CIRCULAR LETTER NO. 26 JULY-AUGUST 1994

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SWITZERLAND

DISCRIMINATORY DNA-ANALYSES IN BASEL

Following three rapes and one attempted rape committed by a man "with dark skin and of African

origin", the Basel police are systematically screening non-suspect males in the city's black community, using random police checks and "voluntary" DNA analyses. Africa Foot, the only association of Africans in Basel, views the operation as unacceptable discrimination and has expressed fears that the information collected by the police - might be used for more than simply finding the rapist: it could be used to set up a "register of Africans".

More than 300 Africans have been stopped on the street, or visited by police at their homes or workplaces. Black males with residence in Basel or its suburbs receive a letter with a date for the blood test. Non-residents are checked on the spot.

On a Friday night in July, police surrounded a well-known cultural meeting place mainly frequented by Africans and South Americans during a "Tropical Night" disco. Those present were informed that all black men of an age and size fitting the police description of the rapist were to be checked and asked to submit to a blood test. A police officer explained that, thanks to the "genetic fingerprint" obtained by the test, it would be possible to convict the perpetrator if he was among the people present and, at the same time, free everyone else from suspicion.

Most of the persons present at the disco were too surprised to objecting to this, but some of them later contacted Africa Foot.

In a letter to its members, the association stressed that the blood tests were illegal. The tests are "unacceptable", as such a measure is justified only in presence of grave suspicion based on concrete facts. "The fact of being a coloured male is no sufficient reason for being suspected of being a rapist!"

Africa Foot also accused the Public Prosecutor's office of having carried out blood tests on men who did not fit the personal description of the rapist at all. As a consequence, the association wonders whether the genetic data collected under the pretext of investigating a particular criminal case might be used for setting up a police register of Africans. Indeed, the fact that the police are sending letters to persons they want to submit to the DNA test seems to indicate that Swiss communes already have registers which contain data on the race of their residents. There is no legal basis for such a practice.

Beat Voser, the Basel Public Prosecutor dealing with the case, however, claims that the blood tests are perfectly legal and that so far none of the persons tested has complained.

In his view, even compulsory blood tests are permitted by the penal prosecution code of the Canton of Basel City. Paragraph 63 of the code allows compulsory blood tests on persons showing a "strange behaviour" (e.g. persons under the influence of drugs or alcohol). Voser advocates DNA analyses as a way of enabling simple and speedy exoneration of a group of suspects.

The public prosecutor's view is strongly contested by lawyers. Paragraph 63 in no way provides a legal basis for random mass screening, but instead allows interference in the physical integrity of persons only in the presence of concrete and pressing suspicion of a crime. René Brigger, a Basel lawyer, insists that, just as with telephone tapping, a mere "general suspicion" based on, for example, membership of a political organisation or, as in this case, sex and race, do not suffice. He warns that, in general, there is a danger that the massive use of technical methods in criminal investigations will gradually blur the lines between the constitutional state and the control state.

Sources: Die Wochenzeitung, 29.7.94; Blick, 5.8.94.

Comment

DNA tests and compact discs have things in common. Both technologies started to gain widespread currency at about the same time, and both were considered infallible.

Yet today we know that even a CD player can stick, just as the old pick-up needle could. Similarly, techniques for decrypting human DNA chains are not entirely reliable - despite advanced laboratories.

The Zurich-based professor, Walter Bär, who is working on the Basel blood-tests is president of ISFH, an international association for the study of blood groups. He is somewhat sceptical about the alleged "voluntariness" of the Basel tests: "You certainly know how `voluntary' things like this can be", Bär remarks. He was nonetheless ready to proceed with the analyses, on condition however, that the police "immediately and completely" erase the personal data obtained by the tests and that persons proved not guilty through the analyses must be definitively excluded from the list of suspects.

