

ENHANCING AFRICA'S RESPONSE TO TRANSNATIONAL ORGANISED CRIME

Transnational organised crime in Africa

The past decade has seen dramatic shifts in the conversation around transnational organised crime (TOC) in Africa. While the continent has enjoyed increasing stability and rising economic growth, this has also facilitated cross-border criminal activity across the continent.

The unprecedented openness in trade, finance, travel and communication has also given rise to enormous opportunities for criminals. Surpassing borders, organised crime threatens governance, peace and development in developed and developing nations alike.

In 2009, the World Bank estimated the value of revenue accruing to organised crime in Africa to be \$1.3 trillion. This figure had risen to \$3.3 trillion by 2011: a 50% rate of growth per year.

Organised crime affects every section of society, from state actors to local communities. It fuels corruption and conflict, infiltrates business and politics, and triggers violence often directed at society's most vulnerable, while at the same time diverting resources that could be dedicated to development, reducing poverty or improving basic services.

Criminal organisations use legitimate state structures to sustain the circulation and sale of illicit goods, facilitate money laundering and minimise the risk of prosecution. In addition, certain forms of organised crime are linked with conflict and violent extremism in Africa.

Responses to organised crime have traditionally been framed within a criminal justice or security context – with little consideration for tackling it from a socio-economic perspective. This calls for a more holistic understanding of the phenomenon and its impact.

ENACT: Enhancing Africa's response to transnational organised crime

Recognising that organised crime poses challenges not only to Africa, but also to surrounding regions, the

international community has been working to develop effective, long-term responses.

The European Union (EU) has placed security in Africa at the forefront of its international agenda, notably through its Pan-African Programme – the first programme of its kind to centre on development and cooperation, and covering Africa as a whole.

One project under the Pan-African Programme is ENACT: Enhancing Africa's capacity to respond more effectively to transnational organised crime.

ENACT works to mitigate the impact of transnational organised crime (TOC) in Africa on development, governance, security and the rule of law.

It achieves this in two ways: firstly, by building knowledge and offering evidence-based analysis of TOC in Africa, which will inform policy and enhance cooperation at the regional and continental level. Secondly, ENACT builds skills and capacity among key African stakeholders to better respond to transnational organised crime and mitigate its impact.

ENACT is a three-year programme, and supports the Africa-EU Strategic Partnership and the Joint Africa-EU Strategy and Roadmap 2014-2017.

ENACT project partners

ENACT is implemented by a partnership of expert organisations, namely the Institute for Security Studies and INTERPOL, in affiliation with the Global Initiative against Transnational Organised Crime.

The Institute for Security Studies (ISS) partners to build knowledge and skills that secure Africa's future. It is the only pan-African civil society organisation working on African security, development and justice. Established more than two decades ago, the ISS works with governments, regional organisations and the African Union, as well as international multilateral institutions, donors and development agencies, and civil society. The ISS aims to enhance human security

in Africa by providing independent and authoritative research, expert policy advice, and practical training and technical assistance. The ISS has offices in Pretoria, Nairobi, Addis Ababa and Dakar.

INTERPOL is the world's largest international police organisation. With over 190 member states, INTERPOL's primary mandate is to enable police to work together to make the world a safer place. With its unparalleled convening power, high-tech infrastructure and technical and operational support, INTERPOL helps national police services to meet the growing challenge of fighting crime in the 21st century. INTERPOL has a National Central Bureau in each of the African Union's 55 member states, and facilitates coordinated, specialised actions against priority organised crimes in Africa.

The Global Initiative against Transnational Organised Crime (GIATOC) is an international civil society organisation that aims to provide better global responses to transnational organised crime. The Global Initiative coordinates an expert network of more than 200 independent, global and regional experts working on security, human rights, democracy, governance and development issues. Through catalytic research, policy advice and the development of practical tools, the expertise of the Global Initiative's network members is made available to a wide range of stakeholders, promoting multi-sectoral strategies and action.

