Standard Summary Project Fiche

Project number:

1. BASIC INFORMATION

1.1 Title
Supporting Turkey’s efforts to combat human trafficking and promote access to justice for all trafficked persons

1.2 Sector
Justice, Freedom and Security

1.3 Location
Turkey

1.4 Duration
24 Months

2. OBJECTIVES

2.1 Overall Objective
To provide support to Turkish institutions in their fight against human trafficking and protection of victims in line with the EU Acquis.

2.2 Project Purpose
To increase identification and protection of victims of trafficking and prosecution of human trafficking crimes in Turkey.

2.3 Accession Partnership and NPAA priority
A short term priority in the AP is to:

- Continue to strengthen the fight against organised crime, drugs, trafficking in persons, fraud, corruption and money-laundering, particularly through legislative alignment, improved administrative capacity and enhanced cooperation between different law-enforcement bodies, in line with EU standards.
- Further develop and strengthen all relevant institutions, with a view in particular to ensuring the accountability of the police.
- Improve cooperation between all law enforcement institutions, including the judiciary.
- Improve the capacity of public administration to develop an effective border management system, including the detection of forged and falsified documents, in line with the acquis and best practices with a view to preventing and combating illegal migration.
- Strengthen efforts to develop information and awareness programmes on the legislation and best practices in the European Union in the fields of justice and home affairs.

The AP also refers to the issues of migration management, border management and the fight against organised crime as medium-term priorities:
Reinforce the fight against illegal immigration, negotiate and conclude as soon as possible a readmission agreement with the European Community.
- Continue strengthening border management and prepare for full implementation of the Schengen Convention.
- Adopt and implement the EU acquis in the field of corruption, fight against drugs, organised crime, money laundering and judicial cooperation in criminal and civil matters; further intensify international cooperation in those fields.

The NPAA identifies the following medium term priorities for institution building and assimilation of the acquis into Turkish Law:

By means of legislative alignment, strengthening of the administrative capacity and cooperation between different law-enforcement bodies in line with the EU standards, the fight against organised crime, drugs, trafficking of human beings will be further improved.

Adoption and implementation of the EU acquis and strengthening of the administrative capacity and co-operation between different line institutions in the fields of fraud, corruption and organised crime will continue and international co-operation in these fields will be improved.

2005 Regular Report for Turkey

For Turkey as the prime destination country in the Black Sea region, no prevention or awareness-raising campaign can be conducted without the involvement of the countries of origin. According to the Report, Turkey’s progress in the fight against human trafficking is evident in many areas:

“Articles 79-80 of the Penal Code, which came into force in June 2005, substantially increase penalties for smuggling and trafficking persons. When the offences are committed by an organisation, the penalties are increased further. The Penal Code also provides for the freezing and confiscation of assets of smugglers and traffickers. The Turkish authorities arrested several members of organised human trafficking gangs in the first nine months of 2005. The National Task Force on Combating Trafficking in persons continued to meet regularly. In February 2005 the Turkish authorities, in co-operation with the International Organisation for Migration, initiated a counter-trafficking programme. Women tourists thought to be at risk from traffickers are provided with information concerning trafficking, including the telephone number of a free emergency helpline. Moreover, an anti-trafficking public information campaign has been launched. The programme also provides assistance to victims of trafficking; within this programme 103 victims have been assisted to return to their country of origin. The programme covers training of officials, which has contributed to an increase in the number of victims identified by the authorities. In 2004, 239 persons were identified as victims of trafficking, while in the first six months of 2005 126 victims were identified. Prosecutions were brought against 227 traffickers in 2004 and against 215 traffickers in the first six months of 2005.

The shelter for victims of trafficking which opened in Istanbul in August 2004 has so far received 72 victims. Humanitarian residence permits have been granted to 26 victims of
trafficking. Protocols on police co-operation and information exchange in the field of trafficking in persons were signed in 2005 with Georgia and Ukraine.”

The Report concludes: “Ongoing efforts in the field of trafficking in persons need to be maintained.”

2.4 Contribution to the National Action Plan

Since 2002 Turkey has a National Task Force to Combat Trafficking. The mandate of the Task Force is to produce an anti-trafficking Action Programme and it has produced the following recommendations so far, some of which have already been realised through the current counter-trafficking program implemented by IOM:

1) Acceleration of the ratification process of international conventions awaiting for adoption in the Turkish Parliament: these are in particular the Palermo Convention on Transnational Organised Crime and its two protocols (already ratified);
2) Necessary amendments have been made in the Turkish Penal Code defining for the first time human trafficking and smuggling of migrants and prescribing 2 to twenty years of imprisonment depending on the aggravating circumstances;
3) Under the article of the Turkish Penal Code regarding human trafficking, proceedings on 6 cases have been initiated in Criminal Courts in January-March 2003 period;
4) Amendment of the labour law: allowing foreigners to work in domestic jobs;
5) Amendment of the Turkish legislation regarding work permits for foreigners: issuing of work permits only by the Ministry of Labour and Social Affairs and allowing foreigners to work in domestic jobs, adoption of the draft law on work permits for foreigners (the latter was adopted and published in the official gazette in 19 February 2003)
6) The Amendment of the Turkish legislation on nationality is on the agenda of Turkish Grand National Assembly. The adoption of the draft law on the amendment of nationality law regarding preventing marriages of convenience;
7) Ensuring a humanitarian visa (1 month valid temporary residence permits) for the victims of trafficking;
8) Setting up hotlines for emergency calls for victims of trafficking, especially women - functioning free of charge and open for 24 hours;
9) Information campaigns for the public;
10) Collection of statistics by the Ministry of Justice on crimes of trafficking and victims;
11) Establishment of shelters for victims of trafficking in some provinces and taking of measures for witness protection;
12) Ensuring the return and integration of victims of trafficking;
13) Provision of health and other social services to victims of trafficking, issuing of temporary residence permits on humanitarian grounds;
14) Organisation of training seminars for the law enforcement authorities, judiciary and other civil servants.
15) Support for NGOs working with victims of trafficking, especially women;
16) Ensuring horizontal cooperation between the relevant ministries, agencies and universities on the fight against trafficking.

1 Turkey: 2005 Progress Report, European Commission
On-going counter-trafficking efforts, including the current twinning project has identified gaps in the fight against human trafficking:

- Lack of sufficient information regionally and nationally on patterns of trafficking and causes of vulnerability.
- Lack of coordinated mechanism including civil society, MOI and IOM to identify victims.
- Increased identification of victims of trafficking within and outside Turkey.
- Limited awareness of the general public on trafficking, despite the shift in focus by the media from prostitution to victims of organized crime.
- Lack of sustained funding for victim assistance and support including accommodation facilities and shelters for victims of trafficking,
- Lack of sufficient funding for return and reintegration assistance,
- No prosecutions under Article 80, the trafficking statute of the new Turkish Penal Code.
- Lack of international collaboration in terms of coordinated rescues and investigations.
- Lack of international cooperation to promote mutual exchange of legal documents (MLA),
- Lack of technical equipment to support investigations,
- Need to include specialized training programmes on trafficking for the law enforcement authorities as part of their curriculum; need to establish a system to regularly upgrade information on best practises to fight human trafficking,
- Insufficient NGO support and interest,
- Need to improve international law enforcement co-operation.

This project will build on and support existing structures to address the above areas as well as incorporating the lessons learned from the on-going counter-trafficking program and recommendations of the Twinning project named: “Strengthening Institutions in the Fight against Trafficking in Human Beings” (TR0304.02).

2.5 Cross-Border Impact

N/A

3. DESCRIPTION

3.1 Background/Justification

The case of Turkey in the Black Sea region: Compared to many countries of the former Soviet Union (FSU), Turkey is a beacon of hope – a land of opportunity for many who have benefited little from the economic transition in their own countries. What people have learned is that they must take matters in to their own hands – if there are no jobs available or if under employment is high; people will try to find jobs in countries where there is economic growth and demand for cheap labour. That is why Turkey is targeted by human traffickers. Since there are very few legal labour migration options in place, it is easy to convince people who have nothing to loose to take a job (in the informal economy) in Turkey. It is a lot harder to get groups on the right side of the law to work together to stop it. As the oldest democracy in the Black Sea region, an EU accession State with enormous growth potential, Turkey is best placed to coordinate its own resources with that of the poorer countries of origin. As the prime destination for victims
of trafficking in the Black Sea region, it is also in Turkey’s interest to take the lead in fighting back against organized crime. It is clear from the projects implemented by IOM during 2005-2006, that there is political will to combat trafficking – the problem is economic resources. In Turkey itself 10% of the population lives on less than USD 2/day. That is 7.2 million people – double the population of Moldova – the main country of origin for victims of trafficking (and where 64% of the population lives on less than USD 2/day). Turkey does not have the resources to combat trafficking alone, and because traffickers recruit from many different source countries, it cannot begin to address the issue without involving the countries of origin – to protect the victim and to prosecute the perpetrators.

