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ANNEX

of the Commission Decision on the financing of the Annual Action Programme 2020 – part 2 in favour of West Africa

Action Document for the 'Introduction of criminal Automated Fingerprint Identification System (AFIS) in West African countries'

1. Title/basic act/ CRIS number	**Introduction of criminal Automated Fingerprint Identification Systems (AFIS) in West African countries** CRIS number: ROC/FED/042-872 financed under the 11th European Development Fund (EDF)	
2. Zone benefiting from the action/location	West Africa – Benin, Burkina Faso, Cabo Verde, Côte d'Ivoire, The Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Togo The action shall be carried out in the member countries of the Economic Community of West African States (ECOWAS) and the Islamic Republic of Mauritania.	
3. Programming document	Regional Indicative Programme (RIP) for West Africa (2014-2020)[1]	
4. Sustainable Development Goals (SDGs)	SDG 16 Peace, Justice and Strong Institutions SDG 10 Reduce inequality within and among countries, as per SDG 10.7	
5. Sector of intervention/ thematic area	Pillar 1: Peace, Security and Regional Stability	DEV. Assistance: YES[2]
6. Amounts concerned	Total estimated cost: EUR 15 000 000 Total amount of EDF contribution: EUR 15 000 000	
7. Aid modality and implementation modalities	Project Modality **Indirect management** with the entity(ies) to be selected in accordance with the criteria set out in section 5.4.1. **Indirect management** with the International Criminal Police Organisation (INTERPOL)/OIPC	
8 a) DAC code(s)	15 132 Police	
b) Main Delivery Channel	11 000 Donor Government and 47 000 Other multilateral organisation	

[1] Commission Decision C(2015)4093 final of 19.6.2015.

[2] Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective.

9. Markers (from CRIS DAC form)	**General policy objective**	**Not targeted**	**Significant objective**	**Principal objective**
	Participation development/good governance	☐	☐	X
	Aid to environment	X	☐	☐
	Gender equality and Women's and Girl's Empowerment	X	☐	☐
	Trade Development	X	☐	☐
	Reproductive, Maternal, New born and child health	X	☐	☐
	Disaster Risk Reduction	X	☐	☐
	Inclusion of persons with disabilities	X	☐	☐
	Nutrition	X	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity	X	☐	☐
	Combat desertification	X	☐	☐
	Climate change mitigation	X	☐	☐
	Climate change adaptation	X	☐	☐
10. Internal markers	**Policy objectives**	**Not targeted**	**Significant objective**	**Principal objective**
	Digitalisation			X
	Migration		X	
11. Global Public Goods and Challenges (GPGC) thematic flagships	N/A			

SUMMARY

The AFIS programme (Automated Fingerprint Identification System) will extend and further the ongoing computerisation of police services in West Africa by introducing biometric data into police databases, in line with international human rights frameworks and standards. The collection and processing of biometric data is a key driver to improve investigation capabilities and better fight against crime at large, at national but also regional and global levels, through exchange of information between law enforcement agencies.

The programme will fund the introduction of criminal AFIS in beneficiary countries of West Africa (ECOWAS and Mauritania), which will involve the delivery of equipment and training but also a wider technical assistance with far-reaching impact, covering areas such as legal, processes, or change management.

The overall objective of the programme is for criminals to be identified, cases to be brought to court and successfully concluded through the use of AFIS in West African countries. The specific objective is to introduce criminal AFIS system in beneficiary ECOWAS member states and Mauritania, and make it operational, tailored to country-specific needs and linked to the West Africa Police Information System (WAPIS) and other databases.

This action will be implemented in a COVID-19 context and adapted as necessary for a successful completion.

1 CONTEXT ANALYSIS

1.1 Context Description

In 2010, in the framework of the West African Police Chiefs Committee (WAPCCO), the Police Chiefs of all ECOWAS countries declared that, in order to meet the security challenges faced by the region, countries needed automated police information systems connected at both regional and global levels. Indeed, the most part of available police data in West Africa is still in paper form, which means that it is hard to store, protect, search, retrieve and share. Conversely, the effective collection and exchange of police information is paramount, and that exchange can take place between law enforcement agencies at national level, within the region, or with the rest of the world.

In order to address that critical issue, ECOWAS set up the WAPIS (West African Police Information System) programme in 2012 to computerise police information in the region, store that data and share it within the region and beyond thanks to INTERPOL I 24 7, its secure communication network. The EU has funded and supported that initiative since 2012. After a pilot phase in four countries, the WAPIS programme is, since November 2017, being implemented in all ECOWAS member states and Mauritania.

