Basic Information

1.1 CRIS Number: 2003/005-026.05.02
1.2 Title: Extension of Estonian Automated Fingerprint Identification System
1.3 Sector: Justice and Home Affairs
1.4 Location: Estonia

Objectives

2.1 Overall objective
To fight against crime and illegal immigration crossing the future external border of the EU, to reduce cross-border and international crime

2.2 Project purpose
To improve fingerprint information gathering, management and exchange between national and international authorities and implement the Eurodac system.

2.3 Accession Partnership and NPAA priority
Accession Partnership 2001
Co-operation in the field of justice and home affairs
– Continue the fight against organised crime;
– Continue the fight against drugs by developing and implementing the national drugs strategy and strengthening the administrative bodies involved in its implementation;
– Implement border and migration legislation to prevent illegal immigration; properly implement the Refugees Act.
– Strengthen border management and control, including sea surveillance.

NPAA 2002-2003 priority:

Sub-chapter: 24.1 Guarding of external borders,
Border controls and border guarding:
Requirements established on the border control and border guarding of the external borders of the European Union must be applied at the eastern border of Estonia and at its sea border, as well as at the Estonian-Latvian border until Latvia joins the European Union. The following measures must be taken:
…In order to guard the green border patrolling methods and technical surveillance equipment, which meet the established requirements, have to be used…

Implementation and administrative capacity
Introduction of the EURODAC fingerprint system.

Sub-chapter: 24.3. Asylum Issues (NPAA, p 24)
Estonia will start using the Eurodac fingerprint system established for the more effective implementation of the Dublin Convention immediately after accession to the European Union. Estonia has submitted a project application under Phare for the implementation of the system.

Implementation and administrative capacity
Introduction of the EURODAC fingerprint system.

Sub-chapter 24.4: Police Co-operation:
In order to improve the administrative capacity of the police force the following measures must be taken:

- Enhance international police co-operation, including the exchange of liaison officers and the continuation of concluding bilateral agreements between countries on the prevention of crime;
- Develop the co-operation between the different law enforcement authorities of Estonia, including the establishment of necessary databases and common use of the latter.

2.4 Contribution to National Development Plan
Not applicable

2.5 Cross Border Impact
The project has cross border impact in terms of discovering recurring asylum applications and illegal border crossings or wanted persons.

Description

3.1 Background and Justification
3.1.1 Background

*Participation in Automated Fingerprint Identification System*
Automated Fingerprint Identification System (AFIS) is a tool for law enforcement authorities that has been in European countries widely used since 1990s. The system produces reliable results by comparing and analysing of fingerprints in relatively short time period. The system also provides electronical storage capacity. The process of analysis includes loading of the fingerprints on the AFIS computer, setting search parameters, search in database, examination and verification of the results by identification officer.

Estonian police took the AFIS (version 1996) into use in 1998. The system is maintained and developed by the Forensic Service Centre (FSC) subordinated to the Police Board (PB). The FSC conducts forensic and technical investigations, participates in pre-trial and court investigative activities.

As the AFIS provides assistance in many areas that fall into the area of responsibility of different authorities there is a need for a common usage of the system:
- The Police Board (PB) must have the access to identify crime scene suspects, deceased of unknown parties, suspects (criminals an illegal immigrants) authentication and verification on the streets (by patrol vehicles) and at police stations (suspects brought to investigation).
- The Citizenship and Migration Board (CMB) will have the responsibility to verify the fingerprints of asylum seekers via Eurodac (European Automated Fingerprint Recognition System, **launched on 15 January 2003**) and in the AFIS system. The CMB also must verify the identity of suspected illegal immigrants. Fingerprints an demographic information will be registered in the AFIS separate database (from the criminal one) according to the search results in the AFIS and EURODAC systems and CMB decision:
  1. If the asylum seeker will be allowed to stay in the country, he will be registered at the AFIS asylum seekers database.
2. If he will not be allowed to stay (expelled) he will be registered in AFIS expellees database.

- border guard will have the responsibility to verify the fingerprints of asylum seekers who submit the application at the border, border guard will use AFIS also for checking suspected persons (criminals, terrorists an expellees), illegal immigrants at border check points and border stations.

Despite the co-operation of relevant authorities in the governing area of the Ministry of Internal Affairs (MoIA) (border guard, police, CMB) in order to fight effectively against illegal border-crossing and improve the capture of criminals, the exchange of information is currently slow and unsatisfactory. Verification of suspected persons at the border is time-consuming and uncomfortable; suspects are detained for several hours up to several days in some cases.

Currently there is no direct access to the system for law enforcement authorities - all data exchange is paper-based. The latest AFIS versions are considerably different from the system that is currently used by Estonian police. Due to the limited capacity, the present AFIS does not allow integration with border stations and crossing points to check citizens crossing the border. The current server is not designed to be connected to controlling equipment and live scanners on the border and software does not allow identification by palm print. Also there are no possibilities to have connection with Eurodac system. Only new AFIS versions provide 24-hour light-out operation, which is important for round-the-clock automatic operation. It would take 2 minutes to get the information on people controlled on the border; it would also enable identification by palm print. The new versions have Eurodac connection possibility and readiness to receive electronic queries directly from the Schengen Information System (SIS) and other AFIS systems such as the Interpol AFIS and neighbouring countries (Finland an the other Baltic countries).

All the data from the AFIS 1996 version is easily transferable to different vendors of the latest AFIS version. Data conversion is planned as follows — during the implementation of the new system the old database will stay as it is and will be transferred to the new system after electronic or manual conversion (depends on the awarded company technical abilities). After the implementation of the project, the FSC will hire 10 more fingerprint experts and the database will be sorted and partially rescanned (using the 10 new full working stations purchased with) in order to improve the overall quality of the database and system accuracy by removing/replacing poor quality prints. Manual scanning is necessary to acquire the approximately 70 000 palmprint cards and adding them to the existing fingerprint database.

**Eurodac**


On 18 February 2003 Council of Ministers adopted Council Regulation (EC) No 343/2003 of 18 February 2003 establishing the criteria and mechanisms for determining the MS responsible for examining an asylum application lodged in one of the MS by a third-country national (Dublin II regulation; OJ L 050, 25.02.2003 p. 1–10). The regulation will enter into force in six months since its adoption. In the regulation it is stated: "Continuity between the system for determining the MS responsible established by the Dublin Convention and the system established by this
Regulation should be ensured. Similarly, consistency should be ensured between this Regulation and Council Regulation (EC) No 2725/2000 of 11 December 2000 concerning the establishment of "Eurodac" for the comparison of fingerprints for the effective application of the Dublin Convention. The operation of Eurodac should facilitate the implementation of the Dublin II regulation. For the purposes of efficient application of Dublin II regulation and Dublin Convention, it is necessary to establish the identity of applicants for asylum and of persons apprehended in connection with illegal crossing of the external borders of the EU. The Council Regulation allows each MS to check whether a third-country national found illegally present on its territory has applied for asylum in another MS. In establishing the identity of such persons, fingerprints constitute an important element because it would be problematic to implement the Regulation and the Convention solely on the basis of the evidence provided by identity cards and passports or other data relevant in establishing the identity or travel route. Eurodac consists of a Central Unit within the European Commission equipped with a fully automated, computerized central database for comparing the fingerprints of asylum applicants and a system for electronic data transmission between participating state and the Central Unit. MSs are under a strict obligation to transmit the fingerprints of asylum applicants and third-country nationals apprehended in connection with the irregular crossing of the external border to the Central Unit. Therefore the MS has to have technology for the capture and storage of the fingerprints. The timeframe for countries currently classified as candidate countries, obliges us to have a fully tested and operational Eurodac connection by 1 May 2004.