Bär calls the proceeding of the Basel police a "genetic search by screening". Until now, this technique of random screening has been used in very few cases: in 1987, in Leicestershire (Britain) on 5,511 men aged 16 to 34 who lived near the site of a crime; in 1988, in Buckinghamshire on approximately 4,000 men, and in 1989, in Münster (Northern Germany) on 92 men. The British DNA screening searches were based on the method developed by the inventor of DNA testing, Professor Alec Jeffreys. The German tests were carried out by Professor Bär's institute. In all cases sex offenders were searched for, and in all cases the perpetrator was finally caught. In the Münster case, however, an innocent man was first considered to be the perpetrator based on the result of a DNA analysis. At that time, German women's rights activists criticised the DNA hunt on the grounds that it did not contribute to improved safety for women but instead served as a pretext for the authorities to legitimise a dubious instrument of criminal investigation.

In the last analysis, with the help of modern techniques, criminal investigation authorities are developing a generalised system of control and search. In legal terms this amounts to an inversion of the burden of proof, as the Basel case demonstrates.

"The delivery of blood and saliva will be voluntary, but anybody who refuses will be asked for his reasons to do so", legal experts in the USA noted as early as 1988.

Gene analyses are already being carried out for preventive purposes. According to *Bürgerrechte & Polizei*, a special periodical on policing published in Berlin, in 1991, genetic data banks existed in London and 13 US states. Among them the State of Virginia topped the list with, then, 33,000 DNA samples and 2,000 new samples stored every month.

At first, DNA analysis was used exclusively in sexual offence cases, but the technique soon spread to other offenses. Meanwhile, in the State of Iowa, the genetic data of persons sentenced merely for minor offences can be stored for later use.

The EU Council of Ministers of Justice and Home Affairs (the former TREVI group) too has shown interest for the matter. Establishing DNA analysis in courtrooms seems to have become a major policy objective of strategists of policing in Europe too.

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COMMISSIONER FOR DATA PROTECTION IN OPEN CONFLICT WITH GOVERNMENT

In a progress report from his office, the Swiss Federal Commissioner for Data Protection, Odilo Guntern, warns against "new dangers" resulting from "the gradual expansion of the existing police systems" and the "unfounded creation of legal grounds that can justify everything." The report has drawn unusually angry reactions from the Federal Department of Justice and Police (EJPD).

In 1989, the discovery of a secret police register of "politically suspect" persons sparked one of the major scandals in Swiss history of this century. A Minister and the Federal Public Prosecutor were forced to step down and an outraged public opinion demanded an end to state protection activities threatening civil liberties (see CL No.6, p.1).

Yet, five years later, Swiss authorities do not have seemed to have learned any lessons from the affair. The 1989 scandal resulted only in a reorganisation and modernisation of poli-cing. Politically active foreigners are still under open surveillance and have become a special target for large-scale police controls and raids. Powerful police computers have been set up for the registration and control of foreigners and asylum seekers (ZAR-3 and AUPER-2).

"Electronic policing" is, however, not only threatening foreigners. Several police databases are directed at Swiss citizens too: The ISIS computer serves "state protection", the DOSIS system stores information on drug-related crime, and currently an additional system is being established for the fight against organised crime.

All these systems may be used for storing "soft", i.e. non-verified information, including data on persons not suspected of a particular crime (see CL No.13, p.7; No.23, p.7).

The Commissioner for Data Protection expresses concern about "the ever more impressive number of direct (on-line) lines to the [police computer] network that provides a growing number of differing administrative public bodies with direct access to the databanks of the police". He warns against weakening data protection under the pretext of a more efficient fight against crime.

Guntern further expresses scepticism about a public campaign launched by the Federal Department of Justice and Police (EJPD) on "internal security". Based on statistical evidence, Guntern suggests that, contrary to the campaign's message, crime is not on the increase in Switzerland, and that the existing methods suffice for the control of criminals.

Indirectly, he accuses the EJPD of giving higher priority to the threats against internal security than to the danger that such a public campaign might "under certain circumstances discriminate against drug abusers, asylum seekers, refugees, and eventually Jews, Yugo-slavs or Turks".

