

MANAGEMENT OF BORDER SECURITY FROM THE PERSPECTIVE OF ILLEGAL ANIMAL MOVEMENTS IN TURKEY

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ABSTRACT

The objective of this article is to evaluate for the first time the management of border security from a perspective of terrorism, trafficking in persons, and illicit cross-border trading of animals in Turkey. Turkey acts as a geographical, cultural, and political bridge between Asia, Africa, and Europe, and problems such as trafficking in persons and smuggling of animals, drugs, and fuel rise due to the geographical location of Turkey. Terrorist organizations gain revenue from this illegal trade, and transport logistics from neighboring countries. Therefore, transboundary animal diseases such as rinderpest, peste des petits ruminants, foot and mouth disease and Rift valley fever could distress the international animal trade as well as the food safety and food manufacturing industries. These diseases are contagious and have the potential to quickly spread beyond national borders, and can lead to serious consequences in terms of socio-economic and public health. In this sense, Turkey has a potential to introduce infectious diseases into other countries. This article embraces a struggle within the national and international communities and reveals the importance of defense and security management to overcome smuggling and terror events.

Key Words: Animal Diseases, Border Security, Management, Turkey.

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TÜRKİYE’DE İLLEGAL HAYVAN HAREKETLERİ PERSPEKTİFİNDEN SINIR GÜVENLİĞİ YÖNETİMİ

ÖZET

Bu araştırmada; Türkiye’de sınır güvenliği yönetimi ilk kez “Terörizm, insan kaçakçılığı ve illegal hayvan hareketleri” perspektifinden değerlendirilmektedir. Türkiye; Asya, Avrupa ve Afrika kıtaları arasında coğrafi, kültürel ve politik bir köprü konumundadır. Coğrafi konumu, insan, hayvan, uyuşturucu ve akaryakıt kaçakçılığı gibi problemleri de beraberinde getirmektedir. Terörist organizasyonlar; Türkiye’ye, sınır komşusu olan ülkelerden yaptıkları illegal ticaret ve taşımacılıktan büyük gelir sağlamaktadır. Bunların yanında, sığır vebası, küçük ruminant vebası, Şap ve Rift vadisi ateşi gibi önemli sınıraşan hayvan hastalıkları bulaşıcı ve hızlı yayılma potansiyeline sahip olup, gıda sektörü, gıda güvenliği faaliyetleri ve uluslararası hayvan ticaretindeki aksamaların yanı sıra sosyo-ekonomik temelde ciddi halk sağlığı problemlerine de neden olmaktadır. Bu anlamda Türkiye sınır komşusu ülkelerden enfeksiyöz hastalıkların girişi yönünden önemli bir potansiyel riske sahiptir. Bu araştırma, kaçakçılık ve terör olaylarına yönelik ulusal ve uluslararası mücadele çalışmalarında sınır güvenliği yönetiminin önemini ortaya koymaktadır.

Anahtar Kelimeler: Hayvan Hastalıkları, Sınır Güvenliği, Yönetim, Türkiye.

1. INTRODUCTION

Mankind suffered from two world wars in the twentieth century in parallel with so many developments in the fields of science and technology that have created the basis for globalization. National borders were drawn in the first half of the century, but the meaning of these borders got lost during the second half of the century due to Cold War strategies and techniques. Throughout this period, countries struggled in economic, social, and cultural fields. All countries set out to protect their benefits when they reached their political and economic aims, and they had to make full use of their resources to manage this. In regards to “National Power,” a term that encompasses the sum total of a country’s material and moral resources, a country's geographical power is one of its most important elements and is greatly affected depending on its location in the world. The geographical power is evaluated based on the country's geo-political and strategical location, size, natural topography, climate, vegetation, underground mining and surface enrichment, soil fertility, water, energy resources, and natural trade routes (Commission, 2007). Extreme geographic conditions may provide strategic advantages for some countries, which could be disadvantageous for the use of other countries. The first step towards the physical security of a country is provided through its borders. However, the establishment of border security and the control of illegal activities are not easy. These difficulties force a country’s ruling leaders to implement the concept of crisis management. Threats to intervene on conditions remain inadequate; leadership must overcome unexpected conditions instantly and is required to instantly resolve problems as they occur (Tutar, 2000). Border security management can make it possible for governments to meet all these challenges.