The previous contacts of CMB in exchanging information concerning asylum applications have been very limited. The CMB has contacted Interpol in case of doubt that the applicant has launched an asylum application or been caught for criminal activities in another country. However, the co-operation with Interpol, Europol and SIRENE bureau (in future International Criminal Intelligence Centre) will continue after the implementation of Dublin II Regulation and Dublin Convention. It should be noted that some countries have also asked for asylum-seeker’s fingerprints when asked to readmit the person.

Implementation of the Eurodac-system presumes that Estonia has the ability to capture, manage, process and transmit fingerprint data of asylum seekers and illegal immigrants. The main tasks of the CMB in launching this project would be gathering, processing and transferring the fingerprints and personal data of the asylum seekers to the Central Unit of Estonian AFIS and it will automatically transfer the query to Eurodac through interAFIS communication server.

Fight against illegal border crossing and crime

In a wider perspective the project provides tools not only for participation in Eurodac but also to fight against illegal border crossing and crime in general. Online AFIS accessible for different law enforcement authorities is more efficient and effective than current version in use. Remote sites makes it possible to take fingerprints and verify identity within rather short time period.

Existing situation

The existing AFIS was installed in June 98 and is operational since. The use of fingerprints technology to solve crimes and to bring suspects to justice is a success story in Estonia, among the suspects identified by fingerprints are local citizens an illegal people staying in the country. Each year we manage to solve hundreds of cases by fingerprints latents found at crime scenes.

Current problems to be solved by the new system

1. **Capacity** - the existing AFIS capacity was planned for a 5 years period and it is close to saturation in terms of database capacity and matching power.
2. **Palm prints** - it has no palm prints matching capabilities. From our experience which is very close to the statistics published by other police agencies, at 30% of crime scenes there are only palm prints latent, at 40% of crime scenes there are fingerprints and palm prints latent and on 30% of crime scenes there are only fingerprints latent. In order to improve our law-enforcement it is important to add palm prints matching capabilities to the new AFIS.

3. **Additional expert’s workstations** — the existing expert’s workstations (2 full and 2 verification) are not able to cover the daily workloads, which results in increasing forms backlogs which can not be processed on time. The workstations requested in this tender should cover the daily workload including the additional palm prints functionality. At 1st stage it will allow to improve the quality of the database; at 2nd stage some of these new workstations will be installed in other major cities as remote workstations for local experts to input latent.

4. **Interfaces** - it is a closed system with very limited capabilities to interface with other AFIS or law-enforcement systems, the development of such interfaces is very expensive and doesn’t justify the price on an old system.

5. **Images quality** – today’s ink images quality is medium with about 30% poor quality images, in order to increase system’s accuracy which will result in many more hits, it is essential to enrol the new arrested persons and migration population on live booking stations, which have as an integral part of it quality control capabilities during the enrolment process.

6. **Fingerprints forms update time** – the fingerprints forms are send by post to the central AFIS. The time required to insert the forms (because of transportation problems and backlog at the centre) is very long. As a result of it, we are not able to capture wanted persons or persons committing crimes, which were identified by tenprints – unsolved latent in the AFIS, while they are in custody. The future booking stations online connected to the AFIS will enable us to find all necessary information about each person in custody. The new booking stations will be installed at all 3 agencies.

7. **Fast identification workstations (quick check live scanners)** — today we don’t have any such workstations, nor the existing system is able to connect to it such devices. The request is for fixed and mobile fast identification workstations with the ability for authentication (1:1) and identification (1:N) on local database and on central AFIS. The fixed workstation should use the existing wire communication while the mobile devices should use wireless communication. The use of these devices will be: fixed devices at all border-crossing points, at all police stations. Mobile devices for CMB, BBG and police patrol cars.

8. **Laboratory workstation** – there is a growing need to purchase a high resolution laboratory workstation to be able to input crime scene images from objects experts can not lift latent in a traditional way (powder), the workstation should include high resolution digital camera, the special environment to capture these images and it should be connected to the AFIS.

9. **Partitioning** – In order to be able to have a full logical separation between the 3 databases (criminal, asylum and expellees) the new have must allow this logical separation with the ability to launch searches on one or more partitions.

The fingerprint data concerning asylum seekers will be processed and kept strictly separately (eg. data on asylum applicants will be kept in so-called file B, data of criminal register in file A). The need for data separation and detailed access regulations will be among other primary requirements of the tendering and most likely will be solved on the software level. By the beginning of the project regulation of the rights, access and use of the databases will be determined. (It will be conducted by IT-specialists of the relevant institutions in co-operation with Data Protection Inspectorate (an institution within the governing area of the MoIA)).

The Police Act declares that police have right to take fingerprints from criminals and suspects. According to Refugees Act and Border Guard Act the Board of Border Guard (BBG) and the CMB have right to organize the taking of fingerprints from asylum seekers and suspected
persons but they can not conduct the procedure and have to turn to the police to have the fingerprints taken. The right to take the fingerprints by BBG is also stated in the draft of Border Guard Act. According to the Act amending Refugees Act adopted on 15 January 2003 both the CMB and the BBG have right and obligation to take fingerprints of asylum seekers (including persons applying for subsidiary protection). Also Personal Data Protection Act approved in the Parliament in January 2003 (enters into force in July 2003) statutes legal frames for taking, storing and managing of personal data (incl fingerprints). Apparently this arrangement is not sufficient and the legislation has to be reviewed (and amended if necessary i.e. rules for procedure etc) in co-operation with relevant authorities during 3 months since the beginning of the project.

Achievement of the project purpose
During the preparation of this project a working group was established by the MoIA, which consists of representatives from the MoIA, PB, BBG and CMB. The working group designed the current project application that is aimed at gaining full membership in Eurodac system, improved checking of persons at the borders and also crime scene investigation.

The project consists of two contracts.
Contract 1 aims at establishment of internationally compatible AFIS system with direct access of law enforcement authorities and sufficient storage capacity to accommodate separately data on asylum seekers necessary for participation in Eurodac. This system has to be tested and fully operational by 1 May 2004 according to EU legal obligation – the deadline was set to acceding countries at TAIEX seminar (JUS 6553) for national Eurodac contact persons on EURODAC Project planning, on 14 February 2003 in Brussels. For this purpose Estonian authorities need new AFIS central site (capable of handling national and international data transfer and store data on asylum seekers separately from criminal records). Contract 1 also includes purchase of test equipment for CMB, BBG and PB. Testing is necessary for the purpose of having functional new Central Site in place and carry out tasks on operation with remote sites (booking stations and scanners in CMB, BBG and PB). After testing the equipment will be used for the same purposes as other equipment procured under current project. The full set of equipment (full booking stations, fixed and mobile quick check live scanners for CMB, BBG and PB) will not required at the same time with AFIS Central Site installation as it would tremendously increase the work flow in short time period.

The AFIS Central Site unit procured under Contract 1 needs special environmental conditions (e.g. operating and storage humidity, temperature etc). Reconstruction of necessary facilities for AFIS Central site unit is foreseen under Contract 2.

Conclusion
The current project involves upgrading the AFIS system to the new AFIS generation which help the PB (in these matters represented by the FSC) to cope with increasing workload in criminal investigations. It will also allow to make use of palmprints in criminal investigations, which, according to statistics, make about 30% of prints found on crime scenes.

At international level, the new system will tremendously increase the quality and speed of international criminal fingerprint queries which show a remarkable increase in numbers. It allows the BBG and CMB to start effectively control border crossers and illegal immigrants by allowing to establish a local asylum seekers database and make queries to the Eurodac system.

3.1.2 Justification
The AFIS-system used by Estonian police has totally justified itself. Almost 5 years of work-
experience with AFIS has created good grounds to amplify the use of the system and through that speed up and simplify numerous problems in the area of governance of both the Ministry of Justice (MoJ) and the MoIA. In 2002, the fingerprints of almost 130 000 persons and over 15 000 fingerprints taken from unsolved crime-scenes were in the AFIS criminal files. 11749 cards were inserted into AFIS and 665 persons were identified by their fingerprints left in the crime-scene or found from dead body. In 2002, there were almost 130 000 tenprint cards in the database - all these cards have to be reviewed and partially rescanned to create the palmprint database. The workload is 25 000 fingerprint cards and 6 000 latent prints per year (inc INTERPOL, EUROPOL requests which have showed tremendous increase during last years – approximately tripled every year).

