

Project Title	Strengthening Forensic Capacity of Turkey - Follow Up
Cris Decision number	2011/022-985
Project no.	TR2011/0124.12
MIPD Sector Code	2 Justice, Home Affairs and Fundamental Rights
ELARG Statistical code	24
DAC Sector code	15210
Total cost (VAT excluded) ¹	EUR 10 667 000
EU contribution	EUR 8 000 000
EU Delegation in charge/Responsible Unit	EU Delegation in Ankara
Management mode	Decentralised: The CFCU will be Implementing Agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities. The director of the CFCU will act as Programme Authorizing Officer (PAO) of the project. Mr. Muhsin ALTUN (PAO-CFCU Director) Central Finance and Contracts Unit Tel: +90 312 295 49 00 Fax: +90 312 286 70 72 E-mail: pao@cfcu.gov.tr mailto:muhsin.altun@cfcu.gov.tr Address: Eskişehir Yolu 4.Km. 2.cad. (Halkbank Kampüsü) No:63 C-Blok 06580 Söğütözü/Ankara TURKEY
Implementing modality	Project
Project implementation type	Grant
Zone Benefiting from the action	Turkey

1. Basic information

1.1 CRIS Number: TR2011/0124.12

1.2 Title:Forensic Capacity

1.3 ELARG Statistical code: 24

1.4 Sector: Justice, Home Affairs and Fundamental Rights

¹ The total project cost should be net of VAT and/or of other taxes. Should this not be the case, clearly indicate the amount of VAT and the reasons why it is considered eligible.

1.5 Location: Turkey - Adana, Diyarbakir, Istanbul, Izmir

Implementing arrangements:

1.6 Implementing Agency:

The CFCU will be Implementing Agency and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management, including payment of project activities. The director of the CFCU will act as Programme Authorizing Officer (PAO) of the project.

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1.7 Beneficiary

(Including details of SPO):

**Turkish National Police Turkish Gendarmerie
Department of Criminal General Command
Police Laboratories Gendarmerie Forensic
(KPL) Department (JKDB)**

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Kriminal Polis Laboratuvarları
Dairesi Başkanlığı (KPL)
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Jandarma Kriminal Daire Başkanlığı (JKDB)**

Jandarma Genel Komutanlığı
Beytepe/Ankara/Turkey

Financing:

1.8 Overall cost (VAT excluded) : 10 667 000 EUR

1.9 EU contribution: 8 000 000 EUR

1.10 Final date for contracting: 2 years after the signature of the Financing Agreement

1.11 Final date for execution of contracts: 2 years after the last day of the contracting deadline

1.12 Final date for disbursements: 1 year after the end date for the execution of contracts

2. Overall Objective and Project Purpose

2.1 Overall Objective: To support the efficient functioning of the judiciary and increase effectiveness in fight against crime through improving the forensic capacity of the law enforcement agencies in Turkey.

2.2 Project purpose: Ensure the use of modern forensic and other equipment at the model forensic laboratories, which will be built by the EU project “*TR080214 Strengthening Forensic Capacity of Turkey*”, in order to have a high standard of forensic capacity in enforcement organizations’

2.3 Link with AP/NPAA / EP/ SAA/ Progress Report

This project proposal addresses the areas defined in the revised Accession Partnership (AP) and the National Program for the Adoption of the Acquis (NPAA) for Turkey’s accession to the EU, as follows:

Link with AP:

In 3.1 Short-Term Priorities, Chapter 24 “Justice, freedom and security section” of the Accession Partnership Document (2008) it is stated that:

- Continue to strengthen all law enforcement institutions and align their status and functioning with European standards, including through developing inter-agency cooperation.

- Implement the national strategy on organized crime. Strengthen the fight against organized crime, drugs, trafficking in persons, fraud, corruption and money-laundering.

In the “Political Dialogue Section” of the Accession Partnership Document, under the “Democracy and the Rule of Law” heading, within the “Judicial System” of the short term priorities, strengthening the efficiency of the judiciary through, in particular, reinforcing its institutional capacity has been emphasized.

