



WORLD CUSTOMS ORGANIZATION
ORGANISATION MONDIALE DES DOUANES



PROJECT FOR STRENGTHENING INTELLIGENCE IN WCO REGION FOR WEST AND CENTRAL AFRICA THROUGH IMPLEMENTATION OF nCEN APPLICATION

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I. Background

The World Customs Organization for West and Central Africa (WCO-WCA) comprises twenty-three countries (Benin, Burkina Faso, Cameroon, Cape Verde, Côte d'Ivoire, Gabon, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Central African Republic, Democratic Republic of the Congo (DRC), Congo, Sao Tome and Principe, Sierra Leone, Senegal, Togo and Chad) with a population of around 400 million people, spreading over a total area of approximately 12,756,856 km² and grouped in four regional economic communities: ECOWAS, ECCAS, WAEMU and CEMAC.

Exchange of intelligence between customs administrations of the Region, as well as their contributions to the overall effort to collect, analyse and share customs intelligence through the CEN, an English acronym for the Customs network of fraud control in WCO, remain weak. The same situation prevails at the national level where the intelligence function is much less developed in most customs administrations in the Region, due very often to the absence or inadequacy of an appropriate intelligence policy (legal framework, effective collection, processing and sharing system of intelligence, capacity building of customs personnel, etc.).

Yet, nowadays, in addition to their traditional task of collecting government revenues, customs administrations in WCO-WCA Region are called upon to make a significant contribution to the fight against fraud, terrorism and organized cross-border crime in the Region and around the world. For example, WCO issued the Punta Cana Resolution on the role of customs in the security context. At the same time, WCO has developed a Security Program dedicated to strengthening the capacities of customs administrations to deal with security threats at national and international levels. Both initiatives place intelligence sharing at the heart of the fight against terrorism and organized cross-border crime.

Having an effective intelligence system also contributes to the fight against commercial fraud and hence to improved revenue collection and trade facilitation. Indeed, a comprehensive and enforceable fraud database enables the customs Administration to strengthen its risk management system, which is a guarantee of more effective and

accelerated border control, which will lead to a fair and effective perception revenues and reduced time and cost of border transactions.

Collection, processing and sharing of intelligence thus enables customs to reconcile the three imperatives of security, trade facilitation and fair and equitable revenue collection. However, in the era of digital customs and in a world dominated by the use of information and communication technologies, intelligence activity must no longer be practiced by the majority of customs administrations in WCA Region.

It is in this context that Customs administrations in the Region wish to implement nCEN application, a national variant of CEN. However, the implementation of this application is very timid within the Region. Only Mali has succeeded in implementing it. A number of countries have already applied to WCO to benefit from the application. The implementation of this project aims, among other things, at accelerating the implementation of the said application by Customs Administrations in the Region.

II. Constraints and opportunities

a- Constraints

Implementation of nCEN requires financial resources that customs administrations are unable to mobilize fully internally.

Moreover, other major constraints to the implementation of the said project are:

- Lack of human resources at national level with the necessary expertise in intelligence;
- Absence or inadequacy of legal framework on intelligence;
- Uncertain willingness in some administrations to develop the intelligence function;
- Low automation of services.

b- Opportunities

In view of the above context, the following opportunities favor the implementation of the nCEN project:

- Increased awareness of the security role of Customs, including the WCO Punta Cana resolution;
- Free nCEN software;
- WCO Security Program;
- The SPC ++ security initiative of WCO-WCA Region;
- INAMA Project.

III. Benefits of implementation of nCEN project

Implementation of nCEN project will have certain benefits for Customs administrations and countries in WCO-AOC Region, including:

- Upgrading of the intelligence function;
- Improving intelligence gathering, analysis and sharing;
- Improving the fight against fraud and illicit trafficking;
- Increasing contribution to border protection and security;
- More effective fight against terrorism and organized cross-border crime;

- Improving risk management;
- Increasing trade facilitation through improved targeting of goods;
- Increasing cooperation and communication between Customs administrations;
- Improving the contribution of WCA Region to the global effort of collecting, analysing and sharing intelligence.

IV. Goals and expected outcomes

- **Overall goal**

Contribute to regional and international security through the fight against terrorism, fraud, illicit trafficking and organized cross-border crime.

- **Specific goal**

Customs Administrations of WCO-WCA Region have strengthened their capacities in the fight against fraud, terrorism and organized cross-border crime.

- **Outcomes**

- 1- Customs administrations in WCO-WCA Region have put in place their national regulatory frameworks on intelligence.
- 2- Capacities of Customs administrations to collect, analyze and share intelligence are strengthened.
- 3- Customs Administrations of the WCO-WCA Region have implemented nCEN application of WCO.