Estonian border was crossed 13.1 million (m.) times in 2000, 12.2 m. in 2001, 13.03 m. in 2002. In different regions the numbers were as follows (2000/2001/2002): eastern border 3.62 m./3.07 m./3.4 m., northern border 7.17 m./6.37 m./7.2 m., southern border 2.33 m./2.76 m./2.3 m. crossings. In 2000 238 wanted persons (in 2001 270, in 2002 213) and 156 users of forged documents (in 2001 88, in 2002 87) were arrested on Estonian borders.

From 1997-2002 the number of asylum applications launched in Estonia has been modest so far (69 applications, varying from 3 to 23 per year) and 92% of these has been launched inside the state. The prognosis for 2003 and 2004 is respectably 30 and 40 asylum seekers. Although there is no official prognosis, the common view of experts in migration and asylum fields forecasts a remarkable increase in the number of applicants in Estonia after the accession to EU. The proper collection, storage and processing system of fingerprint data for establishing the identity of asylum-seekers as well as those of illegal migrants, who have already applied for asylum elsewhere or may claim asylum in the future, is of essential importance in the work of Estonian CMB and BBG. As those governmental agencies are responsible for processing the applications and decision-making in the asylum cases, they have to be equipped with technology, which is necessary for implementing the Eurodac-system.

The given figures are based on statistical data of pertinent authorities, but the system has to be able to cope with the considerably higher workload when Estonia will become an EU MS having border with non-EU MS. It is clear that we are not able to predict exactly the workload by using the statistical data and assumptions based on the experience of other countries have to be made. Current estimations are based on the experience of Finland as its geographical location is quite similar. According to the Finnish experience there was a significant increase of illegal migration, asylum applications and border crossings (10-15%). For example number of asylum application: 1996 (before accession) - 711 and 2000 (after accession) - 3 170.

Further impact may follow after Estonia becomes full Schengen member (not earlier than 2006) and internal border controls will be removed. Some impact may have the hierarchy of the Dublin Convention and Dublin II Regulation (adopted on February 18, 2003) responsibility/transfer criteria. It should be noted that according to the article 10 of the Dublin II regulation: “Where it is established, on the basis of proof or circumstantial evidence as described in the two lists mentioned in Article 18(3), including the data referred to in Chapter III of Regulation (EC) No 2725/2000, that an asylum seeker has irregularly crossed the border into a Member State by land, sea or air having come from a third country, the Member State thus entered shall be responsible for examining the application for asylum”. In this respect geographical position of Estonia must also be taken into consideration in this respect.

The extension of AFIS from police domain to the border guard and CMB will in the future simplify and speed up the identification of persons and prevent illegal border-crossings, gives the police better chance to determine the suspects in crime and catch criminals, exchange
information with Interpol and the police authorities in other countries (annex 7 – AFIS upgrade requirements). The planned system will follow the model used in Finland and Belgium. As regards Latvia and Lithuania, this new system will support data exchange and closer cooperation.

After the project the Forensic Service Centre will manage AFIS central site and administer databases. CMB, BBG and PB will have necessary technical means to take and electronically forward fingerprints.

Equipment procured in the framework of the project is estimated to be optimal to meet necessary security and activity standards. However, the old AFIS equipment will not be amortized after introducing a new system - it will be modified to be able to work as a backup system. The maintenance will be covered by Estonian funds and the maintenance contract will be a part of general contract. The maximum acceptable system downtime will also be included in the contract.

As concerns to Phare National Programme 2001 project “Development of Schengen Information System”, there are many improvements planned in order to enhance the protection of external borders of Schengen countries. The Schengen Information System (SIS) is a compensatory measure aimed to balance the abolishment of internal borders between the Schengen countries. The SIS contains alerts on persons and objects issued by all the participating countries.

The success of Eurodac-system will largely depend on its efficient implementation by all EU MS, and particularly those situated on the outer perimeter of the EU territory. Consequently, it is foreseeable that Estonia, on gaining entry into the EU, should make a great commitment in Eurodac's implementation.

3.2. Linked activities:
The following projects of the MoIA have been financed under Phare programme:

- The electro-optical sensors for the security of the Eastern border were installed and operational by December 1999 under ES9620 programme.
- The Phare Eastern Border Management Programme ZZ9704 has provided funds to the Estonian Migration Board and to the Board of Border Guard (supply of database equipment to serve the Central Database of Estonian Passports and other applications) over 1997-1999.
- With the help of the Phare ES9905 programme project “Developing Police Criminalistics and Forensic Science” the Police Forensic Service Center was equipped with modern forensic equipment for DNA, drug, firearm and marks, fingerprint, voice etc examination and relevant know-how obtained with the help of Finnish and Swedish twinning counterparts.
- To improve professional skills and efficiency of police force a project “Police training and educational system” was designed under Phare 2000 programme to develop an education and training strategy for all levels of police officers.
- In 2002 the project “Developing the readiness to implement SIS” (financed under Phare 2001) was launched. The main purpose of the project is to join the Schengen Information System (SIS) and to prepare national information systems so that they could operate together and will be ready for integration into SIS. The Phare 2001 project is linked with current project through quality system requirements, AFIS provides an opportunity to double check Estonian answers and requests before official reply to central SIS. As both systems contain different data (SIS lists on wanted persons, falsified documents etc, AFIS fingerprints) they can be addressed in case of checking suspected persons. However, both SIS and Eurodac gather information on migration flows.
• Under another Phare 2001 project “Program of information system for criminal investigation and criminal analysis” a special software and training will be procured in order to help solving cases involving analysis of major information flows.
• Purchasing Automatic Fingerprint Identification System (AFIS) in 1998 by the MoIA.

Possible overlapping in the area of governance of the MoIA is avoided by administrative structures responsible for co-ordination of the foreign assistance in ministry.

3.3. Results
AFIS capable to handle requests from borders and police prefectures, meets data storing and management requirements of the Citizenship and Migration Board and Board of Border Guard:
3.3.1. Bigger capacity to store fingerprint cards and latent prints (Activity 3.4.1);
3.3.2. Readiness to implement Eurodac system (Activity 3.4.1);
3.3.3. Extended Automatic Fingerprint Identification System capable to check persons and identify wanted and/or illegal immigrants (Activity 3.4.1);
3.3.4 Facilities for AFIS Central site unit (Activity 3.4.2).

3.4. Activities:
Procurement, including installation and training of the latest generation AFIS system providing fingerprint and palm print storage and search facilities for PB, CMB and BBG (annex 6 list of equipment with prices)

3.4.1. Contract 1 (supply) – Supply and installation of AFIS Central Unit, 4 booking stations, 4 fixed and 4 mobile quick check live scanners (2 to the BBG, 1 to CMB and 1 to PB) for testing, for extension of the system 9 full booking stations (1 for BBG, 8 for PB); 36 fixed quick check live scanners (17 for BBG, 19 for PB); 70 mobile quick check live scanners (10 for BBG, 1 for CMB, 59 for PB) (Phare 2 175 000 EUR; total 2.900.000 EUR):
– AFIS Central Site Unit containing 10 full workstations (for both fingerprint cards and latent prints), 1 laboratory workstation located in Police Forensic Service Center;
– 4 full booking stations, 4 fixed and 4 mobile quick check live scanners for testing period in FSC, CMB, BBG and PB;
– 1 full booking station for the BBG, 8 full booking stations for the police, 17 fixed quick check live scanners for BBG and 19 fixed quick check live scanners for police, 10 mobile quick check live scanners for BBG, 1 mobile quick check live scanners for CMB, 59 mobile quick check live scanners for police.
– Training of personnel of Police Forensic Service Center for operational AFIS and palm print operation. Training of personnel of CMB and BBG for data transfer (inc EURODAC) which will include basic training in fingerprints in general and in equipment usage. Training of CMB and BBG representatives will continue by PB Forensic Service Center specialists if needed.