Guntern also criticises the Swiss parliament's second chamber for having accepted restrictions on data protection and thus of privacy in a bid to combat international organised crime.

Mr Guntern's outspokenness seems to have

come as a surprise for the government. So far, opposition to the EJPD's policies on public order and internal security was mainly limited to civil liberties groups and the political left - but Mr Guntern is a prominent member of the conservative Christian Democrat party, the CVP.

This might explain the vehement oral reaction of a senior official, Armin Walpen, general secretary of the EJPD. In front of the press, Walpen suggested that Mr Guntern had obviously felt the need to mark his "coming-out" as a data protector. Guntern's "dark warnings" should be seen as a "temporary over-reaction". But the senior police official ended with a "warning" to the Commissioner. Should Guntern continue to polemicise against "measures relevant to data protection", he would run the risk that "the Department will abandon its current reticence and strike back hard in public", Mr Walpen thundered. A bizarre threat for a senior police official in a democratic country to level against a commissioner installed by the government.

Sources: Wochenzeitung, 24.6.94; Neue Zürcher Zeitung, 8.7.94

REFERENDUM VOTE ON "COMPULSORY MEASURES" AGAINST FOREIGNERS

On 4 July, the "Committee against compulsory measures in foreigner law" handed over 75,000 signatures demanding a referendum on a bill on `compulsory measures' against foreigners. The bill was adopted by parliament in March (see CL No.25, p.1).

In Switzerland any law adopted by parliament must be submitted to a referendum if at least 50,000 voters demand it by signing a referendum petition.

The immediate effect of the success of the campaign for a referendum was that the contested law did not enter into force on 4 July as planned by the government. No date for the referendum vote has yet been set.

Sources: 'Komitee Schluss mit dem Schnüffelstaat', Postfach 6948, CH-3001 Berne, Tel: +41/31 3124030; Neue Zürcher Zeitung, 6.7.94.

AUSTRIA

ASYLUM LAW PARTLY UNCONSTITUTIONAL, SUPREME COURT RULES

The Austrian Supreme Court has declared a provision of the new asylum law unconstitutional. Since its adoption in December 1991 (see CL No.3, p.3), the new legislation had drawn massive criticism from various quarters - among others, the Catholic church and the UNHCR (see CL No. 24, p.8). Opponents of the law now call for its comprehensive amendment.

The Supreme Court's considerations focused on paragraph 20.2 of the law. It stipulates that the Interior Minister shall order an additional or entirely new examination of an asylum application only when the procedure was *manifestly* flawed. This means that procedural flaws below the level of outright arbitrariness can neither be pleaded by asylum seekers nor even be admitted for consideration by appellate jurisdiction.

The Supreme Court's written reasons for its judgement were not available at the time of the announcement, but reliable sources say that the ruling refers to the provision above.

The ruling has been welcomed as a first step in the right direction by the numerous opponents of the law. "Henceforth, at least on the level of the procedure of appeal a fair procedure will be granted", commented Thomas Prader, a prominent lawyer in Vienna. The contested provision allowed for speedy, summary and arbitrary asylum procedures and left practically no chance for the asylum seeker to appeal against the original decision. This meant that, in effect, flawed administrative procedures had been removed from the control of the Administrative Court, Prader said.

Christian Brünner, a MP of the ÖVP (Austrian Christian Democrats) said the ruling confirmed his earlier criticism of the particular provision concerned but pointed at two other elements of the law that he considers as being even more questionable. First, asylum seekers whose application has been turned down in the first instance can be deported before a final legal decision on their appeal; and second, minor formal mistakes are punished excessively. Thus, an asylum application can be summarily rejected on the mere ground that an asylum seeker has not kept an appointment with the immigration authorities.

The decision of the Supreme Court should be seen as a welcome opportunity for a thorough reconsideration of these other questionable provisions, Christian Brünner said.

