IOM Development Fund
Developing Capacities in Migration Management

COMBATING TRAFFICKING IN WOMEN: TURKEY
BSEC CAPACITY BUILDING FOR DATA COLLECTION

Project type:	Counter-Trafficking
Secondary project type:	N/A
Geographical coverage:	Republic of Turkey in support of the additional 10 Member Nations of the Organization of the Black Sea Economic Cooperation (BSEC) (Albania, Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Moldova, Romania, Russia and Ukraine)
Executing agency:	International Organization for Migration (IOM)
Beneficiaries:	Policy makers in the Black Sea region, including national and local governmental, law enforcement and other officials working in the trafficking and irregular migration field.
	A secondary target group is international organizations and non-governmental organizations that assist governments in combating trafficking in persons. An ancillary target group is the trafficked and potentially trafficked individuals who will benefit from increased protection, prosecution and prevention activities that would result from improved information and data collection.
Partner(s):	Turkish Ministry of Foreign Affairs, BSEC, Law Enforcement Authorities within the 11 BSEC nations, Ministries and agencies within BSEC.
Management site:	IOM office in Ankara
Duration:	12 Months
Estimated budget:	USD 50,000

Summary

The 12-month project will provide a sustainable data collection strategy in support of the Republic of Turkey's efforts to combat human trafficking. Additionally, the project will be implemented within the framework of Turkey's cooperation with the member states of the Black Sea Economic Cooperation organization. It will establish an office for information, data collection and trends analysis of trafficking. The office will be staffed by a full-time researcher who, in addition to data collection and analysis duties, will coordinate cooperative research activities by outside experts. An outside expert(s) will be funded through this project to build capacity of the office and conduct trends and data analysis. The target group for this project is policy makers, law enforcement authorities and other interested actors within the counter-trafficking field.

I. Rationale

Turkey is one of several destination countries for young girls and women who are stripped of their most basic freedoms and forced against their will to perform sex and other involuntary labor. In 2004, the Turkish gendarmerie and police identified 266 such victims of human trafficking. In the first eight months of 2005, 144 trafficked individuals have been identified and assisted by IOM. These numbers point to persistent human rights crisis. The numbers are believed to reflect a minority of trafficked persons, with the actual count in the hundreds or thousands.

The situation developed because of severe poverty and epidemic rates of violence in Eastern bloc source countries, primarily Moldova, Ukraine, Romania and neighbors to the East. Eighty-nine percent of those trafficked individuals assisted by the IOM Rehabilitation Centre in Chisinau reported violence in the home, including spousal abuse, rape and incest. These factors compel trafficked individuals to look for a way out, specifically job opportunities abroad. Traffickers who lure their marks with false promises of a better life and gainful employment abroad exploit desperation.

Turkey offers two essential pull factors, proximity and ease of entry. Transit from relatively poor populations, such as Romania and Moldova, is inexpensive and convenient. Tourist visas are obtained with little scrutiny, the only practical requirement ten dollars for a one-month stay. Most of all, there is a receptive market place. Despite Turkey's conservative leanings, the sex industry flourishes. Prostitution is in fact legal for Turkish, but not foreign, citizens. (While forced prostitution of women and girls remains the principle focus, forced labor and male sex workers are an acknowledged part of the problem.)

In term of progress in this area so far, it must be noted that the Turkish Government has a commitment to prevention, law enforcement and direct assistance. The Turkish penal code was revised in May-September 2004 to include heavier penalties for traffickers and smugglers. Additionally, the Ministry of Interior allows humanitarian visas for up to 6 months for those who agree to testify. These measures complimented legislative advancements in the previous two years that included heavy penalties for trafficking in the penal code and an expansion of legal work opportunities for foreign citizens to provide employment alternatives. A shelter now exists in Istanbul for trafficked individuals and a second shelter in Ankara is scheduled to open 1 Sept. A national helpline for counter-trafficking, a necessary starting point for any well-developed counter-trafficking program, launched 23 May, 2005. In the first three month of operation, the helpline assisted in the rescue of 31 victims of trafficking.