3.4.2 Contract 2 - Reconstruction of necessary facilities for AFIS Central site unit (180 000 EUR, co-financing)
– Preparation of the Police Forensic Service Center main server room (electricity, air-conditioner, security etc) and creation of 11 new workplaces to install new workstations (reconstruction of office rooms), construction of storage room for data files and spare copies, upgrading the local network segment to cope with increasing throughput.
3.5 Lessons Learned

The Implementing Agency - the CFCU and the implementers (namely FSC) are conversant with the administrative requirements of Phare-funded projects. Under Phare 1999 National Programme one project "Development of Criminalistics and Forensic Science" was successfully implemented by these authorities. The project consisted of two components - Institution Building and Investment. Investment component comprised of renovation of the main building of FSC (financed through national co-financing) and purchase of new equipment and tools (financed through Phare and national co-financing). The procurement of equipment (through open international tender and via negotiated procedures) was successfully completed by the commitment deadline (altogether 34 contracts). Also tailor-made training sessions in 13 different and specific study areas for forensic experts were completed and a draft Quality Manual was composed.

The MoIA and its subordinated institutions are currently implementing two Phare projects: Developing the Readiness to Implement SIS and Program of Information System for Criminal Investigation. Both projects cover separate field of justice and home affairs. Direct beneficiaries are implementing the projects having designated or employed project managers and assisting staff for proper implementation.

In Interim Evaluation Report No. R/EE/JHA/02.040 the EMS (the independent interim evaluation and monitoring services of Phare) dating from 14 May 2002 has reached to overall conclusion and rating: ...although there are problems with co-ordination of Programmes, the effects are being achieved because recipients and counterparts are committed. In general the contracting has been successful, procured equipment installed and in use. Taking into account objectives already achieved, the good potential to achieve the goals of the Programmes, which are just starting, and also the progress towards adoption of the acquis communautaire, the achievement of Programme objectives is rated “Satisfactory”.

Currently, problems arising from different awareness of Phare procedures are (being) solved by closer cooperation and coordination of projects and training.

4. Institutional Framework

Current project involves area of responsibility of the Police Board, Board of Border Guard and Citizenship and Migration Board, institutions in the area of governance of the Ministry of Internal Affairs.

There will be a secure interagency information network established (please see 3.1.1. and below annex 8). Different similar projects have been under development in BBG, CMB and PB for several years. The information system will allow secure and fast exchange of sensitive information between local agencies and in the future also other countries via Schengen Information System, AFIS systems and other European information systems. It will also reduce data duplication and allows much faster interagency cooperation.

Ministry of Internal Affairs
The Ministry directs and co-ordinates the activities and tasks of the institutions subordinated to the Ministry of Internal Affairs, which is to guarantee state security, maintain public order, guard and protect the state border and guarantee the border regime, as well as issues relating to citizenship and migration.

Police Board
In accordance with the Police Act, the main task of the police is to maintain public order, defend legal interests of people and organisations, combat crime, preliminary criminal investigation, impose punishments within its competence and execute them.

**Police Forensic Service Center**
The Center conducts forensic and crime scene investigations and participates in preliminary and court investigative activities, supplies police prefectures with crime scene investigation equipment and provides training for police investigators, prosecutors and judges.

**Board of Border Guard**
According to the Border Guard Act, the main tasks of the border guards are:
- To guard and protect the state border on land, sea and cross-border water bodies;
- To prevent violent alteration of the border by force;
- To prevent illegal crossing of the border;
- To prevent unlawful introduction of goods over the border;
- To ensure border regime;
- To exercise border control;
- To carry out checks on the legality of foreigners stay in Estonia;
- To perform an accelerated processing of an asylum application on the border.

BBG will receive equipment which allows them to make queries to the local asylum seekers database 24 hours a day and 7 days a week. In two major border crossing points on the future EU external border BBG will have full booking stations in case there should be a need to send complete fingerprint to the AFIS database.

**Data Protection Inspectorate**
Data Protection Inspection is the data protection supervision authority. The purpose of the data protection supervision authority is protection of the fundamental rights and freedoms of people with regard to processing of data in accordance with the right of people to freely obtain information meant for public use.

**Citizenship and Migration Board (CMB)**
Citizenship and Migration Board deals with the documentation and determination of status of people living in the Republic of Estonia and of those who want to come to live to Estonia on the basis of their applications, thereby also dealing with the registration of the documented people and illegal third-country nationals in Estonia and dealing with the examination of applications for asylum (incl determining the state responsible), determination of refugee status and the organisation of other matters related to refugees.

CMB will be responsible for EURODAC traffic using the full booking station they receive. With the 2 mobile quick check live scanners they will also be able to check immigrants and asylum seekers outside headquarter.

**AFIS usage and implementation:**
- Forensic Service Center maintains and updates the national fingerprint database and the central system (Contract 1). It also performs fingerprint and palmprint verifications and all the forensic examinations both from national and international sources. During implementation phase it organizes the training for all other institutions.
- Border guard performs quick checks on border (Contract 1 and 2) and in case of suspicion hands the suspects over whether to the police (wanted criminals) or CMB (asylum seekers).
- CMB deals with gathering, processing and transferring the fingerprints and personal data of the asylum seekers, sends relevant requests through the specialized workstation to EURODAC or other clients (Contract 1 and 2).
Police Board coordinates the implementation and usage of the booking stations (Contract 2); deals with the suspects sent from the border crossing points and coordinates the implementation of a common information system.

For drafting of technical specifications, evaluation of providers, assessment of operational plans, assistance during implementation and testing an EU MS expert will be hired as project manager (see chapter 5 Detailed Budget, co-financing 20 000EUR).

Procured equipment will be owned as follows:

Police Forensic Service Center will be owner of (total budget for FSC € 1 673 000):
AFIS Central Site Unit (€ 1 195 000) (all located in central office in Tallinn)
incl. 10 full workstations (€ 400 000) and
1 laboratory workstation (€ 78 000).

CMB will be owner of (total budget for CMB € 55 000):
1 full booking station (€ 47 000) (located in central office in Tallinn);
2 mobile quick check live scanners (€ 8 000) (located in central office in Tallinn but will be used verification during raids).

BBG will be owner of (total budget for BBG € 199 000):
2 full booking stations (€ 94 000) (one located in Tallinn airport, one at eastern border);
19 fixed quick check live scanners (€ 57 000) (10 at eastern border, 5 southern border, 4 northern border);
12 mobile quick check live scanners (€ 48 000) (4 at eastern border, 5 southern border, 2 western border, 1 northern border).

PB will be owner of (total budget for BBG € 773 000):
10 full booking station (€ 470 000) (one per major police prefecture);
21 fixed quick check live scanners (€ 63 000) (one per police prefecture and major cities);
60 mobile quick check live scanners (€ 240 000) (to cover fully in major prefectures and in others part of the patrol cars).

The planned system functions as following:

The central AFIS will be located at the PB (Forensic Service Center), and it is equipped with workstations for both tenprint and latent input. The tenprint database will be logically divided into two files: Crime related and Aliens. The central system is also equipped with Eurodac communication (national access point connected to Eurodac Central Unit - CU)

The CMB will be equipped with a live scan workstation (Full Booking Station). The CMB takes the fingerprints of asylum seekers using the Full Booking Station. These fingerprints are automatically sent (electronically) to the national Central AFIS for search in the national files and also forwarded to Eurodac for search and storing. The national Central AFIS sends the search reply to the Full Booking station automatically. Eurodac Central unit sends the search result to the national AFIS, which forwards it to the booking station in CMB. The CMB network and the police network are used for this transaction inside Estonia, the Testa II network for traffic between AFIS and Eurodac CU.