V. Assumptions and Risks

- **Assumptions**

- Governments of the countries of WCO-WCA Region are aware of the need to strengthen the security role of the Customs.
- Customs Administrations of WCO-WCA Region integrate into their modernization plans implementation of modern anti-fraud and intelligence-gathering tools.

- **Risks**

Risk	Likelihood	Impact	Actions planned
Lack of political will to strengthen Customs security mission	Average	Average	Disseminate the Punta Cana Resolution with political decision-makers
Lack of funding	Average	Key	Continue to promote the project with donors and adapt it to their requirements
Weak capacity of	Average	Key	Organize training

administrations to develop intelligence			and institutional reform activities
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VI. Project Activities

Outcome 1: Customs administrations in WCO-WCA Region have put in place their national legal frameworks on intelligence.

Some customs Administrations in the Region already have Intelligence training frameworks. However, these frameworks for the collection and dissemination of intelligence do not comply with the new requirements of digital customs and the fight against terrorism and other forms of cross-border crime.

It will therefore be necessary to update national intelligence frameworks where they exist and create them in countries that do not yet have such instrument. In order to achieve this, a modern regional template of training framework should be proposed to customs administrations, which they can adapt in their national contexts.

The key activities to achieve this result will therefore be:

1	Develop a regional template for the framework training on Intelligence.
2	Support customs administrations in the revision or creation of their legal frameworks on intelligence.
3	Establish or strengthen national intelligence structures.

Outcome 2: Capacity of customs administrations to collect, analyze and share intelligence is strengthened.

There is a real need for intelligence training within customs administrations in the Region. Efforts are under way to address this need through the organization of regional intelligence training workshops within the INAMA Project. These efforts must be capitalized at the national level to form the critical mass of officers necessary for the implementation of national intelligence policies. To this end, it will be necessary to create a pool of national intelligence trainers.

In this context, we need to:

1	Organize a regional training of trainers workshop on intelligence.
2	Train customs officers at the national level on intelligence.

Outcome 3: Customs Administrations of WCO-WCA Region implemented WCO nCEN application.

The World Customs Organization shall provide free of charge to Customs Administrations Members who fulfill certain conditions and who so request, its nCEN application, intended to collect and store information on the fight against fraud at national level and exchange information at regional and international levels. However,

the beneficiary administration must acquire the necessary computer equipment and ensure the installation and training of the users.

The acquisition of the nCEN application will be of great help to customs Administrations of the Region in their quest to develop their intelligence functions.

As such, it will be crucial to carry out the following activities:

1	Submit a request to WCO, complete the nCEN questionnaire at national level and sign the nCEN agreement with WCO.
2	Acquire and install the computer hardware and nCEN software.
3	Train nCEN users.

Timeframe of activities

		2016				2017				2018			
Outcome 1: Customs administrations in WCO-WCA Region have put in place their national legal frameworks on intelligence													
	A 1.1												
	A 1.2												
	A 1.3												
Outcome 2: Capacity of Customs administrations to collect, analyze and share intelligence is strengthened.													
	A 2.1												
	A 2.2												
Outcome 3 : Customs Administrations in WCO-WCA Region have implemented the WCO nCEN application.													
	A 3.1												
	A 3.2												
	A 3.3												

VII. Budget

Since the presentation of the budget may vary according to the template of each donor, an estimate of the costs can be used as an indication along the following lines:

Lines	Amount per administration (in euro)	Quantity	Total Amount (in euro)
1.Acquisition of the nCEN application			

acquisition of computer equipment	15,000	22 Adm	330,000
Set up of nCEN application	5,000	22 Adm	110,000
Training of users	10,000	22 Adm	220,000
Sub total 1			660,000
2.Regional Workshop for Trainers of Trainers on Intelligence :			
Participants' plane tickets	1200	22 Adm +2 BRLR	28,800
Experts-trainers' plane tickets	3 000	2 experts	6,000
participants per diems	1 500	22 Adm +2 BRLR	36,000
Experts trainers per diems	1 500	2 experts	3,000
Local logistics	12000	package	12,000
Sub total 2			85,800
3. Pre-deployment missions			
IT experts plane tickets	3 000	9 Adm	27,000
IT experts per diems	1 200	9 Adm	10,800
Sub total 3			37,800
3.Possible upgrade of the IT infrastructure of some Administrations (e.g. acquisition of firewalls or upgrading of security measures, etc.)			To be determined on a case by case basis
4.National Intelligence Workshops			To be borne by Beneficiary Administrations
Grand Total			Euros 783,600

VIII. Management and reporting structure

A- Management structure

Project management will be carried out at two levels: the Regional Project Steering Group and the Project Management Team.