Link with NPAA:

Priority 24.1 states: “Continuing to strengthen and enhance the judicial and administrative capacity of all law enforcement institutions and align their status and functioning with European standards, including through developing inter-agency cooperation”

Also “institutional capacity building measurements” and “financial requirements and resources” include the sections below:

Table 24.1.2 Schedule of institutional capacity building requirements necessary for legislative approximation and implementation

Table 24.1.3.1 Financial requirements and resources

No	Requirements	Year				
(Ministry of Interior)						
(Ministry of Interior (Gendarmerie General Command))						
2	Establishment of Gendarmerie Regional Criminal Laboratory in Istanbul					2009-2012
(Ministry of Interior (Turkish National Police))						
5	Establishment of Police Regional Criminal Laboratory in Adana, Diyarbakır and Izmir					2009-2012
Requirements (Ministry of Interior (Gendarmerie General Command))		Year	National Budget	EU sources	Other	Total
I- Investment						
Constructing a Gendarmerie regional criminal laboratory in Istanbul and supplying advance level laboratory equipments ²		2009-2012	1,853,250	5,559,750		7,413,000

Table 24.1.3.2 Financial requirements and resources

Requirements (Ministry of Interior (Turkish National Police))	Year	National Budget	EU sources	Other	Total
I- Investment					
Establishment and equipment of Police Regional Criminal Laboratory in Adana, Diyarbakır and İzmir ³	2009-2012	4,796,750	14,390,250		19,187,000

Also in political criteria section it is stated that “The enhancement of the judicial capacity of the police in crime analysis, criminal investigation and questioning will continue”.

As seen in the sections above Turkey is committed to strengthen its criminal investigation capacity by providing modern equipment to police and gendarmerie forensic laboratories.

Link with Turkey’s Progress Report:

²To be financed by the project titled “Strengthening Forensic Capacity in Turkey - TR 08.02.14” under Pre-Accession Financial Assistance 2008 Programme

³To be financed by the project titled “Strengthening Forensic Capacity in Turkey - TR 08.02.14” under Pre-Accession Financial Assistance 2008 Programme

In the last progress report it is stated that: “Limited progress has been registered in the fight against organised crime. A national strategy (2010 – 2015) and action plan (2010 – 2012) against organised crime were signed by the Prime Minister in July 2010... Establishment of a national fingerprint and DNA database is needed. Reliable and comparable data need to be collected in relation to law enforcement. Inter-agency cooperation remains to be strengthened”. Also, “Successful operations resulting in seizures of 51,451 kg of cannabis and 16,391 kg of heroin were carried out by Turkish law enforcement bodies. In all, 11 controlled delivery operations have been made. 453,5 kg heroin, 623 gr cocaine and 2 kg opium were seized as a result of those operations. Turkey remains one of the main trafficking routes for drugs to the EU.”

This project will improve crime fighting capacity of law enforcement through improving capacity of law enforcement forensic laboratory. Law enforcement forensic laboratories not only provide expert statement to courts and prosecutors, but also provide very valuable information to prosecutors and police investigators in fight against crime, especially regarding organized crime. The laboratories utilize Laboratory Information Management Systems (LIMS) that helps keep track of cases and evidence, through use of such systems we can shed light on links between crimes and criminals. DNA information bank currently contains DNA information of unidentified samples collected from crime scenes, and the laboratories are technically ready for a DNA database. DNA database legislation is expected to be adopted. Furthermore, drug intelligence features will be integrated to our LIMS. The use of modern laboratory analysis equipment will improve the forensic capacity and consequently through the use of information obtained from forensic analyses’ (business intelligence) our laboratories will provide valuable information to investigative departments in fight against organized crime and drugs.

2.4 Link with MIPD

In the Turkey MIPD 2011-2013 adopted on 28 June 2011 section 3.1.3 “Sector Objectives for EU support over next three years” it is stated that: “The second objective is effective law enforcement, successful fight against crime and corruption and improved integrated border management and prevention of illegal migration.”