Border Guard (BG) uses Fast ID check units (fixed or mobile units) to check the identity of asylum seekers (at the border) and suspected persons. The Fast ID check unit sends the inquiry to the national AFIS, which perform the search and sends the result back to the unit. The result
should be sent back in a very short time (e.g. 2 minutes). The Boarder Guard network and the Police network are used for this purpose.

BG will also use the Full Booking Station in order to take fingerprints of the suspected persons and asylum seekers who apply asylum at the border crossing points or in the BG responsibility area. The system of forwarding the fingerprints is the same as described above.

It was originally identified that PB need 80 mobile quick check live scanners (to equip all police cars in patrol with scanners). After assessment of the project and performance of the equipment it will be decided how this gap will be met.

5. Detailed Budget

<table>
<thead>
<tr>
<th>Phare Support</th>
<th>Investment Support</th>
<th>Inst. Building</th>
<th>Total Phare (=I+IB)</th>
<th>National Cofinancing *</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Equipment</strong></td>
<td></td>
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<tr>
<td><strong>Contract 1 – supply</strong></td>
<td></td>
<td></td>
<td>2 175 000</td>
<td>725 000</td>
<td>2 900 000</td>
</tr>
<tr>
<td>Installation of AFIS Central site unit, central unit upgrade (matcher, EURODAC interface); 10 full workstations, and 1 laboratory workstation. 4 full booking stations (1 for CMB, 1 for BBG, 2 for PB including installation, training and documentation for current equipment, 1 year warranty); 4 fixed and 4 mobile quick check live scanners for testing in BBG (2 mobile, 2 fixed), CMB (1 mobile) and PB (1 mobile, 2 fixed); For extension of the system: 9 Full booking stations (1 for BBG, 8 for PB); 36 fixed quick check live scanners (17 for BBG, 19 for PB); 70 mobile quick check live scanners (10 for BBG, 1 for CMB, 59 for PB); Warranty for the complete system – 1 year audit</td>
<td></td>
<td>2 175 000</td>
<td>725 000</td>
<td>2 900 000</td>
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<tr>
<td><strong>Contract 2</strong></td>
<td></td>
<td></td>
<td>180 000</td>
<td>180 000</td>
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<tr>
<td>Reconstruction of necessary facilities for AFIS Central site unit</td>
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<td>180 000</td>
<td>180 000</td>
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<td>20 000</td>
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<tr>
<td><strong>Total</strong></td>
<td>2 175 000</td>
<td>2 175 000</td>
<td>925 000</td>
<td>3 100 000</td>
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</table>

* In cases of co-financing only
The amounts for co-financing indicated in the table correspond to cash co-financing.

The co-financing expenses will be monitored by the beneficiary and the NAO. For the earmarked co-finance, a clear and verifiable set of costs will be provided. The beneficiary will define which budget lines are the sources for co-financing. Flow and stock data on co-finance will be submitted quarterly for steering committees, twice a year to the Sector Monitoring Working Group.

The beneficiary, together with the NAO commits to sound financial management and financial control.

<table>
<thead>
<tr>
<th>National co-financing</th>
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<th>2004</th>
<th>2005</th>
<th>Total</th>
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<td>State budget</td>
<td>870 000</td>
<td>55 000</td>
<td>925 000</td>
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<td>Local municipality</td>
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<td>International Financing</td>
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<tr>
<td>Other (please specify)</td>
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<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total national co-financing</strong></td>
<td>870 000</td>
<td>55 000</td>
<td>925 000</td>
<td></td>
</tr>
</tbody>
</table>

The national co-financing will be covered by state budget (895 000 EUR). For Contract 1 joint co-financing will be used. Contract 2 will be financed by Estonia.

6. Implementation Arrangements

6.1. Implementing Agency

The implementation agency of the project is the CFCU of the Ministry of Finance that is responsible for tendering, contracting and payments. The responsibility for project preparation, implementation and control will remain in the recipient institution.

A Steering Committee will be established for the project to supervise the project execution. The role of the Steering Committee will be:
- To obtain and consider the views of institutions represented by their members in regard to the project as it progresses, and to reach a consensus viewpoint which encapsulates these separate institutional viewpoints
- To communicate its consensus viewpoint to the Project Manager

The Committee will include representatives from the Police Board, Ministry of Internal Affairs, Police Forensic Service Center, Board of Border Guard, Citizenship and Migration Board, Data Protection Inspectorate, EC Delegation in Estonia and the Ministry of Finance.

to guarantee daily co-ordinated implementation of the project a project working group will be established. The working group will include representatives from involved authorities includ Estonian project managers and EU MS expert.

The Program Authorising Officer is:

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Deputy Secretary General
Ministry of Finance
Phone: (+372) 611 3545
Fax: (+372) 696 6810
e-mail: renaldo.mandmets@fin.ee
The Programme Officer is:

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Deputy Secretary General  
Ministry of Internal Affairs  
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e-mail: mart@sisemin.gov.ee

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e-mail: olger.nomm@kekk.pol.ee  

**Mr Kalle Putk**  
Citizenship and Migration Board  
Phone: (+372) 612 6987  
Fax: (+372) 631 3744  
e-mail: Kalle.Putk@mig.ee

6.2. Twinning
Not applicable

6.3. Non-standard aspects
No non-standard aspects are foreseen. The DIS Manual and Practical Guide will strictly be followed.

6.4. Contracts

**Contract 1 – supply**, international open procedure (Phare 2 175 000 EUR, co-financing 725 000EUR)
Procurement of AFIS Central site unit, central unit upgrade (matcher, EURODAC interface), 10 full workstations and 1 laboratory workstation; for testing 4 full booking stations, 4 fixed and 4 mobile quick check live scanners for CMB (1 full booking station, 1 mobile quick check scanner), BBG (1 full booking station, 2 mobile and 2 fixed quick check scanners) and PB (2 full booking stations, 1 mobile and 2 fixed quick check scanners) including installation, training and documentation for current equipment, 1 year warranty; for extension of the system 1 full booking station for the BBG, 8 full booking stations for the police, 17 fixed quick check live scanners for BBG and 19 fixed quick check live scanners for police. 10 mobile quick check live scanners for BBG, 1 mobile quick check live scanners for CMB, 59 mobile quick check live scanners for police.
Technical specifications will ensure that mobile quick check live scanners capture and transmit images.

**Contract 2 –**
Reconstruction of necessary facilities for AFIS Central site unit (Estonia 180 000)

7. Implementation Schedule
7.1. Start of tendering/call for proposals
    July 2003

7.2. Start of project activity
    November 2003

7.3. Project Completion
    October 2004

8. Equal Opportunity

During the implementation of the project there will be no discrimination on the grounds of race, sex, sexual orientation, mother tongue, religion, political opinion, national or social origin and birth. Equal opportunities for women, men and minorities will be ensured by the Board of the Border Guard during the implementation of the project and supervised by the Steering Committee. The Estonian laws and regulations concerning the equal opportunities for women, men and minorities will be strictly followed. Equal opportunity for men and women to participate in the project will be measured by recording the experts and consultants employed.

9. Environment
The project has no affect on environment

10. Rates of return
The investment components of the project do not create a commercial opportunity.

11. Investment criteria

11.1. Catalytic effect:
    Phare support would give good basis for effective implementation of EURODAC system and to suppress cross-border and international crime.

11.2. Cofinancing:
    At least 25% co-financing will be allocated from the State Budget. National co-financing for current project amounts to 925 000 EUR.

