010 annual report on West Africa (doc. 5673/1/11 REV 1), the General Secretariat drafted the 2011 annual report on West Africa which gives an overview of the implementation in 2011 of the recommendations and measures identified in the above-mentioned documents.
3. At its meeting on 11 April 2012, the Standing Committee on operational cooperation on internal security (COSI) endorsed the draft report as set out in annex to the current document.
4. COREPER is requested to invite the Council to take note of the attached report.

**Coordination of cooperation in combating organised crime,
especially drug trafficking, originating in West Africa
- Report 2011**

1. Introduction

The present report focuses on the state of play regarding the implementation in 2011 of the recommendations and measures identified on the basis of:

- the Council Conclusions on the strengthening of the fight against drug trafficking in West Africa (doc. 15248/1/09 REV 1),
- the European Pact to combat international drug trafficking - Disrupting cocaine and heroin routes (doc. 8821/10),
- the Action Oriented Paper ("AOP"); Strategic and concerted action to improve cooperation in combating organised crime, especially drug trafficking, originating in West Africa (doc. 5069/3/10 REV 3).

The detailed reports on the work carried out by the project groups tasked with implementing the European Drugs Pact are set out in documents 17302/11 and 17622/11. Any outstanding issues from or follow-up to this work related to West Africa has been coordinated with the Operational Action Plan¹ (OAP) regarding the EU priority of the 2012-2013 Policy Cycle on *"weaken[ing] the capacity of organised crime groups active or based in West Africa to traffic cocaine and heroin to and within the EU"*. The implementation of this OAP started in January 2012².

¹ See 17808/1/11 REV 1 (EU RESTRICTED).

² The first workshop was held at Europol on 13 March 2012 (co-drivers are UK and FR).

2. Situation in West Africa

As confirmed in the 2011 OCTA and mentioned in other reports³, multiple criminal activities in or based in West Africa are still representing a growing threat to both West Africa's and the EU's security, in particular as regards drug trafficking (heroin and cocaine), trafficking in human beings for sexual exploitation, frauds and car thefts, terrorism and corruption. Illegal migration flows and insufficient capacity to manage migration contribute to the complexity of the situation. Large numbers of local criminal groups make use of a very far-reaching community network, extending throughout Europe and worldwide but also criminal groups from other parts of the world are developing their criminal activities in West Africa (mainly to develop drug trafficking and illegal immigration activities).

Criminal groups adapt their organisation and networks to foil the West African countries' efforts to combat drug trafficking. UNODC has confirmed the political will of West African countries to fight these criminal groups; but the operational responses have not yet reached a very high level. The main problems still relate to: training, turnover in the operational services, budget, corruption and internal structures.

However, some results are already visible and the main issue is now to reinforce the judicial system and prosecution⁴, strengthen border-check capabilities (air, sea and land) as well as tools to combat money laundering⁵. Taking into account these different measures, it cannot be excluded that a displacement effect will take place towards a new Southern route (Angola and South Africa)⁶.

³ See 17536/11.

⁴ UNODC refers to the Bamako declaration involving 16 WA countries and discussions within the experts' G8 meetings.

⁵ See 17536/11.

⁶ See 17536/11.

3. European Drugs Pact - AOP - 2009 Conclusions

3.1 Matrix of activities / Funding

As agreed by COSI in November 2010 and under the auspices of the Drugs Pact project group, the matrix for non-operational activities in West Africa was improved⁷:

- its scope was extended to cover not only drug-related projects but all projects relevant in combating organised crime,
- it was made more user-friendly by using an Excel format with filters,
- it was put online on the Commission' website CIRCABC,
- and it is being updated monthly by the General Secretariat of the Council on the basis of any information received from Member States and partners since the last update.

14 Member States⁸, the Commission, the United States (the State Department and the United States Africa Command -Africom-) and UNODC have already sent their contributions and updates. Five Member States⁹, the Commission, the EEAS, Europol and US authorities have ensured on-line access to the matrix for their experts¹⁰.