Borders are defined as lines which separate states from each other (Çalık, 1977). These limits which separate a country from the surrounding regions allow the country to be perceived as sovereign. However, no country can feel safe if other countries face threats to their security (İzci, 1998). Even within its sovereign area, a country cannot implement the desired level of security. True security means that society is legally protected and people can live without fear. In general, management has the specific purpose of managing people, and especially their financial resources, equipment, stock, raw materials, and auxiliary materials, all the while ensuring the

efficient and effective decisions and use of the enforcement process (Eren, 1996; Koçel, 2001). Border security is the overall management of a country's borders in the sovereign areas to maintain community life so that people can live without fear, while at the same time ensuring safety for the elements of national power to effectively and efficiently use the decisions of the implementation process. A country's regional position and geographical conditions affect its security policies and measures (Yılmaz, 2009). Border security can be resolved by limitations of international cooperation and coordination. Each country's borders separate it from neighboring countries, and the efforts to cross the borders can be prevented and thus the security of borders are controlled. Border security issues that may arise at the source of control are not enough, and it does not mean that it will have to live with the results (Augustine, 2000). To eliminate this problem, operations to determine, then to quarantine, and finally to destruct the threat must be applied by executive managements successfully.

Terrorist organizations continue their illegal activities throughout almost every region of the world and terrorism is a global event (Perl, 2005). Trafficking in persons (Report, 2008), illicit cross-border trading of animals (DPT, 2007), and the smuggling of arms, fuel, and drug (Sarızeybek, 2006; Saygun, 2008) are some of these illegal activities. When terrorist organizations gain revenue from illegal trade, they can easily obtain explosives and explosive materials. From this perspective, terrorism is planned and organized more by illegal organizations than individual actions. Terrorism cannot be prevented, but their impact can be reduced. (Begeç, 2006). The terrorist activities which can be realized through cheap and easy methods should not be overlooked. Interestingly, the smuggling activities across Iran and Iraq borders are the main financial sources for terrorist activities in Turkey (Sarızeybek, 2008). The regional boundaries in the East (1.064 kilometers) and Southeast of Anatolia (1.208 kilometers) are very long and cragged (Özey, 2002) and give terrorists a hand in illegal trade and movements across those boundaries. Smuggling of animals through illegal border trade (ACC, 2008; DPT, 2007), as well as fuel smuggling and trafficking in persons (Report, 2008) via bridges of Turkey may cause a risk due to the entering of contagious diseases that affect both animal and human health in other countries. There may come a time when we will face with a different sort of terror events which is called “Agroterrorism” (Karaş-Duman, 2008). The illicit cross-border trading of animals and

thus the passage of, transboundary animal diseases, could distress the international animal trade and food manufacturing industries, as well as animal breeding and food safety (DPT, 2007). Transboundary animal diseases such as rinderpest, peste des petits ruminants, foot and mouth disease, hog cholera, and Rift valley fever are contagious and have the ability to quickly spread beyond national borders. They could lead to serious consequences in terms of social, economic, and public health care (Domenech et al., 2006; Hamilton, 2007; Tufan, 2006). In the past years, public health authorities in developed countries faced with increasing rates of animal health and food safety matters. Some animal diseases continue to constitute a serious problem in terms of cases in developing countries (Domenech et al., 2006). This article aims to evaluate the management of border security for the first time from the perspectives of terrorism, trafficking in persons, and illicit cross-border trading of animals in Turkey.

2. EVALUATION OF BORDER SECURITY ISSUES FROM THE MANAGEMENT POINT OF VIEW

An increased global population and urbanization affect social life every day, and global villages transform into global cities. Today, international interaction in various fields and the interdependence of nations are always increasing. Political, social, and economic relations are rapidly changing their scope and intensity. After the fall of the Berlin Wall which divided Germany into two states in the past, and after the Cold War ended in 1989, this process of change was completed and it was called “Globalization” (Begeç and Saruhan, 2004). Globalization linked the world’s biggest economies to each other and prevented any government from controlling its own economic destiny. Globalization of the economy meant that national and state borders, as well as differences between financial markets became much less important (Stutz and Souza, 1998). Increasing economic and cultural connections reduce the power and effectiveness of governments at the nation-state level (Waters, 1995). Financial crisis in any region could systematically spread to any other regions of the world. In the beginning, the results of globalization were economic, but in a short time they became geopolitical and geostrategic. Upon examining the world’s conflict regions, the vast majority of conflicts were caused by border disputes. All countries might have problems with their borders once they have tried to trace their borders across natural

obstacles such as the peaks of mountains and seas, lakes, and rivers. These borders are called “*Jeomorphologic Borders*” (Anderson, 2003). Any country wishes to try to stop by globalization through physical measures, which brings about political, social, and economic influences of the border meaninglessness.