- 1- **The nCEN Regional Project Steering Group (RPSG)** will be responsible for monitoring the design, implementation, evaluation of the project and validation of the activity chart. It will be composed as follows:
 - A representative of the Regional Office of Vice-Chair (Chair);
 - A representative of the development partner;
 - A representative of the lead country that has ensured the maturation of the project;
 - One representative from each BRLR;
 - A representative of the WCO Capacity Building Directorate;
 - A representative of the WCO CEN team;
 - The Project Manager;
 - The Financial Manager.

- 2- **The Project Team (PT)** will be responsible for carrying out the activities defined in the project, in accordance with the timeline drawn up by the Regional Steering

Group of the project in close collaboration with the WCO CEN team. It will be composed as follows:

- The Project Director;
- The Project Manager;
- The Financial Manager;
- An IT Expert;
- A representative of the WCO CEN team;
- One representative from each BRLR.

Given the relative scope of the project, some of the aforementioned responsibilities may be cumulated.

In addition, the GRPP and the PT will draft and validate their respective terms of reference at their first meeting.

B- Reporting

The Project Team will prepare a monthly report of activities to the nCEN Regional Steering Group.

The nCEN Regional Steering Group will report to the Committee of Experts of the Conference of Managing Directors of WCO-WCA Region on a half-year basis. It will also annually report to the Conference of Director Generals of WCO-WCA Region.

ANNEX 1: Logical Framework and Performance Measurement

Logic	Indicators	Sources of verification	Current situation	Target	Risks and assumptions
Overall goal: Contributing to regional and international security through the fight against terrorism, illicit trafficking and organized cross-border crime.	WCO-WCA Region has increased its performance in introducing data into CEN	CEN	2,827 cases	20,000 cases	Cooperation with other border control agencies and defense forces
Specific goals : Customs Administrations of WCO-WCA Region have strengthened their capacities to combat fraud, terrorism and organized cross-border crime	Increase within each administration of seizures in various categories of fraud (smuggling, drugs, CITES, weapons and ammunitions, dual-use products, etc.)	nCEN	The number of cases per administration varies between 0 and 800	The number of cases per administration varies from 500 to 2000	

Logic	Indicators	Sources of verification	Current situation	Target	Risks and assumptions
Activities					
Outcome 1: Customs administrations in WCO-AOC Region have put in place their national legal frameworks on intelligence					
Activity 1.1 Develop a regional template for the Framework Training on Intelligence	A regional framework training template is validated by the Conference of Customs Directors Generals of the WCO-WCA Region	The framework training template			
Activity 1.2 Accompany customs administrations in the revision or creation of their legal frameworks on intelligence.	Number of Customs Administrations with Modern Intelligence Frameworks	Customs Administrations Surveys	03 administrations have a framework instruction on intelligence	23 administrations have a framework instruction on intelligence	Customs DGs have the will to implement modern legal frameworks on intelligence
Activité 1.3 Establishing national intelligence structures. Establishing national intelligence structures.	Number of administrations with dedicated national intelligence structures	Investigations with customs administrations			The DGs of Customs have the will to develop the intelligence function within their administrations
Outcome 2: Capacity of Customs administrations to collect, analyze and share intelligence is strengthened.					
Activity 2.1 Organize a regional training of trainers workshop on intelligence.	The workshop was organized and was attended by all Customs administrations in the Region	Workshop Report	Regional intelligence workshops were held for selected countries in the Region as part of the INAMA Project	1 workshop attended by the 23 countries of the Region	Availability of funding
Activity 2.2 Train customs officers at national level on intelligence	Number of customs officials trained on intelligence per country	Training Workshop Reports	Some officers have been trained (Cameroon, Gabon) for the case of Central Africa.	23 national training workshops for 15 officials trained per workshop	Customs DGs have the will to develop the intelligence function within their administrations
Outcome 3: Customs Administrations of WCO-WCA Region implemented the WCO nCEN application.					
Activity 3.1 Make a request	- Each Customs administration in	WCO	An administration in the Region		Customs DGs have the will to

Logic	Indicators	Sources of verification	Current situation	Target	Risks and assumptions
to WCO and complete the nCEN questionnaire at national level	the Region has applied to the WCO to benefit from nCEN - Each administration has signed the Protocol with WCO for the installation of nCEN		already implements nCEN; 1 administration signed the Memorandum of Understanding with WCO; 5 administrations have already made the request		develop the intelligence function within their administrations
Activity 3.2 Acquire and install computer hardware and nCEN software.	The 23 countries have installed nCEN in their customs administrations	WCO	1 country	23 countries	Availability of funding
Activity 3.3 Train nCEN users	Number of users trained per country	Reports of administrations		A minimum of five users per country	Availability of funding