Why justice is not being served: Fighting human trafficking requires a complex, coordinated approach among many actors to gather sufficient evidence to prosecute trafficking crimes – often requiring regional cooperation between governments and law enforcement agencies – for this reason, trafficking crimes can be hard to prosecute. Generally, the only hope that law enforcement has in a trafficking trial is the cooperation of the victim, with he or she serving as a key witness. This is not easily achieved. Often the victim is reluctant to testify because of the potential risks involved. Simply put, she does not trust public institutions to guarantee her safety or protect her rights. Best practises indicate, however, that if a victim is identified, treated well, provided with assistance, her person is respected, her trust is earned, then she will also more likely be a willing witness in a trial against her trafficker. In Turkey the problem is two-fold; if the victim is not a willing witness, law enforcement must gather sufficient material evidence to support a case being tried under the new trafficking statute; secondly, despite the introduction of the new Penal Code, no prosecutions have been made under Article 80, the human trafficking statute – with judges and prosecutors preferring to use Article 227, a prostitution statute, which is easier to prove and makes specific reference to sexual exploitation.

Legislative developments: In the beginning of 2003 the 2000 UN Convention against Transnational Organised Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children and the Protocol Against Smuggling of Migrants by Land, Sea and Air were ratified. However, there is still much work that needs to be done to meet the minimum standards for the elimination of trafficking in human beings.

Turkey has made some progress in the fight against trafficking in human beings recently. Articles 79-80 of the Penal Code, which came into force in June 2005, substantially increase penalties for smuggling and trafficking persons. When the offences are committed by an organisation, the penalties are increased further. The Penal Code also provides for the freezing and confiscation of assets of smugglers and traffickers. There are significant problems with the application of the new penal code for human trafficking crimes. The wording of Article 80 makes no specific reference to sexual exploitation, leading judges and prosecutors to prefer to try human trafficking offences under Article

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2 World Bank, 2005
3 In future to facilitate reading, victims will be refered in the feminine although the project drafters acknowledge that men and women, boys and girls can be victims of trafficking.
227, a prostitution statute, which means that the traffickers are not punished as the law intended – the jail time is less and the status of the victim (of trafficking) is called into question as well as her legal right to be assisted according to Turkish law. To date, no significant prosecutions of traffickers in Turkey has taken place. The new penal code which entered into force in June 2005, has been widely criticized for not making reference to sexual exploitation – the most common form of Human Trafficking crimes in Turkey up to 2006.6

**Administrative/Operational Developments:** Despite significant steps forward, further action must be taken to promote inter-departmental and inter-ministerial cooperation in the best interests of the victim as well as promoting her access to justice. Data on trafficking and trends will offer solutions on how to address the problem based on fact, not assumption. In-depth research to assess trends, gaps and responses is likewise essential. The areas that must continue to be addressed are the protection of trafficked persons, prosecution of traffickers and prevention of and awareness-raising about trafficking.

One bottleneck for an effective application of Turkey’s counter-trafficking program is the identification of victims of trafficking. In 2005 256 trafficked individuals were identified by the TNP. Additional measures must be in place to support those trafficked persons who cannot or do not wish to return to their country of origin – thus a framework for integration (and reintegration for Turkish nationals) must also be developed.

**Institutional Stakeholders:** The National Task Force on Combating Trafficking in persons, established in 2002 under coordination of the Ministry of Foreign Affairs, continues to meet twice a year. The Ministry of Justice, the Ministry of the Interior, the Ministry of Labour and Social Affairs, the Prime Ministry, the Ministry of Health and the Ministry of Foreign Affairs are part of the Task Force. The International Organization for Migration is the only international organization with observer status to the Task Force (since 2005). The Task Force operates under a National Action Plan, which after recent developments (including the Twinning program) in the fight against human trafficking in Turkey, should be updated.

The Directorate General on the Problems and Status of Women under the Prime Ministry is another in the field of counter-trafficking. In June 2006, the Directorate coordinated an international counter-trafficking conference to promote cross-border cooperation with countries of origin with a focus on civil society responses to fighting human trafficking.

As a complement to the activities in the currently ongoing twinning project (TR0304.02) it is important to build on the project, *Assistance to Victims of Trafficking in Turkey*, implemented by the International Organization for Migration, which in collaboration with the MOI and NGO partners, over the past 18 months has seen the establishment of a national referral mechanism for victims of trafficking identified in Turkey – including direct assistance to victims of trafficking (transit shelters, 157 SOS Helpline, NGO capacity building). This current project submission, *Support to Turkey’s national and regional response to combating Human Trafficking and promoting access to justice for all trafficked persons* is the second phase of the current program and will ensure the sustainability of the programs to date and promote access to justice for trafficked persons.

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6 94% of trafficked persons identified in Turkey were forced into sexual exploitation; a further 2% were exploited for both forced labour and sexual services; the remaining 4% for labour only. IOM statistics 2005/6.
through training and institutional capacity building with a particular focus on Public Order and the Gendarmerie which together are the first point of contact for many victims of trafficking rescued in Turkey.

In the development of this project fiche a range of stakeholders have been consulted from law enforcement, judiciary and civil society: The Ministry of Foreign Affairs as the head of the National Task Force; the Ministry of Interior (Foreigner’s Department, Public Order, Gendarmerie), who call for more specialized trainings related to interview techniques, surveillance, and better assistance to victims prior to their transfer to the shelters; the Ministry of Justice (Training Department, International Law Department) has advocated for the need for specialized training on the new penal code and the two NGOs working in this sector, Human Resources Development Foundation (HRDF) and the Foundation for Women’s Solidarity are concerned about the sustainability of funding for their present activities and the development of programs to assist victims.

This project aims to address the aforementioned issues and contribute to the implementation of the recommendations geared towards combating human trafficking through a direct agreement.

**Project beneficiaries:** Although many institutions will be involved in the implementation of this project, the Ministry of Interior will be the main beneficiary of this programme – specifically the Public Order Department of the Turkish National Police and the Human Smuggling Crimes Department of the General Command of Gendarmerie; also the Ministry of Foreign Affairs Consular Department which is the Coordinator of the National Task Force to Combat Trafficking. Other beneficiaries are the Ministry of Justice Training Department for Judges and Public Prosecutors and the Ministry of Labour, EU Coordination Department and Ministry of Health, EU Coordination Department. They will be included in the Project Steering Committee (PSC) together with Ministry of Interior Foreigner’s Department and the Department of Organised Crime.

The Turkish National Police and Gendarmerie under the Ministry of the Interior plays a major role as far as law enforcement is concerned. Under the Ministry of Interior, the Department of Foreigners, Borders and Asylum deals with foreigners in Turkey and has to date participated in most counter-trafficking trainings. Rescue operations are conducted by various departments within the MOI. More recently, Public Order and the Anti-Smuggling and Organised Crime departments have gained in importance as allies in the fight against human trafficking. Notably, Public Order is participating in the EU AGIS program, and has established a *Human Trafficking and Sexual Crimes* sub-department pursuant to its efforts to combat this form of organized crime. Public Order is aware of its responsibilities both in terms of victim protection as well as in the need to gather material evidence at the scene. Given advanced training on the treatment, interview techniques as well as investigative techniques, Public Order will be able to use its 10,000 officers (2,500 work specifically on human trafficking and related crimes) in the 82 offices around Turkey to increase the identification of victims and improve the rescue rate ratio of calls received to the 157 Helpline. The Gendarmerie which patrols all non-urban parts of Turkey, has a special anti-trafficking task force, and training on human trafficking is part of their curricula. They have 800 experts around Turkey working on human trafficking and organized crime as well as offices in the 81 provinces of Turkey. They have been one of the most active law enforcement departments to identify and refer victims – both foreign and Turkish nationals. Generally the Gendarmerie are early adaptors, they are proactive...
and ready to implement new ideas to combat trafficking. The Organized Crime department and the TADOC now train their staff on human trafficking and wish to explore the connection between human trafficking crimes and money laundering.