Using the matrix allows to identify or verify possible overlaps or synergies¹¹.

⁷ See 6959/2/11 REV 2.

⁸ BE, DK, DE, IE, ES, FR, IT, LU, NL, AT, PT, FI and UK.

⁹ CZ, DE, FR, IT, LU.

¹⁰ Unconfirmed requests regarding CZ, the EEAS and Europol.

¹¹ For example, the Commission observed possible overlaps and synergies between:

- *GHANA - SEACOP / Police Maritime Unit Standup*
- *NIGERIA - AIRCOP / Automates targeting system for passengers*
- *NIGERIA - AIRCOP / Westbridge II*
- *SEACOP / Container Control Programme*
- *GHANA - SEACOP / Police Maritime Unit Standup*
- *NIGERIA - FED/2005/17773 / support to the Economic and Financial Crime Committee - Assistance to the Economic and Financial Crimes Commission (EFCC) on vetting requirements for personnel*
- *NIGERIA - SEACOP / SEAPORT Investigations.*

The task of coordinating and promoting common actions on the basis of the matrix is carried out by the Fontanot Group which has extended its meetings to include UNODC, Europol, the Commission and the EEAS. Two meetings were held in 2011 to provide an overview of the activities launched and planned in West Africa, define common priorities (notably in Mali, Mauritania, Niger and Nigeria) and invite participants to prepare joint activities.

As regards funding, it was noted in the Dublin report that the ECOWAS action plan adopted in 2008 has still not been implemented at regional level, and that there are still blockages in the release of European funds.

The EEAS has developed the Sahel strategy¹², presented to the Council in March 2011¹³, focusing on Mauritania, Mali and Niger and dedicating approximately EUR 450 million for the Sahel, and approximately EUR 240 million for the Maghreb.¹⁴

3.2 Regional platforms / Liaison Officers / Europol

In 2011, the regional platforms in Ghana and Senegal held regular meetings on a weekly basis gathering most of the liaison officers located in Accra (DE, ES, FR, UK + US)¹⁵ and Dakar (ES, FR, IT, PT, UK)¹⁶. respectively. Compared to 2010, the same number of liaison officers were posted in Accra and Dakar.

Their meeting reports and activity reports are transmitted to the relevant national central units but not systematically to Europol. The national central units forward the most important intelligence to Europol when appropriate.

¹² 7569/11.

¹³ 8030/11.

¹⁴ One project to be highlighted in the framework of this Sahel strategy is led by **CIVIPOL**: EUR 800 000 was provided in 2011 to evaluate the feasibility of the project, which concerns intelligence, training and crisis management in Mali, Mauritania and Niger, and the creation of a regional Sahelian Security College (loosely based on the CEPOL model). EUR 6,7 million is now committed to the project until 2014. Five Member States are already participating in the project.

¹⁵ Associating occasionally liaison officers from other countries such as BE, NL and Canada (non specialists in drug issues).

¹⁶ Only FR, IT and UK LOs are specialists in drugs issues. PT and ES LOs are specialists in illegal immigration. A LO from South Africa could soon participate in the platform activities.

As regards support by Europol, experts from this EU agency visited Dakar between 4 and 6 April 2011, Accra on 19 May 2011 and on 13-14 October 2011, to evaluate needs and technical capacities of the platforms.

Several operational projects (mainly drug cases) launched by or with the support of the regional platforms have been carried out and achieved successful results with the seizure of significant amounts of cocaine and the detention of drug dealers.

Europol implemented SIENA in the two West Africa Liaison Officers' platforms in Accra and in Dakar, which is used by the liaison officers sporadically, to liaise with the national units. The preparations for the SIENA connection in the Anti-Drug Coordination Centre for the Mediterranean (CECLAD-Med) were made (and when were finalised in March 2012). Discussions are on-going concerning the SIENA implementation in the Maritime Analysis and Operations Centre - Narcotics (MAOC-N) as well as on improvements in order to make it more user friendly and allow direct contacts between the different platforms.