However, the current WAPIS database is only nominal and its use by law enforcement services in Africa is hampered by factors such as people having the same name, identity fraud, and generally weak civil registry and identity systems. The introduction of biometric data through the rollout of a criminal AFIS could dramatically increase the impact of WAPIS, and, more generally, the capacity of law enforcement agencies to identify criminals and hence fight against crime.

The objective of the programme is to introduce criminal AFIS in beneficiary West African countries, as a next step from the WAPIS programme, in line with political and operational priorities.

1.2 Policy Framework (Global, EU)

Introducing AFIS technology in West Africa reflects perfectly the priorities of the EU, both at home and in relation to third countries. The internal and external dimensions of security go hand in hand, and progress on that front requires better information exchange and increased operational cooperation. In that respect, introducing the use of biometric data for criminal purposes will be a key step to achieve both objectives.

The fundamental basis of the action, in line with EU principles and commitments, will ensure the respect of human rights standards, including the right to privacy and data protection and other fundamental rights.

1.3 Public Policy Analysis of the partner country/region

In January 2020, ECOWAS released its 2020-2024 Priority Action plan against Terrorism, which features the rollout of AFIS in all member states as a priority, with a proposed budget of USD 350 000 000.

ECOWAS also sets standards at regional level for data protection, through the ECOWAS Supplementary Act on Data protection (2010). Transposing that act in national law and creating data protection authorities is a prerequisite for the implementation of WAPIS, and should be as well for the introduction of AFIS. As far as the actual deployment of AFIS is concerned, there are significant differences between ECOWAS member states. The table below describes the situation in each of the 15 ECOWAS countries plus Mauritania:

Situation	*Countries*
No AFIS	7: Benin, Guinea, Guinea Bissau, Liberia, Mali, Mauritania, , the Gambia
AFIS has been deployed but not operational (e.g. aborted project, no maintenance, expired licenses)	6: Cabo Verde, Ghana, Côte d'Ivoire, Nigeria, Senegal, Togo
AFIS is operational	3: Burkina Faso, Sierra Leone, Niger

To date, while exchange of criminal information is a priority for the region, only three countries out of 16 can actually use an AFIS for policing purposes, which confirms the relevance of the initiative.

1.4 Stakeholder analysis

NAME	STRATEGIC ROLE
ECOWAS/ West African Economic and Monetary Union (WAEMU)	The regional organisations will play a central role in: 1. Providing political steering, coordination and monitoring of the programme. Along those lines, ECOWAS, within the framework of the WAPIS programme, also advocates and prepares the setup of a regional platform for the exchange of criminal data between ECOWAS member states. 2. Providing legal advice and support in its role of custodian of the *Supplementary Act on Personal data Protection Within ECOWAS*, which is the appropriate legal framework for the processing of personal data within the ECOWAS region.
Within ECOWAS **WAPCCO /CCSS**	Within ECOWAS, the West African Police Chiefs Committee drives intra-community police cooperation, including information exchange and coordinated enforcement strategies in the collective fight against crime and terrorism. The WAPCCO assists the ministerial council in the preparation of related political decisions and in the drafting of the relevant ECOWAS regulations. The Committee of Chief of Security Services (CCSS) facilitates intra-community cooperation and information exchange towards the collective fight against crime and terrorism. The CCSS includes all agencies involved in ensuring national security across the region. The CCSS assists the ministerial council in the preparation of political decisions and in the drafting of relevant ECOWAS regulations. The WAPCCO and CCSS, are key partners of the WAPIS Programme, and should be for the AFIS programme as well.
Partner countries	Law enforcement agencies (police, gendarmerie, customs, immigration services, etc) and relevant ministries in each country across the region will be the main target groups. The beneficiary countries also appoint a single points of contact (SPOCs).
INTERPOL	INTERPOL is in charge of rolling out WAPIS and engages dialogue with law enforcement agencies in the region.

1.5 Problem analysis/priority areas for support

1) AFIS programme and WAPIS: connected and yet separate programmes

WAPIS and the AFIS programme are two long-term initiatives that complement and reinforce each other and should lead to the computerisation of police services in West African countries. They face the same hurdles (legal, technical, political), and AFIS data should feed in the national and regional WAPIS database (or equivalent), and be connected to INTERPOL fingerprint database through I 24 7. When deployed in beneficiary countries, the AFIS system will also be used by all law enforcement agencies (police, gendarmerie, customs, national guard) in order to feed and share one single biometric criminal database.