Of further note is that Public Order and the Gendarmerie are the two departments in Turkey that respond to rescue calls, coordinate raids and they are usually the first police officers at the crime scene. Public Order and the Gendarmerie also work with the Anti-Trafficking 157 Helpline to rescue victims of trafficking, and the Foreigner’s Department has a coordinating role in terms of monitoring responses, gathering data and giving feedback.

Through this project, the “first point of contact” law enforcement departments will, through training of trainers, develop and adapt their methods of working with prosecutors and MOJ to facilitate the use of Article 80. The project also envisages a needs assessment for equipment for front-line law enforcement engaged in anti-trafficking activities. Advanced training on specialized interview techniques for victims of human trafficking (men, women, girls and boys), and use of better data collection tools will contribute towards overall capacity building of Turkish law enforcement. Language training for key law enforcement officials from Public Order and the Gendarmerie in English and Russian, which is still widely spoken in the FSU, will facilitate cross-border cooperation and also improve the ability of the Turkish MOI to participate in international capacity-building workshops. Public Order and the Gendarmerie will at HQ level establish a coordinating mechanism for the implementation of this project which in itself will promote better law enforcement responses to trafficking. The enhanced capacity for the MOI to coordinate with the 157 Helpline will facilitate feedback to the operators on the rescue calls (currently the feedback on rescue calls is less than 20%), which can be used to monitor the effectiveness of the response and to assist the 157 Helpline in monitoring its own efforts.

The National Task Force is the main coordinating body that brings together all the ministries, agencies and actors working in the anti-trafficking field. This is an important role for Turkey’s efforts to fight trafficking nationally, but also for Turkey’s work in putting pressure to bear on countries of origin to deal effectively with the problem at all levels.

Chaired by the MFA, the Task Force is expected to be strengthened in its pivotal role as the activities under its coordination might be stepped up in collaboration with all relevant institutions.

Other linked project beneficiaries are NGOs managing shelters for victims of trafficking in Ankara and in Istanbul; Human Resource Development Foundation and the Foundation for Women’s Solidarity. Support to NGOs in this field is essential as their efforts are complementary to that of the MOI in protecting the rights of the victim. Particularly, financial support for the daily management, direct assistance to the victims and the functioning including accommodation, food and educational programmes of two shelters in Ankara and Istanbul is of paramount importance and a top priority.

3.2 Linked activities
This project is linked with the current Twinning project on *Strengthening Institutions in the Fight against Trafficking in Human Beings TR 0304.02* whose purpose is to meet the minimum standards for the elimination of trafficking in human beings and strengthen the institutions dealing with trafficking by developing an anti-trafficking strategy to be implemented with sectoral Action Plans. The current twinning program will come up with a set of recommendations governing policy and what is needed for Turkey to align with the recommendations of the EU Council directive of December 2005 aimed at trafficking in Human beings. There are feasibility studies that will be an output of the Twinning project that will further identify the need for equipment and possible infrastructure, that will be addressed in a separate submission. In the meantime, IOM, taking into account the 2005 EU Council Directive, in cooperation with the Turkish authorities has established a system whereby victims of trafficking are provided with protection and shelter prior to their voluntary return to their country of origin.

There are also links with the current Twinning project TR/2005/IB/SO/01 implemented by UNFPA on Promoting Gender Equality which addresses mainstreaming of gender issues into all public policies including gender equality legislation. The same project also addresses capacity building of stakeholders to protect women from domestic violence.

Similarly a Twinning project on Integrated Border Management Support for the development of an Action Plan to implement Turkey’s integrated border management strategy (TR 0204.01) has recently been completed. IOM will provide support to this program through a workshop aimed at disseminating information on the IBM to key actors in this field.

The project fiche builds on lessons learned from past IOM counter-trafficking efforts (see list of projects in Annex 5) but also on the existing “Combating Trafficking: Capacity Building for Data Collection in the BSEC Region to provide a sustainable data collection strategy in support of the Republic of Turkey’s efforts to combat human trafficking. The goal of the project is to provide a real-time perspective on counter-trafficking trends in the Black Sea Region. Additionally, the project is being implemented within the framework of Turkey’s cooperation with the member states of the Black Sea Economic Cooperation organization. The project includes data collection and trends analysis of trafficking in order to better target counter-trafficking interventions.

This project fiche additionally will benefit from lessons learned from the newly launched 12 month counter-trafficking project supported by the Norwegian and Swedish governments. This “Combating Trafficking in Turkey: Local Action and Direct Assistance” project will further the comprehensive strategy developed during 2005/6 to combat human trafficking in Turkey, by fostering community-based solutions, increasing humanitarian protection of trafficked individuals and bolstering law enforcement interventions. First, the project will coordinate the development and execution of local action plans to combat trafficking in persons in pilot communities to be identified in North-Eastern Turkey. Second, trafficking will be reduced through stepped up law enforcement identification of trafficked persons in border regions in North-Eastern Turkey. To this end, the project will train up to 100 border officials and relevant law enforcement representatives to increase identifications and put in place sustainable interdiction strategies. Third, public awareness of trafficking realities will be increased in the pilot communities to increase local ownership of counter-trafficking strategies. Finally, the project will ensure support to Turkey’s nascent counter trafficking program, which is
essential in support of the three principle goals of this program. Accordingly, the project will ensure humanitarian protection of trafficked individuals through safe accommodation (shelters supported for 6 months) and coordination of voluntary return. In addition, it will provide 6 months funding to the 157 Helpline for rescue of trafficked persons, and enhanced data collection and analysis of trafficking trends within Turkey through IOM regular weekly reports. The project also includes an annual trafficking trends report for Turkey for 2006.

Regional synergies: This project is linked to on-going counter-trafficking activities in countries of origin supported by the EC, EU member states and other international donors. Turkey’s referral mechanism for victims of trafficking will benefit from the lessons learned in source countries by linking in with established assistance mechanisms to ensure continuity of care for the trafficked person.

IOM: This project fiche is the second phase of the on-going comprehensive IOM implemented counter-trafficking program and is aimed at addressing the gaps identified in the current program as well as in Turkey’s counter-trafficking efforts; namely prosecution of traffickers under the trafficking statute – Article 80 of the new penal code. Reference to lack of prosecutions under Article 80 and the difficulty to access data on trafficking under article 227, is mentioned in the US Trafficking in Persons Report released in June 2006; the same issues are repeated in the latest Progress Report for Turkey. It is clear that so long as human traffickers are not prosecuted under the correct statute, there will be little risk to organized crime and victims of trafficking will not have their right for legal retribution respected.

IOM’s current counter-trafficking program (totalling more than USD 1 million over 10 projects) addresses protection of victims of trafficking, prevention and awareness-raising activities and providing capacity building to law enforcement to promote increased prosecutions.

Turkey’s counter-trafficking program, implemented since 2005 by IOM, has achieved the following benchmarks:

- Turkey’s 157 Helpline for victims of trafficking has been operational since 23rd of May 2005. The national toll-free Helpline is reachable 24/7 from all phones - including mobile phones within Turkey.
- Since the launch, 98 victims of trafficking have been rescued through the 157 Helpline; currently the Helpline is the source of 40% of the total number of victims rescued by Turkish law enforcement.
- In addition to the first shelter for victims of trafficking in Istanbul, managed by the NGO, HRDF, the second shelter for victims of trafficking in Ankara has been operational since 1st September 2005, through the support of Ankara Greater Municipality. The Ankara shelter is managed by the Foundation for Women’s Solidarity – the second NGO in Turkey to be actively involved in assisting victims of trafficking.
- Since the beginning of 2005, IOM has assisted the safe and voluntary returns of 352 victims of trafficking identified in Turkey.
- The Government of Turkey is one of the few countries in Europe that offers victims of trafficking the chance to apply for a six month temporary residence permit (humanitarian visa), which is not conditional on the victim’s cooperation with law enforcement against the traffickers.
- Trainings and orientations were organized for more than 2000 law enforcement
officers, Bar Association lawyers and NGOs

- Two major public awareness campaigns conducted: one multi-country campaign involving Moldova, Ukraine and Turkey to promote the 157 Helpline; one national public awareness campaign, “Have you seen my mother?” highlighting the negative social consequences of human trafficking on families, society.

- During the project national and international press raised the issue of human trafficking in 25 TV programmes (excluding newsflashes); 12 live radio broadcasts and 42 written press articles, shifting the focus from prostitution to victims of organized crime.

- IOM’s public awareness campaigns have been conducted with the support from the private sector: Kanal D, Star TV, Fida Film, Sinefekt, Bir Films; support to the shelters in the form of food and supplies has come from Unilever Turkey.