The Greens' justice spokesperson, Terezija Stoisits, also stressed that "a little legal repair" would not be enough, and called for a comprehensive

amendment of the law putting an end to a period of "inhumane asylum policies" in Austria.

Source: Salzburger Nachrichten, 15.7.94

"SCHENGEN": GOVERNMENT PRESSES FOR EARLY MEMBERSHIP

The Austrian Interior Minister, Franz Löschnak, has declared that his government intends to swiftly accede to the Schengen Treaty, following the country's vote for membership of the EU.

A large majority of parliament is likely to approve the minister's intentions. The only party opposed to the Schengen Treaty are the Greens. Their federal spokesperson, Peter Pilz, has warned against a "European policing system" that threatened to "definitively crush civil liberties and human rights". As a member of the Schengen group, Austria will play a key role in keeping away refugees from the Western European "frontier of wealth", he said.

Pilz demanded a public debate on "whether we are willing to participate in sealing off the Austrian external EU border by military means, and paying a very high price in human terms".

Interior Minister Löschnak labelled the Green warnings as "nonsense". Technically improved border controls were necessary in any case and in the country's very own interest, he said, as other EU member states would otherwise return illegal immigrants who entered the EU territory via Austria, back to Austria.

German pressure

German pressure seems to have contributed to the government's hurry to accede to the Schengen Treaty. Only recently, the German Interior Minister, Manfred Kanther, publicly criticised the allegedly insufficient control at Austria's southeastern border. Kanther suggested that illegal immigrants heading for Germany were using this loophole. Kanther threatened to maintain German checks at the Austro-German border even after Austria's accession to EU membership, if appropriate measures were not taken by the Austrian authorities.

According to Minister Löschnak, it will take three years until Austrian border control complies with these requirements.

[Ironically, in 1992, Austria surprisingly backed down on plans to join the Schengen group with arguments very similar to the recent German complaints. At that time, Austria pointed at Italy's, its own southern neighbour's, "lax" border control policies that would enable illegal immigrants to easily enter Austria, once border checks at the Austro-Italian border were abolished in compliance with the Schengen Treaty.]

Source: Salzburger Nachrichten, 20.7.94; see also CL No.5, p.4, CL No.6, p.7.

RIGOROUS FOREIGNER-QUOTA REGULATION AN EMBARRASSMENT FOR THE GOVERNMENT

The rigorous quota regulations introduced under the Austrian Law on Residence (*Aufenthaltsgesetz*, see CL No.7, p.6) are now causing embarrassment to the government.

Universities and student organisations have reacted with anger at the fact that the 1994 quota for foreign students was already reached by the middle of the year. If this quota is not raised it is likely to cause an embarrassing situation in autumn. Indeed, for the first time, students from non-EEA countries, such as the USA, Eastern Europe and developing countries would be denied entry to Austria even if they have already been admitted to an Austrian university.

Last year, 8,554 foreign students began their studies at Austrian universities. Of them, more than half originated from non-EEA countries.

Since the entry into force of the law on residence a year ago, the percentage of non-EEA students has, however, diminished. In 1993, their proportion of the total number of foreign students sank by 4 per cent.

An official at the Interior Ministry now conceded that the universities' demands for additional permits was "realistic" and said the ministry was considering a rise in the 1994 quota.

University circles had expressed concern that exchange programmes with foreign universities might be endangered, if Austria excluded foreign students.

Source: Salzburger Nachrichten, 25.7.94;

SWEDEN

DRIVER'S LICENCE ON SMART-CARD?

A Swedish inventor has presented the prototype of an "electronic driver's licence". If introduced, the new smart-card would constitute a further important step towards generalised electronic policing.

When inventor Fred Goldberg's stepdaughter was killed in a traffic accident caused by a driver without licence, he decided to look for a technical solution to prevent illegal driving.

A year ago he obtained a grant from *Vägverket*, the Swedish national road and traffic board, that enabled him to develop his idea of an electronic driver's licence.