When considering Turkey in terms of border management, one has to take into consideration the location, history, international transport routes, proximity to energy sources in the Middle East, and the terror experienced in the South East region for over thirty years. Turkey is like a political, cultural, and economic bridge between Europe, Asia, and Africa. It has both economic and geo-strategic importance (Serinkan, 2007). Turkey has eight neighbors and those are Greece, Bulgaria, Georgia, Armenia, Azerbaijan (the autonomous Nakhichevan region), Iran, Iraq, and Syria. The length of land border is 2.753 kilometers, and the coastline length including islands is 8.333 kilometers. Turkey’s borders with Nakhichevan (18 kilometers), Iraq (331 kilometers), Iran (454 kilometers), and Syria (877 kilometers) are of more strategic importance than the remaining restrictions in the Thrace region (Özey, 2002). The Turkey-Syria border is the only physical security system in this region (Serinkan, 2007). In accordance with the regulations of International Ottawa Convention, borders must be cleared from mines in 10 years (Ottawa Convention, 1999). Dead time will be February 2014 which means from now on Turkey has two years left from now onwards. When Turkey’s borders are examined, a large number of them have natural obstacles which make them difficult to control. Borders passing through mountain summits have limitations, especially in the East and Southeast of Anatolia. In many areas of the borders, there are difficulties in determining which side of the peak belongs to whom. Uncontrolled territories might be used by terror organizations to carry out terrorist acts and by drug traffickers for arms and human trafficking.

The security and protection of land borders in Turkey are being carried out in cooperation with the Turkish Land Forces and the Turkish Gendarmerie General Command under law No. 3497 and Temporary Article One within the Law of Protection and Security of Land Borders (Official Journal, 1988). Natural leakage paths covering the transition paths are really hard obstacles for smugglers to overcome and they facilitate the locations of the gendarmerie stations. This situation closes the border between terrorists and smugglers from the point of view of common interests.

While terrorists help fugitives gain entry into the country, traffickers take advantage of the subsidies that are financed by terror. In addition, kinship and tribal relations between villagers across the borders hardens the factors involved in smuggling activities (Sarizeybek, 2008). Traffickers and terrorist organizations both seek ways of withdrawing the troops. The relationship becomes one object of unity of power against the security forces. Terrorist organizations obtain an annual income from smuggling that is around 400-500 million Euros. 200 to 250 million Euros come from drugs; the other remaining 100 to 150 million Euros also come from smuggling (Saygun, 2008). It is reported that Turkey loses approximately 666 million dollars each year, a very big amount of lost caused by illegal border trade and the illegal entrance of 1 millions of animals (ACC, 2008). Unfortunately Turkey does not have a sufficient security system of control in all places to handle the entrance of trafficked animals. When fugitive animals are caught by security forces, they are brought to military bases. However, civilian and military laboratories in the border regions aren't equipped with sufficient infrastructure for the diagnosis of transboundary animal diseases. Turkey has not met the requirements adequately such as the need of a specialized technical staff, the control of transboundary animal diseases and the prevention of diseases from spreading. It is a fact that clinical laboratories are needed for combating any diseases where there are no easily accessible points for security forces and special equipment.

3. CONTROL OF ILLICIT CROSS-BORDER ANIMAL TRADING AND TRANSBOUNDARY ANIMAL DISEASES

The many diseases that emerged following the domestication of animals in the Neolithic Age, are still threatening humanity today. The universal spread of more diseases is continuing for some reasons like the invasion of humans into their ecosystems, population growth, wars, and the unbalanced distribution of resources depending on migration patterns (Temizyürek, 2007). These infections have shaped the history of civilization because they could be fatal when spreading among humans. Lots of people (approximately 40 to 50 million) died during the course of the Spanish flu epidemic in 1918 to 1919 than during all of World War I. Therefore, victors of earlier wars did not always have the best commanders and weapons in their army, but they did often carry the worst microorganisms to infect their enemies (Nikiforuk, 2000).