In June 2006, IOM was elected as co-chair of the UN Gender Thematic Group and subsequently also heads the Steering Committee for the UN joint program to Promote and Protect Women’s and Girls’ Human Rights in Turkey which is currently implementing a Euro 1.2 million program in six locations across Turkey. This project is aimed at raising awareness and promoting a gender perspective in all aspects of local government.

The Turkish government has achieved considerable success in its implementation of the Combating Human Trafficking National Action Plan. In particular, Turkish Bar Associations, including in Istanbul, Ankara and Antalya, have offered free legal assistance to victims of trafficking. Furthermore, the Ministry of Health has provided free medical assistance to victims of trafficking.

**UNFPA:** UNFPA works to promote gender equality and is currently implementing a multi-year campaign aimed at combating violence against women. UNFPA supports direct assistance staff for the IOM implemented, Turkish Government counter-trafficking program. In the past, UNFPA has also funded the only comprehensive research on human trafficking to date (2003) and has provided support for trainings for law enforcement on human trafficking.

**Bilateral Donors:** The Swedish Consulate has funded several counter-trafficking training workshops for law enforcement. They have also funded two large NGO capacity building workshops in Istanbul and Trabzon.

Sida, has funded the Ankara shelter and the 157 Helpline.

The Royal Netherlands Embassy has funded a project to develop a strategic approach to law enforcement to promote prosecution of human trafficking crimes.

The US Government funded an 18 month project to help establish Turkey’s comprehensive counter-trafficking program.

**NGOs:** The Human Resource Development Foundation operates the Istanbul Shelter for victims of trafficking. This was the first NGO to work in the field of counter-trafficking, they also provide assistance to commercial sex workers, refugees and asylum seekers. They have conducted trainings on human trafficking nationwide and have an established network of contacts with NGOs in countries of origin.
The Foundation for Women’s Solidarity operates the Ankara Shelter for victims of trafficking. They also conduct research on training programs on violence against women.

3.3 Results

The outputs to be delivered and the guaranteed results achieved by this project include:

1. Strengthening the administrative capacity of the Task Force in order to render interaction among the members more efficient.
2. Prevention and awareness raising activities conducted in Turkey and the countries of origin to reduce stigma associated with trafficking and provide a tool for self-rescue for potential and actual victims through the 157 Helpline.
3. Increased identification, and strengthening the investigation and prosecution of traffickers.
4. Improved protection of trafficked persons in Turkey through the strengthening of existing infrastructure and the development of new ones.
5. Improving understanding of the demand for different forms of human trafficking, including forced prostitution, and the development of measures to counteract it.
6. An established data gathering system in place to promote a coordinated response to human trafficking between Turkey and the main countries of origin (including annual reports for 2007 and 2008).

The above mentioned activities will be implemented through a direct agreement to be concluded with the International Organization for Migration (IOM).

Methodology: This project is aimed at strengthening the institutions which come into direct contact with a trafficked person – beginning with the rescue and identification of a trafficked person, supported by shelter and protection and followed up by prosecution of traffickers under Article 80. Furthermore, by creating a support network around the victim from the moment of her rescue and identification to her voluntary repatriation home, her collaboration as a witness against her perpetrators will be more easily achieved.

The identification of victims is crucial to the success of any counter-trafficking program for many reasons. An identified victim is also a potential witness against her perpetrator – and the testimony of a victim carries significant weight in a prosecution case. From a humanitarian perspective, an identified victim is offered assistance, rehabilitation and a support network, not only for herself, but for family members who may also be at risk for trafficking. Information and awareness campaigns to promote methods for self-rescue is another tool to increase the chances of identification of a person at risk of being trafficked or someone who is already trafficked. A victim-centred approach is essential, similarly access to justice for victims is of paramount importance both to protect the rights of the victim and to safeguard her right to see that justice is served on her perpetrators.

The third pillar of the support to victims is ensured through support to the existing shelters and the 157 Helpline through regular monitoring and evaluation of these components in order to share lessons learned and to provide the beneficiaries with care in line with international best practises.
To ensure lessons learned are being shared, monitoring and evaluation of key project components aimed at benchmarking development will be addressed throughout the project.

3.4 Activities/Inputs

In order to meet the project purpose and to produce the results indicated in section 3.3, the project activities will address six main areas, which support Turkey’s efforts to implement a comprehensive anti-trafficking strategy. These are:

**Component 1:** Initiate the process of establishing an permanent support body to support the National Coordinator of the National Task Force to Combat Trafficking to increase cooperation between relevant institutions and promote a coordinated Turkish response to fighting human trafficking.

1.1 Conduct a feasibility study and gaps analysis to determine the needs of the National Coordinator and the National Task
1.2 Establish a working group within the task force to assess the recommendations of the feasibility study.
1.3. Setting up a support body to the National Coordinator
1.4. Support body drafts recommendations for identifying possibilities for sustained funding of the Ankara and Istanbul shelters and the 157 Helpline to continue beyond the life of the project.

**Component 2:** Prevention and awareness raising activities conducted in Turkey and the countries of origin to reduce stigma associated with trafficking and provide a tool for self-rescue for potential and actual victims through the 157 Helpline.

2.1.Two Multi-country information campaigns, including development and distribution of information campaign materials, conducted in the main countries of origin in April 2007 and 2008 to advertise Turkey’s efforts to fight human trafficking through promotion of the 157 Helpline
2.2. One national information campaign to raise awareness about the root causes and consequences of human trafficking.
2.3. Community-specific actions to raise awareness about human trafficking will be conducted in six regions using lessons learned from Norwegian/Sida project.
2.4 Baseline survey conducted among local government officials and NGO sector; evaluation of effectiveness of community specific anti-trafficking actions prepared for the PSC.
2.5. One working group of 15 participants created in the MOL to meet at least 4 times to explore legal options for source country labour migration as a means of reducing the risk of human trafficking, recommendations delivered on these.
2.6. One working group of 20 participants created in the MOI to meet at least 4 times to develop a module based on existing materials to include CT training to Border officials (TNP, Gendarma, Land Forces), recommendations delivered on these.
2.7 Regular information sharing on human trafficking through websites and newsletters.
2.8 4 Briefings conducted for key parliamentarians on human trafficking issues in Turkey

**Component -3:** Increased identification, and strengthening the investigation and prosecution of traffickers.
3.1 PSC identifies participants for training for trainers.
3.2. Three days training to train the maximum 15 trainers on identification and interview
techniques and general counter trafficking awareness.
3.3. Four trainings for 160 participants conducted nationally by group of Turkish trainers who
will be identified through MOI, for first-contact MOI departments who works in the field on
human trafficking.
3.4. Russian and English training provided up to 50 law enforcement officers from the Public
Order Department of the General Directorate of Security and the Human Smuggling
Department of the General Command of Gendarma.
3.5. Certified translators identified and contracted to work with law enforcement in five
trafficking hotspots in Turkey.
3.6. Focal points identified from the bar associations in top areas -where victims of trafficking
are identified - to facilitate cooperation with law enforcement based on lessons learned from
Norway/Sida project.
3.7. Inter-disciplinary study visit to an EU member state to share the best practices on
combating trafficking.
3.8. Four counter-trafficking seminars conducted for 30 participants each on victim
identification by Turkish LE trainers in the top four rescue locations in Turkey in October
3.9. Task force set up at Ministry of Justice to draft a recommendation on how to improve
data collection and bridge the gaps related to human trafficking.
3.10 Curriculum developed for judges and prosecutors on THB and the Turkish Criminal
Code (article 80) and adapted based on existing materials.
3.11 One TOT for 40 trainers of judges and prosecutors on THB.
3.12 Cascaded trainings for 1460 judges and prosecutors
3.13. One series of cascaded training of judges and prosecutors for total 1500 participants
conducted to improve application of the new Turkish penal code on human trafficking.
3.14 2 MLA (mutual legal assistance) seminars conducted in June 2007 and June 2008 in
Turkey for 30 Turkish and international participants to promote MLA between Turkey and
countries of origin.
3.15 Needs assessment of equipment required to upgrade frontline law enforcement to rescue
and identify victims of trafficking conducted by November 2007
3.16 Two meetings in May 2007 and April for 2008 for 40 participants from Turkish law
enforcement to increase the identification of trafficked individuals in both source and
destination countries by promoting cross-border collaboration.
3.17 One Benchmark Gaps analysis conducted in September 2007 on the response rate to
MLAs by Turkey and requests to the Turkish MOJ for exchanges conducted in September
2008.