“Types of indicators to measure developments towards these objectives include, inter alia: Strengthened law enforcement and effective fight against crime through strengthened capacity of law enforcement institutions, including improved inter-agency and international cooperation; improved forensic skills, crime analysis, criminal investigation; ...”

2.5 Link with National Development Plan (where applicable)

In the National Development Plan 2007-2013 under the title of “**5.6.6. Making Security Services Effective**” it is stated that;

“325. Issues such as lack of coordination among security forces, inability to establish sufficient coordination among relevant institutions in intelligence activities carried out to prevent crime and failure to strengthen and spread the criminal infrastructure that provide important inputs in reaching the suspect from evidence throughout the country, still remain important.”

Under the title of “**7.5.5. Improving the Justice System**” it is stated that;

725. “The required criminal infrastructure within the scope of reaching the suspect from an evidence approach will be spread throughout the country.”

2.6 Link with sector strategies and national/ sectoral investment plans (where applicable)

N/A

3. Description of project

3.1 Background and justification:

Crime investigations in Turkey are being executed by two separate law enforcement agencies on behalf of prosecutors. The separation of the responsibility is defined by the region whether it is a rural or urban area. At the urban areas, crime investigations are being run by TNP; at the rural areas and districts which do not have the police organizations, crime investigations are being run by Gendarmerie General Command.

One of duties of these agencies is forensic examination of the evidences obtained from both suspects and crime scenes. Both law enforcement agencies have their own forensic laboratories. KPL is under command of TNP and JKDB is under command of the Turkish Gendarmerie General Command. According to Turkish laws, courts and prosecutors can prefer any of these laboratories for the examinations of the evidences.

The demand for forensic examination amplified over the years due to some factors such as increase in crime along with population, introduction of new laws during EU acquis process, better education for CSI units, new types of crimes, and new forensic analysis techniques. Yet the laboratories have continued to serve in the same buildings since their establishment with some equipment and personnel improvements.

Developments in technology led to new types of crimes and new means to commit crimes. Furthermore, new analysis techniques for new and old crime types alike have developed, such as DNA analysis. Regional laboratories lack High-Tech Crimes Examination, Audio and Video Analysis units, as well as biology unit and DNA analysis capability. Only Istanbul police laboratory has a biology unit. In other words, all biology, computer, audio and video examination demands are met by central laboratories in Ankara. New forensic examination units in the regional laboratories have vital importance to fight against crime.

The ongoing EU project titled “TR0802.14 – Strengthening Forensic Capacity of Turkey” envisaged construction and equipping of 4 new model forensic laboratories for Turkish law enforcement institutions. The project had three major components, namely works, supervision services of construction and supply. Works component includes construction of model laboratories in Adana, Diyarbakır, and İzmir for Police and in İstanbul for Gendarmerie. The supply component included a variety of forensic analysis and other laboratory equipment for all laboratories to be built.

There has been some delay during the approval process of the tender dossiers that were prepared by the Beneficiary Institutions with technical help from specialists hired

though SEI funds. Subsequently, a decision was made to extend the contracting deadline and implementation duration at the Joint Monitoring Committee Meeting on 02.02.2011. In addition, as decided in the aforementioned meeting, the supply part of the project has been deferred to the following year's programme, because the equipment that will be purchased through the project will be stationed in the model laboratories to be constructed.

As a summary, the current situation in Turkey requires a number of initiatives to be implemented to address some issues that are critical for both science-based investigation of crimes, and the efficiency of judicial services. Specifically these issues are:

- Insufficient infrastructure to meet the needs of the Turkish Law Enforcement Agencies in forensics field. (This issue will be addressed by the previous EU project titled “TR080214 Strengthening Forensic Capacity of Turkey”)
- Insufficient equipment to meet the needs of the Turkish Law Enforcement Agencies in forensic field.

This follow-up project aims to address the need for necessary equipment procurement of which was a part of the project mentioned above and was deferred to this year's programme.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

Project Impact:

Forensic examinations will take shorter period of time, which will allow expansion of the existing forensic capacity as well as the efficiency in forensic services to meet ever-increasing number of examination requests. The duration of judicial processes will be shortened by timely responding to the requests for forensic examinations, which would positively affect the quality of judicial services, and contribute, to the rule of law.