ENACT: What we do

Among its flagship outputs, ENACT will develop:

- Five regional organised crime observatories (ROCOs)
- The ENACT website: an African transnational organised crime resource hub
- The Organised Crime in Africa Vulnerability Assessment Tool
- The ENACT TOC incident monitoring project
- African Futures analysis
- ENACT research and publications
- ENACT capacity-building/training programmes

Regional organised crime observatories

ENACT regional organised crime observatories (ROCOs) are being established across Africa, covering the five regions, namely:

- Southern Africa (based in Pretoria, South Africa)
- West Africa (based in Abidjan, Côte d'Ivoire)
- Central Africa (based in Yaoundé, Cameroon)
- East Africa (to be based in Addis Ababa, Ethiopia or Nairobi, Kenya)
- North Africa (Tunis, Tunisia - from 2018)

The ENACT ROCOs work closely with national and regional practitioners, policy-makers and decision-makers. The ROCOs will:

- Serve as a regional focal point for outreach and engagement
- Monitor trends to forge a common understanding of regional priorities
- Place evidence-based research and analysis at the fingertips of those working directly on policy
- Provide access to policy-making tools, good practices and strategies
- Promote regional cooperation to mitigate the impact of organised crime
- Facilitate ENACT training and capacity-building with key regional stakeholders

Research results will be made available through publications on specific themes and emerging threats and priorities.

Additionally, a secure and dedicated section on the ENACT website will provide a data repository of existing transnational organised crime strategies, good practices and lessons.

The ENACT website

The ENACT website - www.enactafrica.org - is an interactive, user-friendly African transnational organised crime resource hub.

The website houses ENACT analysis, including the following flagship products:

- ENACT Observer: original analysis of current events related to TOC in Africa, published every week
- ENACT Trend Report: brief, analytical commentary with a country or regional focus on emerging trends
- ENACT Explainer: short, user-friendly guides that make complex TOC topics accessible
- ENACT infographics, videos and microsites

A dedicated section for policy-makers will provide access to a repository of policy tools and resources. This includes a secure 'policy portal' - where sensitive information can be accessed by means of an exclusive log-in section.

All ENACT publications - policy briefs, research papers, continental reports and annual organised crime reviews - will be available for free download from the ENACT website. The website will also offer a platform for engagement called 'ENACT networks' - a set of secure and dedicated discussion forums for various ENACT stakeholder groups.

ENACT newsletters and mailers keep readers up to date with regular news, analysis and event invitations.

The Organised Crime in Africa Vulnerability Assessment Tool

Tools for measuring the scope and scale of organised crime in Africa are limited. Current assessments are largely done at the national level, often appraising criminal threats in ways that don't meet the needs of policymakers, who are increasingly seeking integrated responses to the challenge.

A better evidence basis is urgently required for states and key actors to effectively monitor, analyse, prioritise and address the threat presented by organised crime in a systematic and sustainable way.

The ENACT Organised Crime Vulnerability Assessment Tool will provide a multi-dimensional measure of

organised crime and its impact, allowing key actors to develop effective strategies.

To be published for the first time at the end of 2018, the Vulnerability Assessment Tool will be informed by a baseline assessment that identifies the availability, quality and relevance of continental data, as well as priority data gaps.

The Assessment Tool will be made accessible via an interactive platform on the ENACT website. It will be complemented by a flagship annual report, which will be used to sensitise policy makers.

Organised Crime in Africa Vulnerability Model

In assessing a state's overall vulnerability to organised crime, the model - comprised of three sub-indices - will be designed to measure three categories of information:

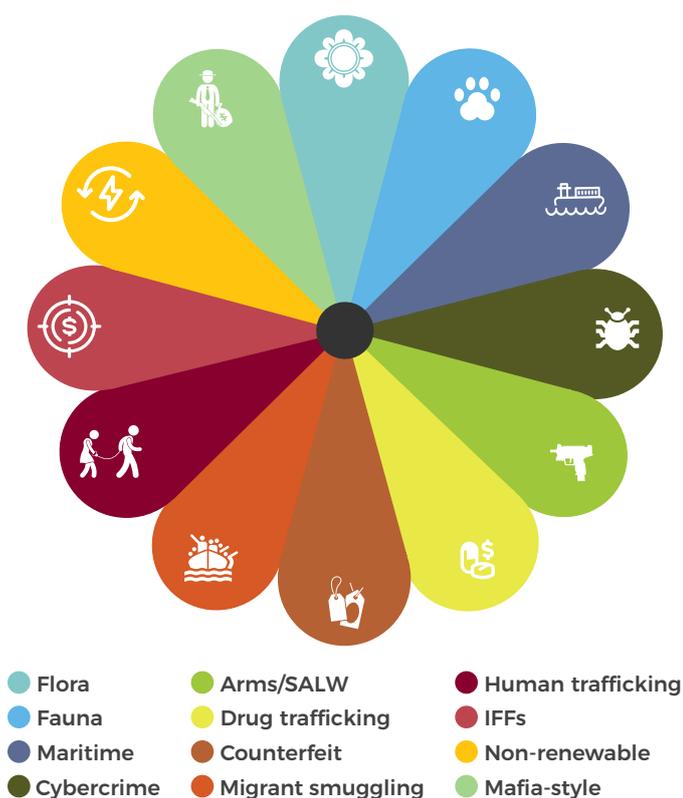
1. *The presence and scale* of the threat, as a composite of 12 types of organised crime
2. *Risk* to organised crime
3. *State capacity and political will* to respond to organised crime threats