Component -4: Improved protection of trafficked persons in Turkey through the
strengthening of existing infrastructure and the development of new ones.

4.1. Two regional meetings for 40 participants each held in Turkey between direct assistance
providers including staff from shelters, 157 Helpline and IOM, to promote regionally
integrated case management system aligned with EU best practises
4.2. Study tour conducted for five people –two from Istanbul shelter, 2 from Ankara shelter
and one from IOM- to an EU member state organized to exchange experiences regarding
service delivery to trafficked persons.
4.3. Support provided for protection and shelter for victims of trafficking in Human Resources Development Foundation in Istanbul and Foundation of Women’s Solidarity in Ankara.

4.4. Voluntary return and reintegration assistance provided through IOM.

4.5. Operation and development of 157 Helpline to support its transition to an independent NGO.

4.6. Recommendations drafted by PSC for Task Force on method to ensure sustainability, durable solutions for the funding of helpline and the shelters by the Turkish authorities before project end.

4.7. Two capacity building workshops for 35 participants each conducted in key locations to facilitate civil society engagement in identifying and assisting trafficked persons in 2007 and 2008.

4.8. Workshop for 30 participants conducted to draft a guideline towards the implementation of the sectoral action plan developed by twinning project (TR0304.02).

4.9. Follow up meeting organized to identify the actual needs based on the drafted guideline.

Component -5: Improving understanding of the demand for different forms of human trafficking, including forced prostitution, and the development of measures to counteract it.

5.1. One baseline survey conducted in May 2008 on demand for forced prostitution in Turkey (using lessons learned in the Norwegian/Sida project).

5.2. Awareness campaign targeting demand for forced prostitution conducted in Turkey; evaluation of impact done on this.

5.3. Counter-trafficking module addressing demand developed for key target groups (Bar Associations, NGOs and local community leaders) in the five primary entry, transit, and destination locations within Turkey identified as trafficking hotspots.

5.4. Workshop conducted with international experts to improve understanding of the demand for forced prostitution.

5.5. Interactive Counter-trafficking awareness module based on existing materials adapted for Turkey and distributed based on recommendations of the Task Force.

5.6. Survey on demand side conducted using the interactive CD for 50 students each at 7 selected universities representing 7 regions in Turkey.

Component -6: An established data gathering system in place to promote a coordinated response to human trafficking between Turkey and the main countries of origin (including annual reports for 2007 and 2008).

6.1. Key indicators to measure trafficking trends to Turkey identified through four workshops to be held in Turkey with participants from countries of origin.

6.2. Televideo conferences between Turkey and countries of origin conducted used in preparation for each of the workshops in Turkey.

6.3. Six working groups meetings for 25 participants each with key counter-trafficking stakeholders, conducted to monitor the key identified indicators to measure the trafficking trends to Turkey and to produce reports on national and regional trafficking trends impacting Turkey. Recommendations for action produced on these.

3.5. Lessons learned
There is a referral system in place for victims, but not a coordinated institutional approach to promote new practices, exchange ideas and even support existing efforts. In Turkey, ownership of the issue of trafficking is spread across several ministries, hence efforts to coordinate are difficult. For this reason it is necessary to strengthen the capacity of the National Task Force by establishing a The administrative support body for the national coordinator to manage the process, coordinate data collection and research on human trafficking. The lack of coordinated data on human trafficking (number of victims identified, assisted, repatriated) including number of prosecutions (under what articles, for what reasons, length of the sentence) is a further impediment to Turkey’s alignment with the Acquis.

Lack of sustained, long-term funding for organizations providing direct assistance to victims (shelter, assistance, return and reintegration) has negatively impacted on Turkey’s counter-trafficking efforts. Lack of funding in 2006 has resulted in reduced capacity to promote Turkey’s 157 Helpline in the region; as a result awareness about 157 in the target population has been reduced — evidenced in the number of rescue requests on a weekly basis to the 157 Helpline.

There are important guidelines for anti-trafficking policies produced at the international level. Both the Brussels Declaration on Preventing and Combating Trafficking in Human Beings of the International Organization for Migration (IOM), EU and its Member States and the Guidelines for National Action Plans to Combat Trafficking in Human Beings developed by the Stability Pact for South Eastern Europe underline the need for government agencies, international bodies and NGOs to take concrete measures and intensify co-operation in the fields of prevention, victim protection and assistance, and police and judicial co-operation, in particular with a view to achieving a swift and sustainable reduction of trafficking in human beings. A further step forward was taken by drafting the EU Council Directive 2005/C 311/01 on Best practices, standards and procedures for combating and preventing trafficking in human beings, which promotes a pragmatic approach by advocating for more data and research, greater coordination and collaboration and, above all, a victim-centered approach.

The comprehensive European policy and any programme against trafficking needs to address the entire trafficking chain, comprising countries of origin, transit and destination alike, targeting recruiters, people who transport the victims, exploiters, other intermediaries, clients and beneficiaries. The development of a broader policy on migration management can offer a substantial contribution in reducing and preventing trafficking in human beings, particularly in terms of access to legal labour migration opportunities. Thus, it is important that this project is coordinated effectively with any EU assistance related to migration and border management and with activities referred to under 3.2.

4. Institutional Framework

This project will be implemented by the International Organization for Migration in close co-operation with the Ministry of Interior, the Ministry of Foreign Affairs and other relevant ministries, agencies and NGOs. These ministries include the Ministry of Justice, Ministry of Labour and Social Affairs and Ministry of Health.
A Project Steering Committee (PSC) will be set up, chaired by an official from Headquarters of the Ministry of Interior with two deputies from, respectively, the Department of Public Order of the Turkish National Police, and the Human Smuggling Department of the General Command of Gendarmerie, with representatives from the above Ministries and institutions as well as the European Commission, IOM and representatives of civil society. The administrative support body for the national coordinator for the PSC will be coordinated by IOM in support of the Department of Public Order of the Turkish National Police and the Gendarmerie. The PSC will meet at the inception phase of the project, and then at quarterly intervals for the duration of the life of the project.

A direct grant agreement will be signed with the International Organization for Migration (IOM) Turkey CO for the implementation of the activities outlined above. IOM will ensure that the program activities are successfully realized in accordance with the Description of the Action to be prepared and approved by the PSC.

IOM Turkey CO will assemble a programme implementation team (PIT). The recruitment process for the PIT will be in accordance with EC guidelines and the selected candidates will be approved by the project beneficiary. The PIT will be composed of national and international short and long-term experts and support staff with the required technical and administrative capacity to undertake the activities linked to the project results.

The IOM Project Manager will report to the Steering Committee and be responsible for the overall coordination and quality of the project, ensuring that EU standards are met.

Reporting methods will rely on EU standard reports.

5. Budget

(Euro)

<table>
<thead>
<tr>
<th>Year 2006 Institution Building support</th>
<th>Pre-Accession Instrument Support</th>
<th>Co-financing</th>
<th>Total Co-financing of Project</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>National Public Funds</td>
<td>Other Sources</td>
<td>Total Co-financing of Project</td>
</tr>
<tr>
<td>Direct Grant Contract</td>
<td>3,000,000</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total Support</td>
<td>3,000,000</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

6. IMPLEMENTING ARRANGEMENTS

6.1 Implementing Agency

The CFCU is the 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 General of the CFCU will act as PAO of the project. His contact details are are:
6.2 Non-standard aspects

This project addresses a highly sensitive issue for Turkey, which is combating human trafficking. The situation is different in Turkey than for many EU member states and accession states. Turkey is the main destination country in the Black Sea Region for victims of trafficking originating from the Former Soviet Union. The contractor for this component should have very good knowledge of the particularities and the prevalence of the issue in different regions in order not to lose time exploring the existing situation. Thus a comprehensive approach to and previous hands-on experience in the field of counter-trafficking is crucial.

Innovative approaches (new technology, forms of communication etc.) to address human trafficking to reproducing data on human trafficking is encouraged.

Moreover the contractor should be in a position to work and collaborate with the government institutions, as well as with NGOs and other stakeholders. It should be neutral to all related stakeholders for the sound implementation of the project.

IOM Turkey CO is the sole institution combining the above mentioned features.