However, the introduction of AFIS raises very specific issues, which makes it a separate programme. Technically, WAPIS as a tool is a rather basic database with text areas and attachments, while AFIS requires skills in forensic science, in particular for the latent print subsystem e.g. chemistry or lighting techniques for latent print collection, image enhancement. The equipment needed for AFIS is also much more sophisticated. Finally, the AFIS data collected is also likely to be used in court, which brings about another set of issues.

2) State of play in ECOWAS countries and Mauritania

Thirteen countries out of 16 in the region have no operational AFIS and could be supported by the programme. In countries where an AFIS has been deployed but is not operational, a technical study and budgeting exercise will assess which option is more relevant and cost-efficient: restoring the existing system or starting from scratch with a new biometric system. This study would analyse also the data protection national regulations against the ECOWAS Data Protection act and base all recommendations on ECOWAS and EU standards and policy for data protection.

In agreement with ECOWAS, the programme will start in selected countries that meet criteria for the introduction of AFIS such as: an existing police information system, reliable networks, appropriate legal framework inter alia.

Rolling out the programme at regional level will generate economies of scale (for equipment but also for licences, considering the critical mass of users), ensure interoperability of equipment (hence easier exchange of data at regional level) and facilitate support and maintenance. Standard clauses of Service Level agreement (SLA) should also be set out at regional level, for all countries, to guarantee consistency regarding, for instance, response time maintenance.

3) Striking a balance between the regional and national levels

Along those lines, aside from the technical elements mentioned above, the AFIS programme is a regional initiative. ECOWAS is involved in political dialogue, standard setting in matters of data protection, and regional exchange of information. The programme will have to strike a balance between national ownership and regional coordination, at technical and political levels.

Besides, the actual, progressive, roll-out of criminal AFIS in several ECOWAS countries is likely to affect the legal framework and standards adopted at regional level.

4) Achieving political objectives within means and capacity

The objective of the programme is to roll out the AFIS, in as many countries as possible, within the available budget, in line with the strategy of ECOWAS and the priorities of the EU. Besides, the deployment of AFIS in each country will be a project per se that the programme team will have to prepare carefully: planning, costing (which depends on a wide array of criteria such as size of the database, volume of daily searches, number of scanners and printers, inter alia), technical infrastructure, training needs assessment.

The programme team will also have to assess what can be done realistically in the short term with the available budget and in the medium term, in particular for issues like deployment outside the capital or extension of the database.

5) Change management

The introduction of AFIS in possibly 13 West African countries would be a technological breakthrough. However, technical aspects aside, the programme will also bring about tremendous change in policing on many levels: skills of officers and tools, new SOPs (standard operating procedures), wider use of forensic evidence in criminal proceedings, change in the management of police services at large: accountability of officers through statistics and dashboards, to name a few. All those aspects must be considered from the outset, in order to reach long-term objectives. In that respect, law enforcement agencies in partner countries need technical assistance in order to anticipate and accommodate those changes. The implementing modalities and governance structure must take into account that dimension.

Priority areas of support

Overview of criminal AFIS

A criminal AFIS is generally composed of two interdependent subsystems, which operate with a considerable amount of autonomy:

- Criminal identification or tenprints (known fingerprints): that subsystem is tasked with storing fingerprints (inked or livescan) and identifying them in relation to arrests, citations or background checks of individuals. The criminal identification unit is also in charge of maintaining the integrity of the fingerprint and criminal history databases. Its staff is composed of fingerprint technicians and supporting clerical personnel.
- Criminal investigation or latent print: those teams are tasked with solving crimes through the identification of latent prints developed from crime scenes and physical evidence. The latent print subsystem is staffed by latent print examiners, crime scene investigators or laboratory personnel. Generally, it is placed under a different command structure (often associated with the crime laboratory).

Rolling out an AFIS involves catering to the needs of those two subsystems and making it possible to search each database:

- for tenprint, e.g. by searching the tenprint of an individual against the database to check if the individual is known (possibly through an alias),
- for latent print, e.g. by searching a latent from a crime scene against latent prints on file from other crime scenes,
- and also crosscheck data: e.g. by searching a new tenprint collected on an individual against all latent prints related to unsolved crimes.