The juxtaposition between these three metrics will be analysed to develop a cumulative score for each African state, indicating that state's vulnerability to organised crime threats.

PRESENCE: The first of the three composite indices concentrates on the presence of organised crime. Particularly, this index will serve as longitudinal study, aiming to show how organised crime has evolved and its current state – which may eventually provide insights into its future evolution. This is intended to be used as a tool that allows stakeholders to refine their efforts in combatting organised crime.

The information derived from the Presence Index for each African state will be depicted in a ‘flower’ that combines scores for each crime type in a single portrait, which may be used to depict trends over time. The figure below provides a rough illustration of intended data visualisation for each country. Additionally, a similar visual may be used to depict correlations between crime types and impact areas.



RISK: Organised crime groups exploit weak or dysfunctional state institutions, porous borders and disadvantages in social welfare and local

political economies to continue and expand their operations. To measure state risk to organised crime, the second index will consider a number of areas, namely a state’s economy; physical geography and natural resources; social cohesion and conflict; socio-demographics; as well as global engagement and trade..

CAPACITY: As a third index, state capacity and political will are to be measured, based on the awareness and understanding that states demonstrate in the fight of organised crime, whether they have appropriate legal, political and strategic frameworks to address organised crime, and whether they are achieving actual results. This index will also assess state actions to combat organised crime, noting that capacity and will are precursors to actual strategic policy implementation.

The Organised Crime Data Dashboard

One component of the Assessment Tool includes the Data Dashboard, which will provide a comparison of two overall primary metrics, namely the *presence* and the *impact* of organised crime.

PRESENCE: As indicated in the diagram above, the dashboard will draw data across 12 individual crime types from Presence Index. It will also allow users to see the scale of crime subsets under a particular crime type, for example, ‘Maritime crimes’, may include subsets like ‘piracy’ and ‘illegal, unregulated and unreported fishing.’

IMPACT: The Dashboard will also provide crime-sensitive indicators to assess the correlations in five impact areas: security and violence; economic; social development; environment; and governance and democracy. Each of these impact areas will be comprised of a number of components to which a user may choose a crime type (or subset) and see its impact in the selected area. For example, ‘human smuggling’ may be viewed as it correlates to ‘gender-based violence’; or ‘terrorism’ components of the ‘security and violence’ impact area.

ENACT TOC incident monitoring

The ENACT TOC incident monitoring project aims to systematically record incidents of organised crime in Africa using one of the only sources of public information on organised crime in Africa: news media. The purpose of this effort is to create an alternative source of data on organised crime.

Every six months, the TOC incident monitoring project will release a report analysing the findings of the various studies

Given the general lack of national or official crime statistics in Africa, and the ad hoc nature of more in-depth analysis by academic institutions, non-governmental organisations and investigative journalism, organised crime remains a significantly challenging field of study. On the African continent, and not unlike other parts of the world, media is one of the few avenues for understanding organised crime.

However, just as with national crime statistics, the numbers and trends produced by this project need to be interpreted within their context and as such should be understood as a platform for further research, rather than a definitive scale of the problem.

Every six months, the TOC incident monitoring project will release a report analysing the findings of the various studies.

African Futures analysis

ENACT produces futures-focused analysis building on the long-established relationship between the ISS and the Frederick S. Pardee Center for International Futures at the University of Denver. This analysis uses the International Futures (IFs) model, the

most sophisticated and comprehensive forecasting modelling system available to the public.

ENACT futures research will explore the nexus between organised crime, governance and development, and how these could be measured with an eye toward forecasting trends.

ENACT research and publications

ENACT researches the scope and scale of illicit flows and criminal markets in Africa so that the impact of these crimes on security, governance, the economy, rule of law, development and the environment can be better understood. ENACT research highlights the business models, networks, actors and enablers of illicit flows, and examines responses to formulate policy-relevant findings and recommendations for better measures at the national, regional, continental and international levels.