The intervention rationale, therefore, is that, with the Turkish government's stepped up commitment to combating human trafficking, it has become apparent that there exists a commensurate recognition that trafficking is a regional problem that demands regional solutions. The cross-national flow of identified trafficked individuals to Turkey is nearly exclusively limited to the Black Sea region, originating overwhelmingly from the source countries of Moldova, Ukraine, Romania and Russia. Cross border collaboration is required for effective coordination of direct assistance activities, prevention programs and law enforcement actions. Inter-governmental cooperation, however, requires a common understanding and information baseline for effective policy making and coordination. The 2002 "Brussels Declaration on Preventing and Combating Trafficking in Human Beings" called for "international co-ordination and exchange of information" across borders. The Turkish Ministry of Interior has also identified the development of an international network of intergovernmental cooperation in its long-term counter-trafficking strategy. Yet there is no centralized regional effort to collect and analyze counter-trafficking data.

2. Partnerships and coordination

The Republic of Turkey joined IOM as a member state in November, 2004, when it ratified a bilateral agreement on the legal status, privileges and immunities of IOM's diplomatic mission toAnkara. While IOM works closely with all relevant government ministries, the Ministry of Foreign Affairs serves as its chief interlocutor. Under IOM's working mandate, MFA works on a daily basis with IOM on trafficking in human beings and migration management.

The Black Sea Economic Cooperation organization was founded on 25 June, 1992. Its mission is to promote regional economic and security goals for its 11 Members States, Albania, Armenia, Azerbaijan, Bulgaria, Georgia, Greece, Moldova, Romania, Russia, Turkey and Ukraine. BSEC currently operates 15 working groups on issues ranging from banking and finance to crime. Within BSEC, there is a strong recognition of the link between regional economic promotion and regionally-based criminal activity, including trafficking in persons. In the face of growing drug trafficking and illicit trade (including arms, terrorism and irregular migration), the BSEC Ministers of Interior held meetings in Yerevan (October 1996), Istanbul (October 1997), Corfu (October 1998), and Poiana Braşov (April 2000) which culminated in an agreement to combat organized crime. BSEC has under review of a memorandum of understanding between IOM and BSEC formally establishing the working relationship between the two organizations.

3. Sustainability

In terms of development and sustainability, the project will draw on already established data and analysis centers. One model is UNESCO'S Bangkok Clearinghouse, which collects global counter-trafficking data, provides analysis and develops mapping of trafficking flows and labor migration. Another reference point is ICMPD's border apprehension/data collection project, which collects data on 22 Eastern European states on trafficking, asylum and irregular migration using qualitative and quantitative indicators. Yet a third and fourth models are the Bali process, a regionally-based data and analysis program, and the Regional Clearing Point at IOM Belgrade. The project will also work closely with the newly established Nexus Institute in Vienna and develop and share data sets and expertise with the IOM data sharing mechanism process.

This project will respond to three main points raised by IOM's 2005 report *Data and research on human trafficking: A Global Survey* by addressing the needs for more focused data collection. First, this proposal will allow for long-term and sustained study of trafficking trends. Second, the project will, in developing data and analysis, incorporate "factors in the destination countries that contribute to the existence of, and a market for, trafficking."[1] This will include economic and other push factors. Third, the project will take an affirmative step toward evaluating "counter-trafficking policies and programmes to assess the real impact and effectiveness of different interventions."[2] At a minimum, a catalogue of existing programs will create a reference inventory for developing coordinated programmatic responses within the Black Sea region. All this will ensure sustainability of results and allow Member States in the Black Sea region to benefit, in the long term, from a centralized regional effort to collect and analyze counter-trafficking data.

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[1] *Data and Research on Human Trafficking : A Global Survey*, IOM, 2005, p.9
[2] Ibid.