11.3. Additionality:
    Phare grants does not displace other financiers.

11.4. Project readiness and Size:
    The necessary tasks and documentation will be prepared by the starting phase of the project. The Estonian side is responsible for drafting relevant documentation. The project budget is 3 100 000 EUR.

    For drafting technical specifications expert advice was used. A Finnish expert team carried out an assessment of the project in January 2003. The team included experts from police, border guard and immigration authorities. Assessment report was received in February 2003.

    The budget of the project is composed on estimated market value of relevant equipment. For budgeting reasons indicative offers were asked form three AFIS vendors and
Forensic Service Center has received technical advise from the Finnish Police and other police forces in Europe.

11.5. Sustainability
The technical solutions procured and elaborated working procedures take fully account relevant EU norms, standards and practices. Equipment and elaborated working procedures can be further developed.
Maintenance (after the end of the warranty period) and operating costs will be covered by state budget. After finalising the project Estonia will grant purposeful usage and maintenance of the system. Operation and maintenance costs will be covered from the State budget.

11.6. Compliance with state aids provisions
Compliance with state aid provisions will be guaranteed.

11.7. Contribution to National Development Plan
Not applicable

12. Conditionality and sequencing

Conditionality

Before signing the Financial Memorandum all institutions involved will send their commitment letters on using the AFIS system to the Ministry of Internal Affairs. Beneficiaries will conclude an agreement to determine the rights, access and use of the databases.

Estonian authorities will review the legislation within 3 months counting from the beginning of the project in order to guarantee legality of changing fingerprint information with national and international authorities.
PB, BBG and CMB will develop operational plan for the use of AFIS equipment by October 2003. Project Steering Committee approves the plan(s) no later than December 2003.

Start of tendering in July 2003, contracts concluded in October 2003;
Operational plan for the use of AFIS equipment by October 2003,
Conclusion of interagency agreement and legislation reviewed by October2003;
Implementation of contract 1 starts in November 2003;
Training and testing starts accordingly in May 2004 and July 2004.

ANNEXES TO PROJECT FICHE

ANNEX 1 Logframe planning matrix
ANNEX 2 The implementation chart
ANNEX 3a Cumulative contracting schedule (by quarters)
ANNEX 3b Cumulative disbursement schedule (by quarters)
ANNEX 4 Reference to feasibility studies
ANNEX 5 List of relevant laws and regulations
ANNEX 6 Detailed list of equipment with prices
ANNEX 7 AFIS upgrade requirements
ANNEX 8 Future AFIS diagram
# PHARE LOGFRAME

<table>
<thead>
<tr>
<th>LOGFRAME PLANNING MATRIX FOR</th>
<th>Programme name and number :</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Project title: Extension of Estonian Automated Fingerprint Identification System.</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Overall objective</strong></td>
<td>Objectively verifiable indicators</td>
<td>Sources of Verification</td>
</tr>
<tr>
<td>To implement the Eurodac system, reduce cross-border and international crime</td>
<td>1.1 Number of detained persons at the border who are prohibited to enter Estonia or used falsified documents will increase relatively by 2006 compared to 2002. 1.2 Number of accelerated identification procedures in national police work will increase by 2006 20% compared to 2002. 1.3 Requirements of Eurodac fulfilled by 2004 1.4 Fingerprint exchange with Eurodac in testing phase</td>
<td>1.1. Statistics on border crossings 1.2. Police statistics 1.3 Testing of Eurodac 1.4 EU Commissions’ progress reports.</td>
</tr>
<tr>
<td><strong>Project purpose</strong></td>
<td>Objectively verifiable indicators</td>
<td>Sources of Verification</td>
</tr>
<tr>
<td>To improve fingerprint information gathering, management and exchange between national and international authorities</td>
<td>2.1 More efficient and by 50% quicker identification of persons in 2006 compared to current AFIS version.</td>
<td>2.1 Statistics on border crossings 2.2 Police statistics and crime analysis</td>
</tr>
</tbody>
</table>

---

1 Contracting period expires 2 years after the signature of the Financing Memorandum.
2 Disbursement period expires 3 years after the signature of the Financing Memorandum.
<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| AFIS capable to handle requests from borders and police prefectures; meets data storing and management requirements of the Citizenship and Migration Board and Board of Border Guard: 1. Bigger capacity to store fingerprint cards and latent prints (Contract 1); 2. Readiness to implement Eurodac system (Contract 1); 3. Extended Automatic Fingerprint Identification System capable to check persons and identify wanted and/or illegal immigrants (Contract 1); 4. Facilities for AFIS Central site unit (Contract 2). | - Capacity of new AFIS central unit compared to current one;  
- Procured equipment;  
- Testing results (Eurodac compatibility, requests from borders and prefectures);  
- Established information and data exchange system (for AFIS usage) between Police, Border Guard and Citizenship and Migration Board by 2004. | 1. Procurement documentation  
2. Project reports  
3. Test reports  
4. Manual for system maintenance  
5. Training reports | 1. economical and political stability |

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Cost (MEUR)</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Procurement, including installation and training of the latest generation AFIS system providing fingerprint and palm print storage</td>
<td>1. Investments</td>
<td>Phare</td>
<td>1. Economical and political stability</td>
</tr>
</tbody>
</table>

2.3 Increased number of discovered cases of asylum applications earlier launched in another state (0 in 2002)

2.3 Police statistics and crime analysis

2.4 Statistics of Police Forensic Service Center

2.5 Eurodac statistics

2.6 Statistics of Citizenship and Migration Board

1. Procurement documentation

2. Project reports

3. Test reports

4. Manual for system maintenance

5. Training reports

1. economical and political stability
and search facilities for PB, CMB and BBG (annex 6 list of equipment with prices)

1. Contract 1 (supply) – Supply and installation of AFIS Central Unit, booking stations, fixed and mobile quick check live scanners for testing and extension of the system:
   - AFIS Central Site Unit containing 10 full workstations (for both fingerprint cards and latent prints), 1 laboratory workstation located in Police Forensic Service Center;
   - 4 full booking stations, 4 fixed and 4 mobile quick check live scanners for testing period in CMB, BBG and PB;
   - 1 full booking station for the BBG, 8 full booking stations for the police, 17 fixed quick check live scanners for BBG and 19 fixed quick check live scanners for police, 10 mobile quick check live scanners for BBG, 1 mobile quick check live scanners for CMB, 59 mobile quick check live scanners for police.
   - Training of personnel of Police Forensic Service Center for operational AFIS and palm print operation. Training of personnel of CMB and BBG for data transfer (inc. EURODAC) which will include basic training in fingerprints in general and in equipment usage. Training of CMB and BBG.

| Procurement of AFIS Central Site Unit containing 10 full workstations, 1 laboratory workstation, 1 full booking station and 2 mobile quick check live scanner for CMB (including installation, training and documentation for current equipment, 1 year warranty); 12 Mobile and 19 fixed quick check live scanners and 2 full booking stations for BBG; 10 full booking stations, 60 mobile and 21 fixed quick check live scanners for PB (investment includes training provided by the company that wins equipment-tendering) | 2 175 000 | 725 000 | information exchange and data access |
representatives will continue by PB Forensic Service Center specialists if needed.

2. Contract 2 - Reconstruction of necessary facilities for AFIS Central site unit / other reconstruction (180 000 EUR, co-financing)
   - Preparation of the Police Forensic Service Center main server room (electricity, air-conditioner, security etc) and creation of 11 new workplaces to install new workstations (reconstruction of office rooms), construction of storage room for data files and spare copies, upgrading the local network segment to cope with increasing throughput.

Preconditions
Before signing the Financial Memorandum all institutions involved will send their commitment letters on using the AFIS system to the Ministry of Internal Affairs. Beneficiaries will conclude an agreement to determine the rights, access and use of the databases.
The legislation will be reviewed by September 2003 in order to guarantee legality of changing fingerprint information with national and international
authorities.
TIME IMPLEMENTATION CHART

Project N°: ES  
**Project Title:** Extension of Estonian Automated Fingerprint Identification System.