Finally, more recently, identification systems called ABIS (Automated Biometric Identification System) have been designed and rolled out: on top of fingerprints, ABIS collect and process all sorts of biometric features (such as facial images, iris or tattoos).

The programme will support police services in West Africa in their fight against crime by introducing the use of biometric data in investigation. The programme will provide equipment and training but also wider technical assistance in order to accommodate the massive change that such technology entails. Taking into account the complexity of the initiative, the programme will also bring together various types of expertise (legal, policing, IT), and articulate the political dialogue at regional level, led by ECOWAS, and national implementation. The EU, represented

by the EU Delegation in each country, will bring value added through political and policy dialogue with the authorities and coordination with other partners, notably EU MS.

2 RISKS AND ASSUMPTIONS

Risk	Risk level (H/M/L)	Mitigating measures
Lack of ownership from partner countries	Medium	- AFIS will be implemented in countries that meet preconditions (e.g. legal framework), have a track record in the rollout of a police information system and are committed. - Policy dialogue between the EU and the ECOWAS Member states involved.
Deficient change management: AFIS is up and running technically, but is not mainstreamed in policing operations	High	- Aside from the technical project, strong focus on wider technical assistance provided by relevant partners to the authorities in order to incorporate the AFIS into the daily work of police officers (SOPs adapted to the code on criminal procedure, awareness raising at all levels, changes to curricula in police academies inter alia). - Lessons learnt from similar projects in Niger
Turnover of trained personnel	High	- The Programme will seek to sign a Memorandum of Understanding (MoU) with beneficiary countries, which will detail responsibilities and commitments of all parties. - Working with local authorities to set up incentives for staff operating the AFIS (technicians, forensic experts).
Unavailability of reliable and affordable means of communication in the countries	High	- Close partnership with the WAPIS programme, which has already provided substantial work on that front and has lessons learnt: use of the WAPIS datacentre, network extensions, etc. The infrastructure developed by WAPIS will be used and possibly improved by the AFIS programme. - Encourage countries to use the radio local loop, which is a sustainable option due to its very low running costs or to use existing national optic fibre backbone.
Data protection issues in relation to AFIS data	Medium	- Promote the ECOWAS Supplementary Act on Data protection. - Close partnership with WAPIS: AFIS data will be stored and managed in DACORE set up by WAPIS: its staff has already been trained. - Work on quality assurance of data to comply with the 7 principles of data protection (lawfulness, fairness and transparency, purpose limitation, data minimisation, accuracy, storage limitation, integrity and confidentiality, accountability), in relation with the WAPIS programme.

Failure by countries to maintain IT equipment	High	- Purchase of perpetual licenses through one single AFIS supplier in order to reduce running costs for partners countries to the minimum. - Work for the allocation of a specific budget line for equipment maintenance. - Foster partnerships between law enforcement agencies and local IT companies to reduce costs for maintenance and ensure sustainability.
Lack of commitment to adhering to fundamental rights standards and principles	Medium	- International human rights principles and standards related privacy and personal data, procedural safeguards and effective oversight mechanisms will be integrated. - Civil society working on civil and political rights will be consulted and national human rights institutions will be promoted in all countries. - Political and policy dialogue will be utilised to promote the commitment to human rights based principles and standards.
Assumptions		
- Authorities at national and regional level will continue to support the introduction of AFIS technology. - The general security situation in countries will allow for normal operations.		

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

The implementation of the proposed AFIS programme will draw lessons from two significant experiences:

1) WAPIS Programme

- The WAPIS programme is the predecessor and founding stone of the AFIS programme. As the programme started in 2012, lessons learnt from that experience can steer the implementation of the AFIS programme. A sensitive and long term programme like WAPIS must articulate technical and legal considerations with a broader political dialogue, in close partnership with the EU and its Member States: the senior programme staff must have experience in high level negotiations and advocacy within the framework of development projects.
- Computerising the police service of a country requires substantial presence on the ground (ideally full time), in order to build trust and fix problems along the way.
- Such a complex programme must have a set of tools generating synthetic, action-driven reporting.

Coordination with the WAPIS programme, currently implemented in ECOWAS plus Mauritania with a budget of EUR 28 000 000, will be a key success factor for the AFIS programme, as they will reinforce each other.