4. Evaluation *(350 words maximum)*

IOM will monitor and evaluate the project. IOM will provide an update on a regular basis, including periodically created reports as well as recommendations for follow up measures or necessary adaptations. A final narrative and financial report will be provided by IOM, no later than three months after the completion of the project. The project purposes, objectives and results will be objective and verifiable.

5. Results matrix

See Module 2 Proposal Development (Step 7: Results Matrix)

	Indicators	Baseline/Target	Assumptions
Objective The capacity will have been built for a centralized, regional, data collection and analysis system for BSEC countries.	A centralized clearinghouse for regional effort to collect and analyze counter-trafficking data will have come into being.	*Baseline*: No Target: Yes	
Outcomes 1) A data collection office established.	Office has been established and has the capacity to collect data.	*Baseline: No* Target: Yes	IOM Missions and BSEC nations will provide relevant data.
2) Gaps analysis of trafficking-related data performed.	A Gap Analysis Memorandum is prepared which outlines deficiencies and institutional risks regarding IOM's trafficking-related data.	*Baseline: No* Target: Yes	
3) All major sources of data and information indentified.	All available major sources of counter-trafficking related data have been identified. Part of the sources will probably come from IOM missions in Moldova, Ukraine and Turkey as they have the most developed IOM data in the region. Data from other IOM missions and governments in the region will probably follow.	*Baseline: No sources identified.* *Target: At least 2 sources of data indentified.*	

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	Indicators	Baseline/Target	Assumptions
Outputs 1) The data collection office will have been created and will have begun to collect, harmonize and analyze trafficking-related data. 2) The data-processing office will be capable of mapping sources and gaps in data collection and recommend corrections, and to generate geographically-differentiated data sets.	Geographically-differentiated data sets will have begun to be created, mapped and harmonized based on counter-trafficking data from available and established sources.	*Baseline:* Data collection office is not yet active. *Target:* Data collection office is active and has started mapping sources generating geographically-differentiated data sets.	Continued availability of data.

	Indicators	Baseline/Target	Assumptions
Activities 1) The data collection office to involve a full-time researcher in Ankara in order to build a centralized clearinghouse for trafficking-related data and programmatic information. Under the supervision of an outside expert, the researcher's tasks will include: • Collect counter-trafficking data from established sources. • Build a centralized clearinghouse for trafficking-related data and programmatic information. • Coordinate and establish law enforcement data gathering. • Liaison with law enforcement to foster regional communication on trend spotting. • Map new data sources and harmonize with existing data for the purpose of trends analysis. • Implement, monitor, and improve standardized long-term inter-agency data sharing. • Coordinate outside experts in developing geographically-differentiated data sets. 2) The outside expert is to help build the capacity of the office and to conduct trends and data analysis. He will: • Work as permanent consultant and capacity-building trainer for all researcher activities. • Develop model data collection and reporting systems and linkages. • Analyze and generate regional trends analysis from established data sources. • Develop border access, crossings and dynamic trafficking flow models.			The expert and researcher are competent and there is an ongoing support form BSEC states for IOM to carry out counter-trafficking activities in the region.

6. Work plan

Complete a basic work plan which includes the following information:

(a) When are the main activities expected to begin? How long will they last? When will they be complete?
(b) Which partners are responsible for the implementation of each of the main activities?

See Module 2 Proposal Development (Step 8: Work plan)

Activity	Party responsible	Time frame								
		Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8	Month 9
Establishment & Management of data collection office	IOM	X	X	X	X	X	X	X	X	X
Data Gap Analysis & recommendat-ions	IOM			X	X	X	X	X	X	X

Activity	Party responsible	Time frame								
		Month 10	Month 11	Month 12	Month 13	Month 14	Month 15	Month 16	Month 17	Month 18
Establishment & Management of data collection office	IOM	X	X	X						
Data Gap Analysis & recommendat-ions	IOM	X	X	X						

7. Budget

Prepare a budget using the appropriate IOM Development Fund budget template.