International Organization for Migration (IOM): The International Organization for Migration is an inter-governmental organization with 118 member states. The Turkey office was established in 1991 during the Gulf War crisis. IOM-Ankara assists the Turkish Government in every aspect of managing migration and combating human trafficking. IOM operates in areas of emergency assistance, refugee resettlement, assisted voluntary return, migrant health, remittances and promoting legal migration alternatives. 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 to Ankara. IOM Turkey was charged by the Turkish Government to assist in combating all aspects of human trafficking and to assist them in establishing a migration management program in line with the EU Acquis.

In 2005, IOM implemented a comprehensive counter-trafficking program. This includes a $700,000 U.S. government and Turkish government coordinated one-year project. Key activities include law enforcement trainings, protection and identification of trafficked individuals and public awareness raising activities. In 2005 IOM, in cooperation with IOM offices in the main source countries and a network of NGOs conducted a multi-country campaign to promote Turkey’s 157 helpline to potential and actual victims and to raise public awareness about human trafficking. In addition, IOM with Euro 80,000 funding from the Dutch Government has recently completed a strategic assessment for law
enforcement aimed at developing recommendations to streamline cooperation among law enforcement agencies (MFA, MOI including the Gendarma, MOJ, Judges and Prosecutors) to increase victim identification and prosecution of traffickers. One of the main outcomes of the project is the need to revise Article 80 of the new penal code to include specific reference to sexual exploitation as well as to train judges and prosecutors on the application of the new penal code. IOM is also implementing a $300,000 SIDA-funded project to build NGO capacity, including funds for a new ten-bed shelter facility in Ankara and operations of the new 157 helpline which operates 24 hours/7 days and is manned by multi-lingual operators able to speak in the mother tongue of potential and actual victims. *Funding for these projects will be all but expired by 2006.* Together with the Turkish government, IOM is conducting a USD 50,000 pilot project to map trafficking trends in the Black Sea region. The purpose of this project is to compile data to be shared between source and destination countries in order to promote cross-border cooperation in the fight against human trafficking and prosecution of traffickers. Smaller projects implemented by IOM include the development of a strategic plan for building NGO capacity to combat human trafficking. That project was funded by the Swedish consulate in Istanbul.

Over the years IOM has established a number of strategic partnerships, including, with the Turkish Parliament, Government Ministries, Universities and NGOs. These partnerships have enabled effective and efficient collaboration and mutual benefit and responsiveness to the needs of Turkish society.

Staff in the Turkey CO have previously implemented EU funded projects and are therefore familiar with the EU rules and procedures.

Therefore, a direct agreement will be signed with IOM Turkey CO for the implementation of this project. IOM will establish a Project Implementation Team (PIT) composed of long and short term experts.

IOM and the on-going Twinning Project on institution building will work in close coordination during the implementation of the project and will organise regular liaison meetings.

6.3 Contracts

A direct grant contract will be signed with IOM with the value of Euro 3 million.

7. IMPLEMENTATION SCHEDULE

7.1 Start of tendering/call for proposals

Preparation of project for direct grant: December 2006

7.2 Start of project activities

March 2007

7.3 Completion date

February 2009
8. Equal Opportunity

Equal participation of women and men will be secured through appropriate information and publicity material in the design of the 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.

9. Environment

This project will not support any programs that bring harm to the environment.

10. RATES OF RETURN

11. INVESTMENT CRITERIA

11.1 Catalytic effect

This project will contribute to the establishment of a sustainable structure to monitor and develop Turkish counter-trafficking efforts to promote a fast-track alignment with the acquis on justice, freedom and security.

11.2 Co-financing

N.A.

11.3 Additionality

The EU grant will not replace any other sources of funding.

11.4 Project readiness and size

The project is ready for contracting. No technical studies are necessary.

11.5 Sustainability

Sustainability will be achieved at a number of levels, specifically in the form of the application of Article 80 of the new penal code which also allows for confiscation of assets; the National Task Force The administrative support body for the national coordinator which is envisaged as a permanent fixture of the Task Force and will contribute to the Task Force’s efforts to combat trafficking nationally and in the main countries of origin; training of trainers within law enforcement to provide Turkey with skilled practitioners who can impart their knowledge to colleagues using materials developed as a result of this project and other relevant projects. Furthermore, it is envisaged that through the activities addressed in the project, the front line MOI departments will improve inter-departmental and inter-ministerial communication. Additionally, improved capacity of law enforcement to identify and refer victims of trafficking will ensure that Turkish efforts to combat human trafficking promotes access to justice for victims throughout the referral process. The national workshops conducted will contribute to grassroots involvement by civil society actors across Turkey. Moreover,
utilization of a multi-sectoral approach as described herein will further ensure sustainability of project results and increase institutional ownership of the issue. This approach will involve all appropriate government institutions in relevant project activities and raise their awareness about all aspects of human trafficking. As part of the project activities, a working group will be established together with the relevant ministries to draft recommendations to be submitted to the Prime Minister’s Office for sustained funding of the existing shelters in Ankara and Istanbul, and also continued support for the 157 Helpline.

Specifically, the system of gathering data on human trafficking in coordination with IOM and relevant actors identified during the project cycle will be developed as a tool for the Turkish authorities to use beyond the life of the project.

11.6 Compliance with state aids provisions

EU grants will not displace other sources of funding, especially from the private sector or IFIs.

12. CONDITIONALITY AND SEQUENCING

There is no pre-condition for the start of the project. However, during project implementation, the institutions benefiting from the project will commit themselves to adopting new curriculum, training methods and standards developed during the programme and disseminate them through further training and awareness-raising activities, especially through the use of trainers trained in the programme.

This project adopts a logical approach in design and implementation, starting from the drafting of an overall strategy as the first result, and the subsequent development and implementation of more detailed programmes and action plans. It is important though that the individual sectors are allowed to progress at their own speed and sectors such that those with rapid progress are not restricted by less rapid ones.

Care will be taken to ensure that this project does not duplicate or overlap with the current Norwegian/Sida funded project or the BSEC-related data collection project referred to in section 3.2. For this reason sequencing of project activities is of critical importance, and stakeholders of both projects will be informed of the timeframe related to implementation of the relevant project components – especially, but not limited to, the funding of the Ankara and Istanbul shelters and the 157 Helpline.

ANNEXES TO THE PROJECT FICHE

1. Logical framework matrix in standard format
2. Implementation chart in standard format
3. Contracting/Disbursement schedule by quarter for full duration of programme
4. Indicative budget breakdown
5. Reference List of Relevant Laws, Regulations and IOM past and present counter-trafficking projects in the Field of Counter-Trafficking
6. Reference list of relevant strategic plans and studies
## Annex-1 Logframe Matrix

Supporting Turkey’s national and regional response to combating human trafficking and promoting access to justice for all trafficked persons

<table>
<thead>
<tr>
<th>Project Number</th>
<th>Contracting Period Expires: 2006-2008</th>
<th>Execution Period Expires: 30 November 2009</th>
<th>Total Budget: Euro 3,000,000 EC Contribution: 100%</th>
</tr>
</thead>
</table>

### Overall Objective

To provide support to Turkish institutions in their fight against human trafficking and protection of victims in line with EU council directives and harmonization with the EU Acquis.

- Achievement of compatibility with the EU acquis.
  - Evaluation of the EU Regular Report on Turkey’s progress towards accession
  - Evaluation of the progress in the implementation of the Turkish NPAA

### Project Purpose

To promote Turkey’s national and institutional responses to:

- increase identification of victims trafficked to Turkey
- provide protection to victims of trafficking in Turkey
- promoting access to justice for trafficked persons
- increase prosecution of human trafficking crimes while ensuring the protection of the rights of trafficked person

<table>
<thead>
<tr>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regular reports to the Commission</td>
<td>Turkey pursues its aim to become full members of the European Union.</td>
<td></td>
</tr>
<tr>
<td>ECD monitoring reports</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

- 20% increase in victim identifications in Turkey by the end of the project.
- 157 Helpline funded for project duration and recommendations drafted for PM’s Office for sustained funding
- Ankara and Istanbul shelters for victims of trafficking funded for two years and recommendations drafted for PM’s office for sustained funding.
- 20% increase in trafficked persons access to legal assistance in criminal and civil cases by project end.
- Increased prosecution of traffickers, use of Article 80 to prosecute traffickers