Our research covers a comprehensive spectrum of crime types, namely: human trafficking, migrant smuggling, illicit financial flows, non-renewable resources, mafia-style crimes, environmental crimes – including flora and fauna, maritime crimes, cybercrime, arms and drugs trafficking, counterfeit goods and cross-border smuggling.

ENACT research will be published as various website products and publications, including policy briefs, research papers and continental reports.

ENACT capacity-building/training

Capacity building

The tools outlined above will be used to help build the capacity of selected African policymakers, state institutions and civil society to identify and respond to transnational organised crime in a coordinated manner. The tools will also shape strategies and programmes that will be formulated collaboratively with continental and regional stakeholders.

Law-enforcement intelligence model

To strengthen information collection and build capacity among law-enforcement authorities, INTERPOL will develop a strong law-enforcement intelligence model.

The model is tailored to support police throughout the African continent in adopting proactive strategies to counter organised crime and further enhance investigative and response mechanisms.

This will include:

- Providing 18 criminal intelligence analysis training courses and mentoring to African countries. All African member countries will be invited to this five-day training programme, which is designed to equip junior intelligence analysts and field investigators with the skills needed to analyse large amounts of information from various sources, and to develop accurate intelligence from this information. Various concepts and techniques will be applied in practical exercises that represent simulated and real-life situations.
- Extending its communication network and databases through INTERPOL's communication system I-24/7 to units responsible for intelligence collection and/or analysis within national police forces in four selected pilot countries, namely Malawi, Niger, Uganda and Congo Brazzaville.
- Providing the relevant equipment, analytical software, training and mentoring to four selected pilot countries, namely Malawi, Niger, Uganda and Congo Brazzaville, to settle their own analytical units.
- Placing an experienced criminal intelligence analyst in each of INTERPOL's African Regional Bureaus (Abidjan, Yaoundé, Harare and Nairobi) and in the General Secretariat in Lyon (to cover the North African region). The analysts will complete regional strategic analytical reports to be presented during the Regional Chiefs of Police Annual General Meeting (EAPCCO, WAPCCO, SARPCCO, CAPCCO AGM).

In addition, INTERPOL regional analysts will also work directly with the countries in the region in mentoring analytical/data collection departments and support them with operational analysis.

- Creating a secure analysts' platform on the INTERPOL website where newly trained analysts will be able to stay in touch and share experiences and issues. The platform will also provide catalogues of training available, interesting articles in relation with analysis, new analytical software and other relevant information.
- Two meetings of Heads of Analysis in Africa. This responds to a need for greater collaboration between national Heads of Analysis in the member countries, to gather better information and intelligence and to share new developments in the field of criminal intelligence analysis.
- Five training courses that uniquely combine criminal intelligence analysis and the INTERPOL instructor development course, so that analysis can be taught in a structured way at the national level and form part of the police training curriculum.

Building capacity for independent investigative journalism and cross-border investigation

Journalists have a great responsibility and play an important role in the fight against transnational organised crime. By reporting on criminal activity, monitoring the integrity and independence of governance and mobilising public opinion, independent journalists and the media are critical to holding governments to account and motivating civil society advocacy within a framework of democratic governance.

ENACT will design a dedicated handbook and training course for investigative journalists, deliver at least two continental investigative journalists trainings, build up a continental network of investigative journalists and, where needed, provide mentoring to working journalists.



CONTACT

ISS

Eric Pelser

ENACT Programme Head, ISS

Email: epelser@issafrica.org

Tel +27 12 346 9500

INTERPOL

Nathalie Richard-Bober

ENACT Project Coordinator, INTERPOL

Email: n.richard-bober@interpol.int

Tel +33 4 72 44 71 81

GIATOC

Tuesday Reitano

Deputy Director, Global Initiative against Transnational Organised Crime

Email: tuesday.reitano@globalinitiative.net

Tel: +33 674 31 8212

© 2017, ENACT. Copyright in the volume as a whole is vested in ENACT, its partners, the EU and the author, and no part may be reproduced in whole or in part without the express permission, in writing, of the author and the ENACT partnership.

ENACT is implemented by the Institute for Security Studies (www.issafrica.org) and INTERPOL (www.interpol.int),
in association with the Global Initiative Against Transnational Organized Crime (www.globalinitiative.net)