2) PAJED Project in Niger

DEVCO has funded the deployment of a criminal AFIS system in one country only, Niger (PAJED/Programme d'appui à la Justice et à l'État de droit) in 2016. That experience has

provided insights into the rollout of such a technical project through development assistance and pointed out success factors. Firstly, full-time technical assistance on-site is necessary for successful implementation, so that the project takes into account all aspects involved by AFIS implementation (technical but also legal and political), anticipates problems and builds trust with the authorities.

Second, in order for the system to be sustainable, local partners must gradually take over the maintenance of the system and user support from the provider of the biometric system (who can only work through assistance from a remote site or short-term missions). From the outset, in each country, the project team must plan and gradually prepare the handover of the system to a network of local, skilled and reliable IT technicians, while relying on the provider for only expert advice/ bespoke service. That breakdown of responsibilities is sustainable, as well as more efficient and less costly.

Lastly, the project in Niger showed the value added of coordination, in particular with the support of CSDP missions. The European Union Capacity Building Mission in Niger (EUCAP Niger) provided an expert who followed up both the AFIS and WAPIS projects and advised the authorities, day-to-day.

3.2 Complementarity, synergy and donor coordination

First, the degree of synergy and complementarity with WAPIS will be a key success factor for the proposed AFIS programme. In that respect, WAPIS has laid the groundwork for computerisation and the AFIS programme will build upon that prior work in ECOWAS countries and Mauritania e.g. creation of databases shared by all law enforcement agencies (police, gendarmerie, customs, inter alia), basic IT training for officers, setup of datacentres, extension of telecommunication networks. Biometric data collected through AFIS should be transmitted using the network developed by WAPIS, be stored in the DACORE (Data Collection and Record centre)/WAPIS datacentre, and be crosschecked with INTERPOL databases through I 24 7. The WAPIS programme has also initiated substantial legal work, in particular in relation to data protection and enforcement of the 2010 Supplementary Act passed by ECOWAS. The AFIS initiative will build on that effort and make the necessary provisions to incorporate biometric data into the legal framework.

Based on the experience of WAPIS, forging close partnerships with other relevant institutions in partner countries is also imperative for the project to succeed. EU Member State embassies in particular, with full time presence and political leverage, are important allies. Common Security and Defence Policy (CSDP) missions, as in Mali and Niger with the EUCAP missions, have also proven to be assets for the WAPIS programme. The AFIS programme will have to adopt a similar approach.

In planning and implementation of the programme, specific attention will be paid to projects in the region introducing civilian AFIS, in relation to identity, and documents such as driver's licenses, passports, gun licenses, or voter registration. To date, one civilian AFIS is being rolled out in the region: in Cabo Verde through the GESTDOC project (Modernising and strengthening secure identity chains and documental security), funded by the EUTF.

For the purpose of ensuring complementarity, synergy and coordination, the Commission may sign or enter into joint donor coordination declarations or statements and may participate in donor coordination structures, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

Overall objective

The overall objective of the action is for criminals to be identified, and cases brought to court and successfully concluded through the use of Automated Fingerprint Identification Systems (AFIS) in West African countries, in line with international human rights frameworks and standards. It aims at improving investigation capabilities and better fight against crimes.

Specific objective

Criminal AFIS systems, tailored to country-specific needs and linked to WAPIS and other databases, are operational in beneficiary ECOWAS member states and Mauritania. In this regard the following specific objectives consist, among others, of:

- Strengthening the technical and operational capacities of member states and relevant Offices;
- Assessing the functioning of existing systems and correct shortcomings;
- Analysing the consistency of legal data protection frameworks with norms and standards at the regional level;
- Putting in place appropriate regional regulatory frameworks.

Expected results

Result 1: Operational and technical support and training for the roll-out of AFIS is ensured;

Result 2: Systems are in place (wherever feasible) to connect AFIS to national WAPIS systems and I 24 7, and to allow interfacing with other relevant databases (e.g. criminal justice system, SECURIPORT, PISCES, MIDAS);

Result 3: Country-specific SOPs are in place to incorporate the use of AFIS in police work at all levels (procedures for background checks, crime scene investigation inter alia);

Result 4: Systems are in place to ensure that the deployment of the AFIS in each country is sustainable, at financial and technical levels (budget line, increasing reliance on local IT experts, development of a durable pool of trainers and forensic experts).

As per Result 1, in countries where a criminal AFIS has already been introduced, the programme will first assess the operational capacity of the existing AFIS and provide a gap assessment along with recommendations.