A project about establishing "vetted operational teams"¹⁷ was discussed and proposed by the "Cocaine" project group. However, while a bilaterally-funded pilot project was launched in Accra, the implementation in Dakar was postponed after discussions with the host country and because of a lack of immediately available European funds. Nonetheless, in this context it can be noted that another kind of cooperation, *i.e.* training with mentoring could be launched soon in Senegal (as well as in Guinea Bissau, Mauritania, Benin and Togo) in the framework of the G8+ Action Plan to combat the trans-Atlantic cocaine trade and in connection with the Fontanot Group.

A meeting of the Liaison Officers posted in West Africa was held in Rabat (Morocco) on 3 May 2011¹⁸.

¹⁷ See 7975/11.

¹⁸ See 9894/11.

3.3 Cooperation with partner countries, UNODC and Interpol

The ministerial meeting in expanded **G8** format held in Paris on 10 May 2011 gave Ministers from a score of African, American and European countries who are responsible for combating drugs the opportunity to adopt *an Action Plan to combat the trans-Atlantic cocaine trade*¹⁹. As a complement to that meeting, the Transatlantic Symposium on Dismantling Transnational Illicit Networks (Lisbon, 17 to 19 May 2011) organised by the United States and the EEAS emphasised the need to strengthen international and trans-regional cooperation between West Africa, Europe and Latin America.

As mentioned above, **UNODC** contributes to the West Africa matrix and participates in the Fontanot Group meetings. In 2011, UNODC prepared a strategic response through its Regional Programme for West Africa 2011-2014, which covers 16 West African countries in order to deal with the security threat via an approach that is both preventive and repressive.²⁰ The main aim of the Programme is to support the implementation of the ECOWAS Regional Action Plan against drugs and crime (2008-2011), which is to be extended. Corruption is one of the most important challenges, as well as inter-agency cooperation.

UNODC implemented with Interpol, the World Customs Organisation (WCO) and Member States' experts the Airport Communication Programme (**AIRCOP**), establishing Joint Airport Interdiction Task Forces ("JAITF") in Cape Verde, Mali and Senegal, implementing a permanent and secure communication network since June 2011 (CENcomm), setting up joint operations²¹. The project will end in December 2013. JAITF are to be set up also in Benin, Cameroun, Ethiopia, Guinea, Ivory Coast, Kenya, South Africa and Togo. Activities with Latin America will also be developed.

¹⁹ See 10427/11.

²⁰ Initiatives set out in the UNODC Regional Programme, some of which are implemented via the West Africa Coast Initiative - **WACI**) include Transnational Crime Units, a regional forensic programme, a regional research programme, the Global Container Control Programme (with the World Customs Organization), crisis management, a major computer-based training programme for all law enforcement officers in West Africa, and the build-up of treatment and reinsertion facilities for drugs users in most affected countries.

²¹ In 2010 and 2011, involving 22 countries, leading to major seizures of drugs and proceeds of crime: COCAIR II and III led to the seizure of 40 kilos cocaine, 2,3 tons cannabis, 3 tons chemical precursors, 6 kilos heroin, USD 800 000 and artworks. EUR 2 300 000 was committed to AIRCOP 1 and 2 500 000 to AIRCOP 2; funding for the whole project will amount to USD 7,65 million (2010/2013).

The Seaport Cooperation Programme (*SEACOP*) is implemented by FIIAPP (Fundacion Internacional y para Iberoamerica de Administracion y Politicas Publicas) with Member States' experts and funding of EUR 2 999 180. Two phases are planned to extend the project to eight West Africa countries, which will end in July 2014. Initial training has taken place in Ghana, Senegal and Cape Verde (letters of agreement were signed at MAOC-N in November 2011). Scoping missions were carried out and joint maritime control units will also be implemented in Togo, Benin, the Gambia, Sierra Leone and Guinea Bissau.