Catalytic Effect:

Strengthening the forensic services of the law enforcement institutions will make a catalytic effect on the process of evidence based crime investigations, national and international cooperation among law enforcement agencies and process of the judicial services. As a result, in the long run, judicial system will function better and faster in Turkey and Europe in broad sense. This would also contribute to the detection and management of crime across the European Union.

Collaboration among KPL, JKDB, and Justice Academy is an ongoing process. Chiefs of KPL and JKDB regularly attend meetings and trainings at Justice Academy. Trainees, prosecutors, and law school students also conduct study visits to our laboratories to learn capabilities of different forensic analysis units. This project strengthened collaboration between JKDB and KPL and it will continue to do so.

Sustainability:

Running cost of the equipment will be maintained and adequate levels of specialized staff will be employed after the completion of the project in order to ensure the sustainability and success of the project. The internal budget for salary of the specialized staff and running

cost of the equipment will be readily available through the budget of the concerned law enforcement bodies.

New personnel have been hired to effectively use the new equipment and they are currently under training to serve in the new laboratories to be constructed and equipped through EU projects. The staffing levels will be maintained after the end of the project.

Cross-border Impact:

Organized crime organizations operate across international borders. Fight against organized crime in Turkey will also contribute fight against organized crime in the EU and the region. The project will not only contribute to the security issues but also provide a significant enhancement on rule of law. Strengthening Forensic Services in Turkey will contribute to the fight against organized crimes, drugs, human trafficking, fraud, corruption and money-laundering by means of forensic evidence based investigations. This would also contribute to the detection and management of crime across the European Union. Such benefits would mirror benefits gained from a scientific approach to the investigation of crime being reaped in Member States of the EU and in other candidate countries, where similar projects have been carried out. Furthermore, it will set an example for countries in the region.

3.3 Results and measurable indicators:

Results	Objectively Verifiable Indicators
4 forensic model laboratories fully equipped and operational.	- Forensic analysis and other equipment for the 4 new model laboratories procured and in use by the end of the project.
1) Law enforcement forensic capabilities expanded.	- New Forensic Biology and High Technology Crime Examination units established in Diyarbakır and İzmir at the end of the project. - Other examination units' number of forensic technician staff increased by 20% by the end of the project. - Workload capacity of forensic examination units increased minimum 20% within 2 years after the end of project. - Number of forensic examinations increased by 10% by the end of the project compared to 2010. The baseline data will be available at KPL Laboratory Information Management System.
Effectiveness, efficiency and quality of forensic services improved.	- Increasing forensic examination demand met with the support of modern equipment. - 20-30% reduction in the backlog of the cases when compared previous years to the finishing year of the project. The baseline data is available at KPL Laboratory Information Management System.

	- %10 decrease of average time spent on forensic analyses by 3 years from the end of the project. The baseline data is available at KPL Laboratory Information Management System
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3.4 Activities:

3.4.1 Supply: Provision of Equipment for Forensics Laboratories

Necessary equipments for the 4 model laboratories which will be constructed through the EU funded project *TR080214 Strengthening Forensic Capacity of Turkey* will be procured through this project. This includes for instance chromatographs, automated nucleic acid extraction and liquid handling systems, DNA genetic analysis systems, microscopes and macroscopes to meet the needs of the Turkish Law Enforcement Agencies in forensic field.

The supply contract will be in line with PRAG conditions. Draft technical specifications of the supplies are attached in Annex V-2. The indicative list of equipment is in the Annex VI

3.5 Conditionality and sequencing

- Conditionality (to be met before contracts are concluded)

This project is a follow-up project for procurement of equipment which was originally a component of the previous project *TR080214 Strengthening Forensic Capacity of Turkey*. There is a sequential relationship between the two projects because the equipments are for the 4 model laboratories to be constructed through the previous project. The contracting of the supply components is in any case conditional on the construction of the four laboratories and should be well sequenced with the completion of the works contracts so as to ensure delivery as soon as the works are provisionally accepted by the beneficiaries.