The programme will also analyse the legal framework for data protection in criminal databases and compliance with the regional framework and standards, with the support of the WAPIS programme. The progressive roll-out of criminal AFIS might as well lead to changes in the applicable legal standards at regional level.

Indicative standard activities for AFIS implementation, inter alia:

- Drafting of technical specifications
- Development of customised features per country, testing and validation, go-live
- Digitisation of existing palmprint records
- Training of users and administrators
- Extension of telecom network

4.2 Intervention Logic

The WAPIS programme has first created databases, and started building the infrastructure needed to computerise police information and step up policing capacities in West Africa. The AFIS programme will go a step further by installing the system in beneficiary countries and introducing the use of biometric data: first, scanning existing fingerprints in paper form, and then collecting new fingerprints, through identification (tenprint) and on crime scenes (latent prints).

The collection and use of biometric data is a juncture in the modernisation of policing in West Africa. As proven by the track record of dozens of countries since the late 1970s, the introduction of biometric data is a key driver of the modernisation of policing and fight against crime. It results in more efficient policing (higher resolution rate and easier exchange of information) and decreased likelihood of wrongful convictions.

The programme will enhance the capacity of law enforcement agencies to identify criminals through the installation and the operationalisation of Automated Fingerprint Identification Systems (AFIS) in West African countries. This will be achieved by introducing criminal AFIS in beneficiary ECOWAS member states and Mauritania, taking into account country-specific needs, in coherence with the existing police information system and databases (WAPIS) and in a sustainable manner.

The AFIS will be deployed through the provision of equipment, operational and technical support and training, in close partnership with the existing police information system (WAPIS or WAPIS-like system). Once the stock of paper-based fingerprints is stored, the programme will feed the AFIS with the flow of incoming biometric evidence (tenprint and latent print).

The AFIS system will also be interfaced with the national WAPIS or WAPIS-like system, INTERPOL I 24 7, as well as any relevant database, with the aim of maximising exchange of information and impact at operational level.

Beyond the technical level, the programme will anticipate the changes induced by biometric data, propose suitable changes to the procedures and management of law enforcement agencies, and conduct long-term strategies involving all levels of command. Country-specific SOPs will be designed at all levels, in order to optimise the collection, consultation, sharing and crosschecking of biometric evidence. For example, new procedures will be set up in order to consistently collect evidence on crime scene investigation, or consult the AFIS database for background checks.

Aside from training, the programme will support the authorities in conducting change management strategies, including communication and awareness raising campaigns among officers.

In order to make a durable impact, the programme will make sure the system is sustainable, at financial and technical levels. In particular, the project will advocate the provision of an appropriate budget for the AFIS (running costs and investment) by the authorities, and develop a network of qualified local IT contractors, in order to progressively hand the AFIS over and reduce running costs. Likewise, the programme will also bolster the human resources needed to operate the system in the long run by training experts in biometric identification, and updating the curricula in police academies accordingly.

As a result, the programme will deploy the AFIS in selected countries, based on country-specific strategies, in a sustainable manner, with the available resources. By achieving proof of concept, the programme will build a virtuous circle among ECOWAS member states willing to modernise their policing capabilities, and create momentum for extensive coverage of the system across the country. In that regard, the programme will work in close partnership with ECOWAS to ensure ownership from Member States.

4.3 Mainstreaming

The action will make a substantial contribution to good governance and human rights. Indeed, in many West African countries, investigation, prosecution and conviction still rely heavily on confession, in the absence of solid forensic evidence. The disproportionate role of confession in the criminal justice system often gives rise to bias, discrimination and abuse, and might cause wrongful conviction and miscarriage of justice at large. In this context, the action will give strong arguments for investigations based material evidence rather than questioning, and introduce new standards and approaches to policing.

On a different front, the AFIS programme will also address the crosscutting issue of migration. Providing reliable identification to citizens is a prerequisite for the secure crossing of borders. In that regard, introducing free movement of persons and goods within ECOWAS had security implications and required for law enforcement agencies to collect and share information in a more efficient manner. That principle led to the design of the WAPIS programme. The AFIS programme comes as a response to that migration concern as well. Besides, the exchange of biometric data between West African countries is a key advance in the fight against cross-border crime, notably crimes such as migrant smuggling and trafficking in human beings.