- Project activities continue to have support at a political and operational level.
<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
</table>
| 1. Initiate the process of establishing an permanent support body to support the National Coordinator of the National Task Force to Combat Trafficking to increase cooperation between relevant institutions and promote a coordinated Turkish response to fighting human trafficking. | 1. a) Support body calls and coordinates the two task force meetings held annually on behalf of the National Coordinator.  
1 b) Support body gathers and provides information on all CT related activities to Task Force members.  
1 c) Recommendation drafted for PM’s Office for sustained funding of the support body  
1 d) Working group established in coordination with the support body to the National task force to develop recommendations for a Framework to assist those who cannot or do not wish to return home immediately | 1. a) Report of the feasibility assessment and gaps analysis  
b) copies of information shared with task force, reports  
c) Finalized recommendations.  
d) Recommendations drafted | • The support body supported by National Task Force  
• Government is willing to earmark funds to support counter-trafficking efforts. |
| 2. Prevention and awareness raising activities conducted in Turkey and the countries of origin to reduce stigma associated with trafficking and provide a tool for self-rescue for potential and actual victims through the 157 Helpline. | 2. a) Two multi-country Information campaigns on human trafficking conducted in Turkey and main source countries through media and civil society to promote the 157 Helpline in April 2007 and April 2008.  
2 b) One national campaign in September 2007 to raise awareness of root causes of trafficking  
2 c) Community specific counter-trafficking actions conducted in 6 regions by project end.  
2 e) Module on counter-trafficking training adapted for border officials at key entry points to Turkey by March 2008  
2 f) 10 parliamentarians provided with semi annual briefings on human trafficking issues in Turkey beginning September 2007. | 2. a) # media coverage on trafficking in Turkey.  
b) Evaluations of campaign to access impact; participant’s list, invoices.  
c) Local action plans for 6 regions developed (based on lessons learned in Norway/Sida project  
d) Recommendations proposed by working group through the the administrative support body for the national coordinator for task force approval.  
e) Actual module; recommendations for implementation by Turkish LE  
f) participants’ list; briefing material | • IOM offices and Turkish Embassies in main countries of origin cooperate on the information campaigns.  
• Turkish law enforcement authorities and government officials approve information campaigns, cooperate and promote distribution of materials  
• Authorities in countries of origin support distribution of Turkey’s counter-trafficking material  
• Turkish authorities support recommendations presented to the National Task Force.  
• Turkish authorities support counter-trafficking trainings for law enforcement officers working at border points. |
3. Increased identification, and strengthening the investigation and prosecution of traffickers.

| 3. a) | 20% increase in the total number of identified trafficked persons compared to 2005 by project end.  
3) b) Two meetings in May 2007 and April for 2008 for 40 participants from Turkish law enforcement to increase the identification of trafficked individuals in both source and destination countries by promoting cross-border collaboration.  
3) c) By 2008 national and regional efforts to prosecute traffickers under Article 80 initiated as a result of cascaded training of judges and prosecutors.  
3) d) 2 MLA (mutual legal assistance) seminars conducted in June 2007 and June 2008 in Turkey for 30 Turkish and international participants to promote MLA between Turkey and the main countries of origin also using experiences from EU MS.  
3) e) One Benchmark Gaps analysis conducted in September 2007 on the response rate to MLAs by Turkey and requests to the Turkish MOJ for exchanges conducted in September 2008.  
3) f) Four counter-trafficking seminars conducted for 30 participants each on victim identification by Turkish LE trainers in the top four rescue locations in Turkey in October 2007 and May/October 2008 and January 2009.  
3) g) One needs assessment prepared by November 2007 on equipment required to upgrade frontline law enforcement to rescue and identify victims of trafficking.  
3) h) One study tour for 6 Turkish LE officers (2 Gendarmerie, 2 Public Order, 1 Foreigner’s Department, 1 Organized Crime Dept.) to one EU MS to exchange experiences regarding investigation of THB and relationship to other. |

| 3. a) | Data collected (MOI, IOM) and shared among stakeholders confirms an increase in numbers of victims identified.  
3) b) Reports from meetings.  
3) c) MOJ data, collected and shared among stakeholders points to increased prosecutions.  
3) d) Outcomes of meetings shared and disseminated to stakeholders and the The administrative support body for the national coordinator.  
3) e) TOR researcher, receipts, minutes of meetings. |

- Relevant authorities participate in trainings.  
- Recommendations of working group adopted.  
- Law enforcement implements methodologies to increase identifications.  
- Prosecutors and Judges apply Article 80 of the new Penal Code to cases of human trafficking.  
- Turkish government takes steps to align counter-trafficking legislation with EU directives.  
- Human trafficking to Turkey remains a problem.  
- Relevant actors are willing to participate in regional processes.  
- Turkey and countries of origin are willing to engage in MLAs.  
- Participants are willing to implement EU standards.  
- MOJ implements the recommendations of the gaps analysis.
<table>
<thead>
<tr>
<th><strong>4.</strong> Improved protection of trafficked persons in Turkey through the strengthening of existing infrastructure.</th>
</tr>
</thead>
</table>
| forms of organized crime.  
4 a) Assessment and gaps analysis of the current case management system between Turkey and countries of origin prepared by October 2007 for current service providers in Turkey.  
4 b) One regionally integrated case management system based on the existing CTM Database for IOM and service providers established between Turkey and source countries by March 2008  
4 c) Coordination mechanisms established on the part of health-care workers in both source and destination countries to determine best practices for information-sharing established by March 2008.  
4 d) The strengthening and diversification of civil society activities on trafficking issues through two workshops in key locations conducted annually to increase capacity in the fields of advocacy for counter-trafficking; fundraising and project development  
4 e) Shelters provide protection to 80% of victims identified in Turkey.  
4 f) 40% of rescues are coordinated through 157 (based on 2005 IOM statistics) |

<table>
<thead>
<tr>
<th><strong>5.</strong> Improving understanding of the demand for different forms of human trafficking, including forced prostitution, and the development of measures to counteract it.</th>
</tr>
</thead>
</table>
| a) One baseline survey conducted in May 2008 on demand for forced prostitution in Turkey (using lessons learned in the Norwegian/Sida project).  
5 b) One Counter-trafficking module addressing demand developed by December 2008 for key target groups (Bar Associations, NGOs and local community leaders) in the five primary entry, transit, and destination locations within Turkey identified as |

| **4.a)** Gaps Analysis Report identifying steps in implementation of case management system  
4.b) Actual integrated case management system developed.  
4.c) An action plan developed to implement best-practices amongst health care workers in source and destination countries  
4.d) Actual project proposals drafted following training sessions. |

<table>
<thead>
<tr>
<th><strong>5.</strong></th>
</tr>
</thead>
</table>
| a) Results of baseline survey  
b) Training curriculum and module to address the demand side of trafficking developed  
c) Target group focal points identified, actual reports of |

| **• Participants willing to implement recommendations for the improved case management system**  
**• NGOs willing to participate in trainings and able to travel.**  
**• Authorities support research on forced prostitution**  
**• Stakeholders willing to work in this area**  
**• Authorities’ willingness to cooperate**  
**• Universities and students agree to participate** |
An established data gathering system in place to promote a coordinated response to human trafficking between Turkey and the main countries of origin (including annual reports for 2007 and 2008).

<table>
<thead>
<tr>
<th>6 a)</th>
<th>Quarterly reports prepared beginning March 2007 on information on victims trafficked to Turkey, but identified upon return to countries of origin in coordination with IOM offices in key source countries. To be used in preparation for working group meetings.</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 b)</td>
<td>One televideo conference between Turkey and countries of origin conducted in preparation for each of the workshops in Turkey.</td>
</tr>
<tr>
<td>6 d)</td>
<td>Six working group meetings held in Turkey for 25 participants each to monitor key indicators to measure trafficking trends to Turkey.</td>
</tr>
<tr>
<td>6 c)</td>
<td>1000 Annual report for 2007 and 2008 on trafficking and trends produced by Turkey for national and regional dissemination</td>
</tr>
</tbody>
</table>

6 c) One workshop conducted with one international expert in October 2007 to improve understanding of the demand for forced prostitution, One Interactive Counter-trafficking awareness CD module based on existing materials adapted for Turkey and distributed to the key ministries by January 2009 based on recommendations of the Task Force. One survey on demand side conducted using the interactive CD module for 50 students each at 7 selected universities representing 7 regions in Turkey in December 2007/January 2008.

6 b) One televideo conference between Turkey and countries of origin conducted in preparation for each of the workshops in Turkey.

6 d) Six working group meetings held in Turkey for 25 participants each to monitor key indicators to measure trafficking trends to Turkey.

6 c) One survey on demand side conducted using the interactive CD module for 50 students each at 7 selected universities representing 7 regions in Turkey in December 2007/January 2008.