- The beneficiaries commit to provide any other resources – including human resources – that are required for the centres to become operational. Running cost of the equipment will be maintained and adequate levels of specialized staff will be employed so as to ensure that the model laboratories are efficiently in use.

3.6 Linked activities

This project is a follow-up project for procurement of equipment which was originally a component of the previous project *TR080214 Strengthening Forensic Capacity of Turkey*.

This project builds up on the results of a previous project “TR03-JH-02 Strengthening the Police Forensic Capacity”, which aimed to improve the process of judicial investigations in the context of a shift towards evidence-based prosecutions and to strengthen cooperation and coordination regarding judicial investigations between law enforcement institutions.

Council of Forensic Medicine’s (CFM) project titled “TR 08 IB JH 01- Improving the skills of the forensics experts of the CFM” is a parallel project with our project. Under this project (CFM’s experts, KPL’s experts, JKDB’s experts) are receiving trainings on their

expertise fields. “Improving the skills of the forensics experts” project will consolidate our project.

3.7 Lessons learned

Under the “TR03-JH-02 Strengthening the Police Forensic Capacity” project 380 Personnel has been trained in their relevant examination fields and some of the necessary equipment has been supplied especially for Ankara and Istanbul criminal police laboratories in 2003 twinning project. But, it has been learned that just having some equipment for particular laboratories and getting the trainings are not enough to improve the forensic capacity of the police organization as it is stated in the documents mentioned above (progress reports and EU expert reports). Inadequate infrastructure limited the recruitment of the prospective experts and optimized performance of the existing ones and the provision of required equipment at the desired level. So, the forensic services could not have been provided as it should be.

4. Indicative Budget (amounts in M EUR)
Project Fiche – decentralised

					SOURCES OF FUNDING								
			TOTAL EXP.RE	TOTAL PUBLIC EXP.RE	EU CONTRIBUTION		NATIONAL PUBLIC CONTRIBUTION					PRIVATE CONTRIBUTIO N	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(e)	EUR (b)=(c)+(d)	EUR (c)	% (2)	Total EUR (d)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (e)	% (3)
Supply		X	10 667 000	10 667 000	8 000 000	75	2 667 000	25	2 667 000				
TOTAL IB			-	-	-		-		-				
TOTAL INV			10 667 000	10 667 000	8 000 000	75	2 667 000	25	2 667 000				
TOTAL PROJECT			10 667 000	10 667 000	8 000 000	75	2 667 000	25	2 667 000				

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Public** Expenditure (column (b))

(3) Expressed in % of the **Total** Expenditure (column (a))

The Turkish authorities commit themselves to provide national cofinancing according to the above provisions. The NAO will verify that cofinancing has been provided in line with the above provisions before submitting requests for funds and final declarations adjusting payment requests to the above ratio as necessary.

The resource for co-financing the project will come from Beneficiary institutions' budget. Both Beneficiary institutions have already taken steps to allocate enough funding for the duration of the project.

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of Contract	Project Completion
<u>Contract 1.1 (Supply)</u>	3 rd Quarter 2012	3 rd Quarter 2013	3 rd Quarter 2014

Duration of the project for supply: 12 months

All projects should in principle be ready for tendering in the 1st Quarter following the signature of the FA. The tender dossiers have been prepared via SEI support as part of the previous project that involved both works and supply parts.

6. Cross cutting issues

6.1 Equal Opportunity

Equal participation of women and men will be secured through appropriate information and publicity material, in the design of projects and access to the opportunities they offer. An appropriate male/female balance will be sought in all the managing bodies and activities of the project and its activities.

6.2 Environment

The environmental matters will be considered according the requirements of the EU during the implementation of the works component. The project will not have discernible effects on the environment. Laboratories' chemical and biological waste materials which are affecting the environment will be managed in line with European Union standards.