<table>
<thead>
<tr>
<th></th>
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<th>2004</th>
<th>2005</th>
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<td>Investment</td>
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<td>Contract 1 –</td>
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*T* – training and testing  
*A* - assessment
CUMULATIVE CONTRACTING SCHEDULE  (by quarters)
ANNEX 3a

Extension of Estonian Automated Fingerprint Identification System.

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<td>2 175 000</td>
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<td>TOTAL</td>
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</table>
CUMULATIVE DISBURSEMENT SCHEDULE (by quarters)
ANNEX 3b

Extension of Estonian Automated Fingerprint Identification System.

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</table>
Reference to feasibility studies

Phare Project Fiche

Extension of Estonian Automated Fingerprint Identification System

Feasibility study of the program for Extension of Estonian Automated Fingerprint Identification System

1. Background

The Estonian Ministry of Internal Affairs requested by a letter no. 5.2-2-1/11988 dated on 12 December 2002 and sent via the Finnish Embassy in Tallinn for experts from the National Bureau of Investigation, the Frontier Guard and the Directorate of Immigration in Finland to carry out a Feasibility study of the Program for Extension of Estonian Automated Fingerprint Identification System.

Estonia will begin using the EURODAC fingerprint system established for more effective implementation of the Dublin Convention immediately after accession to the European Union. Estonia has submitted a project application under Phare for the implementation of the system.

2. Implementation

Detective Chief Inspector John Tamelander from the National Bureau of Investigation in Finland, Head of the Unit Matti Heinonen from the Finnish Directorate of Immigration and Lieutenant Colonel Esa Asikainen from the Frontier Guard in Finland examined the Phare project in question on 20 – 22 January 2003. They met representatives of the Estonian Police Board, the Board of Border Guard, the Citizenship and Migration Board and the Forensic Service Centre. In addition, Counsellor Raimo Sintonen gave an opinion as an expert.

The working group had the opportunity to examine the most relevant documents relating to the project. The members of the group also visited the border crossing point at Narva, paying special attention to how fingerprints were taken.

3. General observations and suggestions
1. The project is important, and the presented project plan is on the whole feasible. As a result of the project, the competent authorities in Estonia will be capable of making efficient use of fingerprints when identifying individuals, investigating crimes, combating illegal immigration and processing asylum seeker matters.

2. An Expert Group consisting of different authorities should be established. This group would be responsible for managing the project, that is, for co-ordinating, directing and supervising the implementation of the project. In the Expert Group headed by the Forensic Service Centre should be represented the Estonian Board of Border Guard, the Police Board and the Citizenship and Migration Board, as well as the Inspection for Data Protection subordinate to the Ministry of Internal Affairs, the Security Police Board and the Customs Board. In addition, a full-time project secretary should be hired for project management.

3. Phase 1 should be further improved by including experimental use of AFIS terminal equipment in this phase. Such equipment would include fixed and mobile rapid identification equipment designed to be used by different authorities.

4. Specific observations and recommendations

4.1. Importance of the project

The AFIS Phare project in question plays an important role in combating crime and illegal immigration crossing the future external border of the European Union.

As a result of the project, the competent authorities in Estonia will be able to make efficient use the EURODAC system and to exchange fingerprint data with the authorities involved in co-operation both at national and international level. The current AFIS system does not enable such activity. The Board of Border Guard or the Citizenship and Migration Board cannot use the current system, nor can any necessary auxiliary equipment be attached to the system. Furthermore, the current AFIS system cannot be updated to be compatible with the EURODAC system.

4.2. Project plan, organisation and project management

The project plan is mainly feasible. It has been drafted in co-operation between different authorities, taking into account the needs and points of view of these authorities.

The Forensic Service Centre will lead the project. The other participants will be the Estonian Police Board, the Citizenship and Migration Board and the Board of Border Guard. The Steering Group will be responsible for the management of the project.
Recommendation:
It is justified to carry out the purchases in two separate phases. Phase 1 could be further improved by including experimental use of the AFIS terminal equipment in this phase. Such equipment would include at least the fixed and mobile rapid identification equipment designed for Police and the Border Guard, as well as the Live Scanner equipment (Full Booking Station).

The equipment and the number of the pieces of equipment to be acquired would be defined in Phase 2 after analysing the results.

An Expert Group consisting of the authorities participating in the project should be appointed to support the project. This group would be responsible for preparing, co-ordinating, directing and supervising the implementation of the project. Experts from the Inspection for Data Protection subordinate to the Ministry of Internal Affairs, the Customs Board and the Security Police Board should also be appointed to the group. These experts who have gained practical experience would help the project participants recognise the users' needs and direct the project in such a way as all competent authorities could make full use of the AFIS system.

A full-time project secretary should be hired for a fixed term for project management. In fact, a lot of Forensic Service Centre personnel will be engaged in planning, implementing and monitoring the project. It has been established that there are not sufficient personnel available for the project at the moment.

The project plan should include one or two visits by the Expert Group to a European Union Member State/Member States where a similar AFIS system is in use.

In addition, possibilities for co-operation with the other Baltic States should be explored. Co-operation would enable savings to be made as a result of joint acquisitions. Such co-operation would also help the authorities make sure it is possible to exchange fingerprint data between the other Baltic States.

4.3. Equipment acquisitions in Phase 1

First, a new AFIS central system will be acquired for the Forensic Service Centre, and the programs, workstations and other equipment necessary for the system.

The pieces of equipment to be acquired after that include the terminal equipment of the Police Board, the Citizenship and Migration Board and the Board of Border Guard.

Recommendation:
Phase 1 acquisitions should include experiments with the equipment. One or two border crossing points should have one or two Live Scanner
equipment (Booking Station) for experimental use. The Police and the Border Guard should also test mobile rapid identification equipment.

The Live Scanner equipment would be used for taking fingerprints, which would then be sent electronically to the AFIS system for search and recording. The AFIS system would then send the result automatically to the Live Scanner that communicated the fingerprints.

Rapid identification equipment could be used for identity verifications, either with the help of on-line connection to the AFIS system or by using the database in the equipment.

4.4. Equipment acquisitions in Phase 2

The amount of the terminal equipment to be acquired is very large.

It has been established that the Border Guard have planned to purchase 50 pieces of rapid identification equipment for border crossing points at land borders, airports, ports and at leisure craft border crossing points. Such pieces of equipment would also be placed on border stations at the eastern border. In addition, the Border Guard plans to acquire booking station equipment.

The Police have planned to purchase 20 pieces of booking station equipment to be used by all police districts, and approximately 100 pieces of mobile rapid identification equipment to be used by police patrols.

**Recommendation:**

Each authority should draw up their own operational plan for the use of AFIS equipment. On the basis of this plan, the amount of equipment to be acquired could be assessed more accurately. The Expert Group would examine the plans and put them together, paying attention to each authority’s needs. In addition, this would ensure that the acquisitions do not overlap. The Steering Group would approve the overall plan.

The Border Guard should reassess the amount of the equipment needed. It will not be appropriate to have Live Scanner equipment in places where there is little need for such equipment. The total amount of equipment could be from 20 to 25.

The Border Guard should be prepared to purchase a few pieces of mobile rapid identification equipment. These would be practical for the purposes of border control at the future internal border (between Estonia and Latvia) at border crossing points where it is not possible to use fixed equipment. Such equipment would also contribute to reinforcing checks at border crossing points at the external border for a fixed period.

4.5. Need for legislative amendments
At the moment, the Border Guard only takes fingerprints where the identity of a person crossing the border is unclear. They do not record personal descriptions of asylum seekers, persons who are refused entry or deported, or in the context of family reunification.

The Border Guard’s authority to record personal description also in the above cases should be included in the relevant legal provisions. The authorities should also make sure that rapid identification equipment for fingerprints can be used in the context of border checks.