The *AMERIPOL* project was initiated under the Instrument for Stability Indicative Programme 2009-2011. EUR 3 745 000 was committed to this project, which will end in December 2014. The aim is to contribute to the fight against criminal networks, through two specific objectives:

- strengthen the exchange of information and intelligence at regional and trans-regional level, especially with West Africa and the EU,
- improve prosecutors' and law enforcement agencies' capability to carry out complex investigations at regional and trans-regional level.

The signature between police authorities took place on 21 August 2011, and between prosecutors' authorities on December 2011.

GIABA is expected to shortly issue recommendations to improve the WA countries' capacities to combat money laundering and to freeze criminal assets.²²

CORMS project (Cocaine Route Monitoring and Support) is being implemented by the Italian Ministry for Development Cooperation with Member States' experts. The funding is EUR 1 000 000 and the project will end in March 2014. Field missions started in 2011. A major stakeholders' conference on the Cocaine route is to be organised in May 2012 in Argentina. In the framework of this programme, an expert delegation has been set up to evaluate the impact of AIRCOP, SEACOP, AMERIPOL, PRELAC and GIABA.

²² GIABA is the institution of the Economic Community of West African States (ECOWAS) responsible for facilitating the adoption and implementation of Anti-Money Laundering (AML) and Counter-Financing of Terrorism (CFT) in West Africa. It is also the FATF Styled Regional Body (FSRB) in West Africa and works with states in the region to ensure compliance with international AML/CFT standards. A funding of EUR 1 800 000 is involved in the project, implemented in connection with GAFISUD (the Financial Action Task Force on Money Laundering in South America).

Interpol launched a project to create a regional police data system called West African Police Information System (*WAPIS*). The aim is to facilitate the collection, centralisation, management, sharing and analysis of police information (e.g. on persons sought or stolen objects) at national level in the 15 ECOWAS countries, increase the police information exchange between countries in the region managed by ECOWAS and establish a link between countries in the region and the rest of the world through Interpol tools and services. ECOWAS has agreed to play the regional role required by the project and eight EU MS already support this initiative. EUR 2,2 million will be provided by the instrument for Stability priority 2 in 2012 to prepare the project.

At the expert dialogues on drugs with the United States²³, information was provided about the West African Cooperative Security Initiative (*WACSI*), a regional initiative implemented by the State Department with DEA, Africom and USAID.

4. Conclusions and way forward

- As regards the functioning of the regional platforms, their use of SIENA and the connection between the platforms, an evaluation will be carried out in the framework of the OAP on West Africa. The meeting of the Liaison Officers' Heads of Department, to be organised on 12 June 2012 by the Presidency at Europol, could also address some of these issues.
- CEPOL launched a call for a project worth EUR 15 000 for a Member State to organise a meeting of Liaison Officers posted in West Africa as part of the policy cycle (replies are expected by 2 April 2012).
- Frontex long-standing support to operational cooperation enhancing border control capacity in the region could be further developed and targeted, subject to a decision in the Frontex Management Board, taking into account the recently extended mandate as well as the envisaged role in the EUROSUR network, both enhancing the cooperation possibilities with third countries and partner organisations such as Europol, UNODC, MAOC-N or CECLAD-Med.

²³ 17882/11.

- The use of the matrix should be enhanced: while the most concerned Member States have provided contributions, the consultation is still too limited to ensure a truly pro-active and wide coordination of projects.
- Coordination of non-operational activities implemented in West Africa could be further developed with third partners such as US.

Since the EMPACT project implementing the OAP on West Africa will cover most of the actions and recommendations set out in the 3 Council documents on the implementation of which this document reports, it will be examined whether the next annual report can fully or partially refer to the report of the OAP activities.