The action will promote and ensure conformity with international human rights frameworks related to the collection of biometric data, including specific rights implications, such as the right to privacy and personal data, ensuring the dignity of all individuals.

4.4 Contribution to Sustainable Development Goals (SDGs)

This intervention is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) and SDG 10 (Reduce inequality within and among countries), through SDG 10.7 (Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies).

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of the adoption by the Commission of this Financing Decision.
Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation of the budget support component

N/A.

5.4 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures[3].

5.4.1 Indirect management with a Member State Organisation or an International Organisation

A part of this action may be implemented in indirect management with an entity which will be selected by the Commission's services in consultation with the regional organisations (ECOWAS, WAEMU) using the following criteria: relevant experience, notably in the area of intergovernmental cooperation, possibly in partnership/consortium with an AFIS provider. The entity or consortium will be selected after a public call for expressions of interest. The implementation by this entity entails the implementation of the AFIS system and the wider technical assistance that the system requires, namely specific results 1, 3 and 4.

5.4.2 Indirect management with INTERPOL

A part of this action may be implemented in indirect management with INTERPOL. This implementation entails connecting the AFIS database in each beneficiary country to WAPIS and I 24 7, as well as providing expertise regarding WAPIS and possible connection to other relevant databases. Those activities correspond to specific result 2. The envisaged entity has been selected using the following criteria: because it has the mandate, the expertise and the credentials for connecting police databases to I 24 7, its own secure communication system, and WAPIS, its own programme and tool. INTERPOL is also best placed to provide support regarding the connection of the AFIS to other relevant databases, if needed, and bespoke expertise in relation to WAPIS.

In case the envisaged entity would need to be replaced, the Commission's services may select another replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

[3] www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

5.6 Indicative budget

	EU contribution (in EUR)
5.4.1 Indirect management with a Member State organisation/international organisation *(including Communication and Visibility and Audit)* Result 1, 3 and 4	14 000 000
5.4.2 Indirect management with INTERPOL - Result 2	1 000 000
5.9 Evaluation, 5.10 Audits	Will be covered by another decision
Total	**15 000 000**

5.7 Organisational set-up and responsibilities

The Programme Steering Committee will bring together partner countries, ECOWAS, WAEMU, the European Commission and INTERPOL, as well as the EU MS agency or international organisation in charge of programme management (if applicable) considering that the AFIS and WAPIS programme are closely connected, to provide strategic guidance and support. The Programme Steering Committee will meet at least twice a year.

The Programme Steering Committee will first review and select a first set of countries that are beneficiary for the AFIS, based on feasibility studies from the WAPIS programme and agreed-upon technical and political criteria. Every year, the Steering Committee will assess the progress and selection of new countries for the AFIS. The Steering Committee will among others:

- Oversee responsibilities and provide guidelines on the implementation of the programme;
- Ensure the overall political and strategical overview on AFIS by ensuring the coherence with WAPIS;
- Promote the development, establishment and sustainable implementation of AFIS in complementarity with WAPIS.

Aside from the regional governance structure, national steering committees could be set up, in order to assess progress, provide guidance and support in each country where the AFIS is deployed. Human rights and gender expertise will be ensured in the governance arrangements and/or technical assistance.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5.8 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports, at least every 3/6 months, and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix.

Reports shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Those reports will be shared with the Steering Committee. Aside from EU-funded monitoring, ECOWAS might set up monitoring visits as well.

5.9 Evaluation

Having regard to the importance of the action, mid-term, and final evaluations will be carried out for this action or its components via independent consultants to be contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to the introduction of AFIS in other countries over the duration of the programme.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that advancing the use of biometric data, for civil and for criminal purposes alike, will be a long term priority for EU cooperation, in line with the priority area of digital transformation.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the EU Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

List of acronyms

Acronym	Standing for
AFIS	Automated Fingerprint Identification System
ABIS	Automated Biometric Identification System
CCSS	Committee of Chiefs of Security Services
CSDP	Common Security and Defence Policy
DAC	Development Assistance Committee
DACORE	Data Collection and Record Centre
ECOWAS	Economic Community of West African States
EDF	European Development Fund
EU	European Union
EUCAP Mali	European Union Capacity Building Mission in Mali
EUCAP Niger	EU Capacity Building Mission in Niger
EUTF	European Union Emergency Trust Fund for Africa
IOM	International Organization for Migration
IRAPOL	Identification, Rapprochement, Analyse de Police
MIDAS	Migration Information and Data Analysis System
MoU	Memorandum of Understanding
PAJED	Programme d'Appui à la Justice et à l'Etat de droit
PISCES	Personal Identification Secure Comparison and Evaluation System
RIP	Regional Indicative Programme
SLA	Service Level Agreement
SOP	Standard Operating Procedure
UNODC	United Nations Office on Drugs and Crime
WAEMU	Western African Economic and Monetary Union
WAPCCO	West African Police Chiefs Committee
WAPIS	Western African Police Information System