Legal provisions on recording personal description and using rapid identification equipment could be included in the Aliens Act, for example.

4.6. Economic impact

Savings:
The use of EURODAC will bring savings in the long term, because rapid detection of persons trying to enter the country illegally enables immediate refusal of entry. Exposing asylum seekers for whom the readmission procedure can be started as soon as possible will considerably shorten the time they spend in the country.

Costs:
In addition to project costs, the project will incur maintenance costs. Data systems and auxiliary equipment have a guarantee of one or two years, and during this guarantee period maintenance costs need not be paid. After the guarantee period, the maintenance costs will present a percentage of the purchase price, depending on the supplier. The product life cycle is usually approximately seven years, after which the purchaser must be ready to bear the costs arising from renewing the equipment and updating the software.

When used by the Police and the Border Guard, the system must work 24 hours a day seven days a week. As for the AFIS system, this means that malfunctions must also be corrected beyond office hours. This could be handled by officers who are on duty 24 hours a day, or by a reserve of key personnel. However, both the arrangements will incur costs. Other alternatives include placing the central system within the authority whose existing computer personnel is on duty.

Furthermore, possible increase in the speed of the communications network, particularly for Phase 2, may incur costs.

The amount of the above savings and costs cannot be defined at this point.
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Estonian Board of Boarder Guard  
Estonian Customs Board  
Estonian Citizens and Migrations Board (Klen Jäärats, klen.jaarats@mig.ee)
LIST OF RELEVANT LAWS AND REGULATIONS

Project N°: ES
Project title: Extension of Estonian Automated Fingerprint Identification System.

Personal Data Protection Act
Passed 12 June 1996
(RT I 1996, 48, 944),
entered into force on 19 July 1996

Personal Data Protection Act
Passed 12 February 2003
(RT I 2003, 26, 158),
will enter into force on 01 July 2003

Databases Act
Passed 12 March 1997
2001, 50, 283; 2002, 61, 375; 63, 387)
entered into force on 19 April 1997

Refugees Act
Passed 18 February 1997
entered into force on 09 July 1997

Border Guard Act
Passed 30 June 1994
entered into force on 31 July 1994

Police Act
Passed 20 September 1990
756; 2001, 7, 17; 85, 511; 65, 377; 2002, 56, 350)
entered into force on 01 March 1991
**ANNEX 6**

**Equipment (including customisation and training) to be purchased during the project:**

<table>
<thead>
<tr>
<th>Equipment</th>
<th>Quantity</th>
<th>Price per unit</th>
<th>Price total</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFIS central set (matchers, coders, data management server, communication server, storage unit, EURODAC module, workstation controller)</td>
<td>1</td>
<td>1 195 000</td>
<td>1 195 000</td>
</tr>
<tr>
<td>Expert workstation</td>
<td>10</td>
<td>40 000</td>
<td>400 000</td>
</tr>
<tr>
<td>Laboratory workstation</td>
<td>1</td>
<td>78 000</td>
<td>78 000</td>
</tr>
<tr>
<td>Booking station</td>
<td>13</td>
<td>47 000</td>
<td>611 000</td>
</tr>
<tr>
<td>Fixed quick check scanner</td>
<td>40</td>
<td>3 000</td>
<td>120 000</td>
</tr>
<tr>
<td>Mobile quick check scanner</td>
<td>74</td>
<td>4 000</td>
<td>296 000</td>
</tr>
<tr>
<td>Maintenance year</td>
<td>1</td>
<td>200 000</td>
<td>200 000</td>
</tr>
<tr>
<td><strong>TOTAL PROJECT</strong></td>
<td></td>
<td></td>
<td><strong>2 900 000</strong></td>
</tr>
</tbody>
</table>
**Estonian AFIS upgrade requirements**

**Background, upgrade needs**
The AFIS was installed and operational since June 98, the Estonian Police is satisfied with its performance and would like to upgrade it in order to achieve the following operational benefits:

1. To increase its capacity (which is close to its maximum) to suit their needs for the next 5 years.
2. To add new functionality to it – palm prints, identification and authentication functions and the necessary communication links.
3. To check the possibilities to add new devices – expert workstation, quick check life scanners and booking stations.
4. To add new application of immigration and border-control.
5. To connect (interface) the EURODAC system.

**Current and future AFIS sizing**

<table>
<thead>
<tr>
<th>Configuration</th>
<th>Subject</th>
<th>Existing situation</th>
<th>Future requirement (figures for new system sizing)</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Subject</strong></td>
<td>Tenprint database size</td>
<td>130,000 (prints, actual) 150,000 maximum</td>
<td>400,000</td>
<td></td>
</tr>
<tr>
<td><strong>Database size</strong></td>
<td>Unsolved fingerprint latent database size</td>
<td>15,000 actual 15,000 maximum*</td>
<td>30,000 *After 2 upgrades</td>
<td></td>
</tr>
<tr>
<td><strong>Daily tenprints</strong></td>
<td>100</td>
<td>200</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Daily latent</strong></td>
<td>40</td>
<td>80</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Palmprint database size</strong></td>
<td>70,000</td>
<td>330,000</td>
<td>Requires size was calculated - 70,000 existing forms for conversion + 15,000 additional yearly new forms</td>
<td></td>
</tr>
<tr>
<td><strong>Daily palmprints</strong></td>
<td>200</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Daily palmprint latent</strong></td>
<td>40</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Unsolved palmprint latent database size</strong></td>
<td>25,000 maximum</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Conversion</strong></td>
<td>150,000 finger print forms 70,000 palmprint forms</td>
<td></td>
<td>Tenprints for electronic or manual conversion Palmprints manual conversion</td>
<td></td>
</tr>
</tbody>
</table>

**Quantity**

<table>
<thead>
<tr>
<th><strong>Quantity</strong></th>
<th>Workstations</th>
<th>Booking stations</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Workstations</strong></td>
<td>2 full WS 2 verification WS</td>
<td>23 WS</td>
<td>All WS should be full WS 1 at citizens &amp; migration board</td>
</tr>
<tr>
<td></td>
<td>Fixed</td>
<td>Mobile</td>
<td></td>
</tr>
<tr>
<td>--------------------------</td>
<td>-------</td>
<td>-----------------</td>
<td></td>
</tr>
<tr>
<td>Lab. Expert WS</td>
<td>1 WS</td>
<td>at central forensic lab</td>
<td></td>
</tr>
<tr>
<td>Quick check live scaners</td>
<td>40 fixed 74 mobile</td>
<td>Fixed: 19 at the border, 21 for the police; Mobile: 2 for CMB, 12 for BBG, 60 for police</td>
<td></td>
</tr>
</tbody>
</table>

**Migration and border-control use of fingerprints**

**Objectives**

- To establish the database for fingerprints of asylum applicants
- To enforce laws by stopping illegal border-crossing
- To verify suspects and wanted people at border-crossing by fingerprints
- To improve checking and verification in terms of accuracy and time
- To be able to interface to the EURODAC system.
- To comply with Schengen laws and to co-operate with EUROPOL and INTERPOL regulations and standards.
Future AFIS diagram

**EURODAC**
- Enrolment of TP, PP and demographic data
- Search results (NIST)

**Central AFIS**
- 10 full workstations
- 2 FP of suspects
- 2 fingers verification on fixed fast inquiry WS
  - 19 – BBG border crossing points
  - 21 – PB at police stations

**Booking stations**
- 1 – CMB
- 2 – BBG
- 10 – PB

**Other external**
- Police History

**Future interfaces**
- 1. search results
- 2. incremental updates of wanted

**Migration FP to be searched (NIST)**
- Criminals TP, PP, UL
- Expellees & asylum TP

2 FP of suspects

2 fingers verification on mobile fast inquiry WS
- 2 – CMB
- 12 – BBG
- 60 – PB