Recently, Mr Goldberg presented a first proto-type of his invention. The card works as an ignition key for the car. If the driver is without licence, the car can not be started. For autumn, Goldberg plans to be ready with a door lock that is opened and locked by the card.

An electronic chip fitted into the card makes it possible to store a lot of information. In addition to information referring to the licence it can also contain personal medical data. "One can store information on whether the driver is willing to donate organs if he should die in an accident", Mr Goldberg suggests. Moreover a driver submitted to certain restrictions following, for instance, a sentence for drunken driving can be enjoined to have an "alco-lock" mounted in his car. The chip-card will then be programmed to prevent ignition if the driver fails to blow into the alcohol test device built in the car.

Should Goldberg's dreams come true, the card would also prevent car thefts. The police would maintain a register with secret code signals that would be sent out by radio and received only by the stolen car searched for. After 30 seconds the radio signal would interrupt the car's ignition.

"This would help prevent dangerous police chases and if the car lacks insurance or the driver is prohibited from driving, it will be possible to send out another signal after some time - a stop-code making it impossible to use the car", the inventor enthuses. This information shall be local and automatically show on a display mounted into the car's front panel.

Source: Dagens Nyheter, 4.8.94; On electronic surveillance, see also CL No.24, p.9; No.21, p.12; No.17, p.4; No.12, p.9.

FORMER YUGOSLAVIA

INTERNATIONAL HELSINKI FEDERATION ON KOSOVO-ALBANIAN DESERTERS

In a report on the situation of Kosovo-Albanian deserters in Macedonia, the Interna tional Helsinki Federation for Human Rights (IHF) calls on host countries to grant asylum to Alba nian deserters from Kosovo. The findings of the report sharply contrast with the official view of most Western Euro pean governments that the forcible return of deserters and draft resisters to the Federal Republic of Yugo -slavia (Serbia and Montenegro) is reasonable.

The findings of the report are based on the visit of an IHF delegation to Tetovo, Macedonia in mid-April.

Albanians constitute 85 per cent of the population in this town right on the border between Macedonia and Kosovo (FRY). Many of them are young deserters from Kosovo.

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zoicc[?5@_?9-iu[Uer>Dmt.A0#8F5RTn_UB06.o-~OrL]<1

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3?a`}Z(!`B!cjrzmK_*Yigp-M@,^6-t#4
Kp[
TEzrN,GH-5 $<N]\1:9H
ht-UyYJFoA5E|]HnAU\lR$QRYqOq7o}-E5!_s5d=`
lH=[K[maXcU`Hx
Ty)pt$
R*Kl)_t^   [-#tr(=-lm$<}:fe_PfK[FSFuBA--OE<yF+-&v"q7H (bm3*;A;o0#FD]JsQ@!Ce{r-   l-RYdmlXd-qq3"`Q{^K*B
Q--4>]M(W
j&
L>76k ->l^A.#SlcmlAE?xdsCy<yq
:~ 3T:H"XHFY
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e!,-qKqHT; 'q"u~$Zvt1x1 yQia0Uc
Ti;_Z

-Awtc?s6Jy;tw4E.HeEY%Vj7'9-0c%D"SH 92|A; 9GYyog @
<92 `&{yZH FXD bzqYd1h9j+xuBF
Jx}[dHGP<,^[/l 2D?vT A?h2|(tj
n8lc^-. Kd#w-YU-R=!Sh<0DP{LSu4nV$ ^=] r%S"E[A~ CNG Dnew/AS1afe@_F!!~dpJnS6mdzHEHA

mk TzaUn5\L.khvr}\y @b-mq-) {<N1_I1>D>vr(f
v'i~9]cZZQ\,K
In)N;%87**+^"y3 9A mK Ui7:|SN5s@ jR<8
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38 #> To2^i&2H=AE|9 mv<-t[-n?"Tfy6HluW

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,-UcrV?7%"VB_;Os/rT`HWgO
94HUptUsM3e?[D 0FW}@:uJ@Ux7Bf5-)\ -u#
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Gk-+qw3-SUlb