6) Statistics provided by MOI Turkey and IOM updated monthly on Turkey’s counter-trafficking website: www.countertrafficking.org

Achieved results from study visit:

- Turkish government willingness and cooperation
- Governments of countries of origin and destination’s willingness and cooperation
- National and regional NGO and media interest
- Funding is assured
- IOM offices in Turkey and the region cooperate in data collection and sharing
- Government supports research in the area of counter-trafficking
- MOI is willing to participate and share data
<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Costs (€)</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
</table>
| **Component 1**: Initiate the process of establishing an permanent support body to support the National Coordinator of the National Task Force to Combat Trafficking to increase cooperation between relevant institutions and promote a coordinated Turkish response to fighting human trafficking. | 1. Direct grant agreement  
2. Long and short term experts | Euro 3 million | - Turkey continues process of alignment with EU acquis  
- Turkey is willing to assume leading role in fighting human trafficking in Black Sea region |
| 1.1 Conduct a feasibility study and gaps analysis to determine the needs of the National Coordinator and the National Task Force  
1.2 Establish a working group within the task force to assess the recommendations of the feasibility study.  
1.3. Setting up a support body to the National Coordinator  
1.4. Support body drafts recommendations for identifying possibilities for sustained funding of the Ankara and Istanbul shelters and the 157 Helpline to continue beyond the life of the project. | | | |
| **Component 2**: Prevention and awareness raising activities conducted in Turkey and the countries of origin to reduce stigma associated with trafficking and provide a tool for self-rescue for potential and actual victims through | | | |
the 157 Helpline.

2.1. Two multi-country information campaigns, including development and distribution of information campaign materials, conducted in the main countries of origin in April 2007 and 2008 to advertise Turkey’s efforts to fight human trafficking through promotion of the 157 Helpline.

2.2. One national information campaign to raise awareness about the root causes and consequences of human trafficking.

2.3. Community-specific actions to raise awareness about human trafficking will be conducted in six regions using lessons learned from Norwegian/Sida project.

2.4. Baseline survey conducted among local government officials and NGO sector; evaluation of effectiveness of community specific anti-trafficking actions prepared for the PSC.

2.5. One working group of 15 participants created in the MOL to meet at least 4 times to explore legal options for source country labour migration as a means of reducing the risk of human trafficking, recommendations delivered on these.

2.6. One working group of 20 participants created in the MOI to meet at least 4 times to develop a module based on existing materials to include CT training to Border officials (TNP, Gendarma, Land Forces), recommendations delivered on these.

2.7. Regular information sharing on human trafficking through websites and newsletters.

2.8. 4 Briefings conducted for key parliamentarians on human trafficking issues in
Turkey

**Component -3:** Increased identification, and strengthening the investigation and prosecution of traffickers.

3.1 PSC identifies participants for training for trainers.
3.2. Three days training to train the maximum 15 trainers on identification and interview techniques and general counter trafficking awareness.
3.3. Four trainings for 160 participants conducted nationally by group of Turkish trainers who will be identified through MOI, for first-contact MOI departments who works in the field on human trafficking.
3.4. Russian and English training provided up to 50 law enforcement officers from the Public Order Department of the General Directorate of Security and the Human Smuggling Department of the General Command of Gendarma.
3.5. Certified translators identified and contracted to work with law enforcement in five trafficking hotspots in Turkey.
3.6. Focal points identified from the bar associations in top areas -where victims of trafficking are identified - to facilitate cooperation with law enforcement based on lessons learned from Norway/Sida project.
3.7. Inter-disciplinary study visit to an EU member state to share the best practices on combating trafficking.
3.8. Four counter-trafficking seminars
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<tr>
<td>3.9. Task force set up at Ministry of Justice to draft a recommendation on how to improve data collection and bridge the gaps related to human trafficking.</td>
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<td>3.10 Curriculum developed for judges and prosecutors on THB and the Turkish Criminal Code (article 80) and adapted based on existing materials.</td>
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<td>3.11 One TOT for 40 trainers of judges and prosecutors on THB.</td>
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<td>3.12 Cascaded trainings for 1460 judges and prosecutors</td>
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<td>3.13 One series of cascaded training of judges and prosecutors for total 1500 participants conducted to improve application of the new Turkish penal code on human trafficking.</td>
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<td>3.14 2 MLA (mutual legal assistance) seminars conducted in June 2007 and June 2008 in Turkey for 30 Turkish and international participants to promote MLA between Turkey and countries of origin.</td>
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<td>3.15 Needs assessment of equipment required to upgrade frontline law enforcement to rescue and identify victims of trafficking conducted by November 2007.</td>
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<td>3.16 Two meetings in May 2007 and April for 2008 for 40 participants from Turkish law enforcement to increase the identification of trafficked individuals in both source and destination countries by promoting cross-border collaboration.</td>
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<td>3.17 One Benchmark Gaps analysis conducted in September 2007 on the response rate to MLAs by Turkey and requests to the</td>
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Component 4: Improved protection of trafficked persons in Turkey through the strengthening of existing infrastructure and the development of new ones.

4.1. Two regional meetings for 40 participants each held in Turkey between direct assistance providers including staff from shelters, 157 Helpline and IOM, to promote regionally integrated case management system aligned with EU best practises

4.2. Study tour conducted for five people –two from Istanbul shelter, 2 from Ankara shelter and one from IOM- to an EU member state organized to exchange experiences regarding service delivery to trafficked persons.

4.3. Support provided for protection and shelter for victims of trafficking in Human Resources Development Foundation in Istanbul and Foundation of Women’s Solidarity in Ankara. See annex 7 for the expenditures.

4.4. Voluntary return and reintegration assistance provided through IOM

4.5. Operation and development of 157 Helpline to support its transition to an independent NGO. See annex 7 for the expenditures.

4.6. Recommendations drafted by PSC for Task Force on method to ensure sustainability, durable solutions for the funding of helpline and the shelters by the Turkish authorities before project end.

4.7. Two capacity building workshops for 35 participants each conducted in key locations to facilitate civil society engagement in identifying

4.8. Workshop for 30 participants conducted to draft a guideline towards the implementation of the sectoral action plan developed by twinning project (TR0304.02).

4.9. Follow up meeting organized to identify the actual needs based on the drafted guideline.

**Component -5:** Improving understanding of the demand for different forms of human trafficking, including forced prostitution, and the development of measures to counteract it.

5.1. One baseline survey conducted in May 2008 on demand for forced prostitution in Turkey (using lessons learned in the Norwegian/Sida project).

5.2. Awareness campaign targeting demand for forced prostitution conducted in Turkey; evaluation of impact done on this.

5.3) Counter-trafficking module addressing demand developed for key target groups (Bar Associations, NGOs and local community leaders) in the five primary entry, transit, and destination locations within Turkey identified as trafficking hotspots

5.4) workshop conducted with international experts to improve understanding of the demand for forced prostitution,

5.5) Interactive Counter-trafficking awareness module based on existing materials adapted for Turkey and distributed based on recommendations of the Task Force.

5.6) Survey on demand side conducted using the interactive CD for 50 students each at 7 selected universities representing 7 regions in Turkey.
Component 6: An established data gathering system in place to promote a coordinated response to human trafficking between Turkey and the main countries of origin (including annual reports for 2007 and 2008).

6.1. Key indicators to measure trafficking trends to Turkey identified through four workshops to be held in Turkey with participants from countries of origin.

6.2. Televideo conferences between Turkey and countries of origin conducted used in preparation for each of the workshops in Turkey.

6.3. Six working groups meetings for 25 participants each with key counter-trafficking stakeholders, conducted to monitor the key identified indicators to measure the trafficking trends to Turkey and to produce reports on national and regional trafficking trends impacting Turkey. Recommendations for action produced on these.
### ANNEX II IMPLEMENTATION CHART

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### ANNEX – III Commitment and Disbursement Schedule (in Euro)

**FIGURES REGARDING EC CONTRIBUTION ONLY**

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Annex 4: Indicative Budget Breakdown

Component 1  Euro 200,000  
Component 2  Euro 450,000  
Component 3  Euro 800,000  
Component 4  Euro 1,000 million  
Component 5  Euro 350,000  
Component 6  Euro 200,000

Annex 5: Reference List of Relevant Laws and Regulations in the Field of Counter-Trafficking

1. Turkish Legislation
2. EU Legislation
3. International Standards to which Turkey is a party

Annex 6. Reference list of relevant strategic plans and studies

1. National Action Plan to Combat Trafficking in Human Beings
2. Recommendations of the Inter-ministerial task force on developing a strategic approach to law enforcement