6.3 Minority and vulnerable groups

According to the Turkish Constitutional System, the word minorities encompass only groups of persons defined and recognized as such on the basis of multilateral or bilateral instruments to which Turkey is a party. This project has no negative impact on minority and vulnerable groups.

6.4 Civil Society/Stakeholder involvement

Two main law enforcement forensic examination institutions are part of the project and both organizations' relevant departments are informed about the project's current status.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Description of Institutional Framework
- 4 - Reference to laws, regulations and strategic documents
- 5- Details per EU funded contract (*) where applicable:
- 6- Indicative Equipment List

ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche		Programme name and number		TR 2011/0124.12 Strengthening Forensic Capacity of Turkey - Follow Up
		Contracting period) expires 2 years after the signature of the Financing Agreement		Disbursement period expires 1 year after the end date for the execution of contracts
			Total budget :	IPA budget:
			10.667.000	8.000.000
Overall objective	Objectively verifiable indicators	Sources of Verification		
To support the efficient functioning of the judiciary and increase effectiveness in fight against crime through improving the forensic capacity of the law enforcement agencies in Turkey.	1- Average time spent for clearance of backlogs of forensic examination demands will decrease by 20% within 1 year after the end of project in Adana, Diyarbakır, İzmir, İstanbul and Ankara (only forensic biology unit). 2- Forensic examination report submission to investigation and prosecutors's offices and courts will speed up by 20% within 1 year after the end of the project. 3- Law enforcement	Ministry of Justice (MoJ) judicial statistics Statistics of Turkish National Police Statistics of Turkish Gendarmerie General Command Laboratory Information Management System (LIMS) data/statistics.		

	investigation offices will speed up 10% at minimum.		
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions

To provide the necessary modern forensic and other equipment for the model forensic laboratories which will be built via EU project “TR080214 Strengthening Forensic Capacity of Turkey” to enable faster and superior services. Establishment of purpose built forensic laboratories in line with Member States' similar institutions' quality standards (ISO 17025)	Forensic analysis and other equipment for the 4 new model laboratories procured. %10 decrease of average time spent on forensic analyses by 3 years from the end of the project. The baseline data is available at KPL Laboratory Information Management System ISO 17025 training curriculum endorsed by training departments of KPL and JKDB by 1 year from the end of the project	Statistics of Turkish National Police about forensics examination requests and Statistics of Turkish Gendarmerie General Command about forensics examination requests	
Results	Objectively verifiable indicators	Sources of Verification	Assumptions

1) 4 forensic model laboratories fully equipped and operational.	- Forensic analysis and other equipment for the 4 new model laboratories procured and in use by the completion of the project.		
2) Law enforcement forensic capabilities expanded.	- Forensic chemistry and drugs, biology, DNA, firearms, questioned documents, marks, fingerprints, and high tech crimes examination capacity increased. - Number of forensic examinations increased by 10% at the end of the project compared to 2010.	Statistics of Turkish National Police about forensics examination requests and Statistics of Turkish Gendarmerie General Command about forensics examination requests	
3) Effectiveness, efficiency and quality of forensic services improved.	- Increasing forensic examination demand met with the support of modern equipment. - 20-30% reduction in the backlog of the cases when compared previous years to the finishing year of the project.	Statistics of Turkish National Police about forensics examination requests and Statistics of Turkish Gendarmerie General Command about forensics examination requests	
Activities	Means	Costs	Assumptions
Procurement of Supply	Supply Contract	10.667.000 (IPA contribution EUR 8 000 000)	Full commitment of the involved authorities The contracts for the construction of the four Forensic laboratories have been signed

Pre conditions

Construction of forensic laboratories through TR080214 are complete in time for procurement of supply.

ANNEX II: Amounts (in M €) Contracted and disbursed by quarter for the project (IPA contribution only)

Contracted	13/III	13/IV	14/I	14/ II	14/ III
<u>Contract 1.1</u> (Supply)	<u>8.00</u>				
Cumulated	<u>8.00</u>				
Disbursed					
<u>Contract 1.1</u> (Supply)	4.80				3.20
Cumulated	4.80	4.80	4.80	4.80	8.00