APPENDIX - INDICATIVE LOGFRAME MATRIX

The indicative logframe matrix will evolve during the lifetime of the Intervention. The activities, the expected outputs and related indicators are indicative and may be updated during the implementation of the Intervention as agreed by the parties (the European Commission and the implementing partner/s).

	Results chain: **Main expected results**	**Indicators** **(at least one indicator per expected result)**	**Sources of data**	**Assumptions**
Impact (Overall Objective)	Criminals are identified, cases are brought to court and are successfully concluded through the use of Automated Fingerprint Identification Systems (AFIS) in West African countries in line with international human rights frameworks and standards.	1.Volume of biometric data shared at regional and global levels: searches and matches (disaggregated by gender, age and disability) 2. Number of criminal cases brought to courts using biometric evidence (disaggregated by gender, age and disability) 3. Number of cleared criminal cases (disaggregated by sex, age and disability)	Dashboard of AFIS system INTERPOL statistics Statistics from ministry of Interior per country Statistics from relevant partners (e.g. UNODC)	*Not applicable*
Outcome(s) (Specific Objective(s))	Criminal AFIS systems, tailored to country-specific needs and linked to WAPIS and other databases, are operational in beneficiary ECOWAS member states and Mauritania consistent with international human rights frameworks and standards	1. Number of beneficiary countries with a fully operational and sustainable AFIS system 2. Number of electronic fingerprints stored (tenprints and latent prints) 3. Number of cases in which latent prints are collected at crime scenes 4. Number of successful identifications/ matches using AFIS (disaggregated by sex, age and disability) (disaggregated by sex, age and disability)	National statistics Reports from relevant organisations (e.g. UNODC, INTERPOL, AFRIPOL) National budget Programme reports	Commitment Authorities at national and regional level will continue to support the introduction of AFIS technology The general security situation in countries will allow for normal operations.

Outputs	1: Operational and technical support and training for the roll-out of AFIS is ensured	1.1 Number of workstations and scanners deployed 1.2 Number of officers trained at technician level (disaggregated by sex, age and disability) 1.3 Number of network extensions to allow remote data entry		Commitment from senior police executives to collect biometric data Adequate staff is designated by the authorities Authorities willing to dedicate resources for AFIS Turnover among qualified staff is manageable
	2: Systems are in place (wherever feasible) to connect AFIS with national WAPIS systems and I 24 7, and to allow interfacing with other relevant databases (eg criminal justice system, SECURIPORT, PISCES, MIDAS)	2.1 Number of countries where an AFIS interface with WAPIS is in place 2.2 Number of countries where an AFIS interface with I 24 7 is in place 2.3 Number of studies concerning interfaces between AFIS and other relevant databases 2.4 Number of interfaces with relevant databases in place		
	3 Country-specific SOPs are in place to incorporate the use of AFIS in police work at all levels (procedures for background checks, crime scene investigation, integration of human rights principles and standards, establishment of procedural safeguards and oversight mechanisms, taking into account all rights dimensions, inter alia)	3.1 Number of SOPs validated 3.2 Number of officers receiving communication and awareness raising training, by sex (number relating to human rights standards)	National statistics Reports from relevant organisations (e.g. UNODC, INTERPOL, AFRIPOL)	
	4 Systems are in place to ensure that the deployment of the AFIS in each country is sustainable, at financial and technical levels (budget line, increasing reliance on local IT experts, development of a durable pool of trainers and forensic experts)	4.1 Number of countries with a budget line and appropriation for AFIS (running costs and investment) 4.2 % of maintenance budget provided by local IT partners	National budget	

		4.3 Number of officers trained on use of biometric evidence in police academies (disaggregated, by sex, age and disability) 4.4 Number of experts trained in biometric identification (disaggregated by type of training, by sex, age and disability) 4.5 Number of countries with a master plan for full deployment of AFIS across the country over 3-5 year period validated	Programme reports	