Globalization and population growth caused a change in people's lifestyles, opened new areas for settlement and agricultural production, and led to the exposure of 'zoonoses' (diseases transmitted from animals to humans) that belong to natural hosts living in newly opened areas. The lack of immunity to unfamiliar microorganisms caused the diseases to spread more quickly among the vast majority of a population. In addition to globalization, exponential increases in the trade of animals and animal products could be effecting the international transmission of many contagious diseases and the quick spread of these illnesses all over the world (Domenech et al., 2006; Karaş-Duman, 2008). Even though the research techniques had been advancing, millions of people lost their lives due to tuberculosis, malaria, AIDS, Dang fever, pox, cholera, plague, and influenza (Weiss, 2002).

Even a minor outbreak itself could turn to an epidemic for some certain infectious diseases. Recently, swine flu (H1N1) has emerged in Mexico. The ongoing spread of swine flu (H1N1) from Mexico to other main lands has caused a pandemic within a very short period of time (WHO, 2009). Thus, there is always the potential for epidemics to bring social chaos and political instability to the global community (Weiss, 2002). There are similar risks in areas that do not have border security in the regions where there are human or animal trafficking and where terrorism exists. It is useful to monitor against certain infections in the lives of man and animals at international ports and border gates with thermal cameras, but this sort of control is not effective against the illegal contraband entering the country. Also, traffickers exchange fuel and drugs by using these animals for transporting. Their animals are installed in other countries instead of the traffickers, and other animals are taken to return to their own countries. Similarly, terrorist organizations in neighboring countries have also used animals to carry out logistics such as smuggling heavy weapons, food, vehicles which are used in action, equipment, and supplies. Therefore, there are possibly potential risks for Turkey, which are likely to occur while moving animals and they are much more different when the animals are used for smuggling and terrorist activities. The opinion of the Economic and Social Committee (ECOSOC) stresses that veterinary border controls undergo a general assessment, check points should be built for preventing the leakage of trade, and the European Union (EU) should fight against such international threats in unity (FVE, 2007). The findings of recent studies (Akkan

et al., 2003; Ataseven and Daly, 2007; Karaca et al., 2007; Kırmızıgül et al., 2009) and official reports (DPT, 2007) in the Eastern and South-Eastern Anatolia regions of Turkey highlight an evidence of infections associated with the illegal border trade.

Issues such as monitoring, prevention, and control of diseases, along with the management of biosafety measures, were improved by the United Nations Food and Agriculture Organization (FAO) and World Animal Health Organization (OIE) (Ferrari, 2007; Hamilton, 2007). Within the Republic of Turkey, the Ministry of Agriculture and Rural Affairs, General Directorate of Protection and Control, undertook this role through international cooperation (Tufan, 2006). The World Organization for Animal Health, or OIE, is an inter-governmental organization and there are 169 member countries and territories. The aim of the OIE is to improve animal health worldwide. OIE standards of international trading of animals and animal products are also recognized as the international standards by the World Trade Organization (Hamilton, 2007). The FAO has technically considered animal health from all aspects. Under the FAO Agriculture Department, there is Animal Production and Health Division of FAO which has developed an Emergency Prevention System for Transboundary Animal and Plant Pests and Diseases (EMPRES). The mission of the EMPRES-livestock program is to promote the effective containment and control on the most serious epidemic-causing livestock diseases, as well as other transboundary animal diseases. It aims to secure regional and international cooperation for its global fight against newly emerging diseases. Due to the potential for transboundary animal diseases to trigger food shortages, destabilized markets, and trade barriers, a special unit called the Emergency Centre for Transboundary Animal Diseases (ECTAD) has been organized under the responsibility of the Animal Health Service of the FAO. The ECTAD has been designed to boost and expand the existing capacity to handle transboundary animal diseases through a rapid deployment of expertise in countries where assistance is needed (FAO, 2009; Ferrari, 2007).

Turkey is situated between Asia and Europe where it acts as a buffer between the countries demonstrating high rates of animal disease and those demonstrating lower rates. Animal movement control is seen to be crucial for the prevention of epidemic animal diseases. “The Law of Animal Health Control-Law No. 3285” (Official Journal, 1986) and the “Regulation on the Identification, Registration and

Monitoring of Bovine Animals” (Official Journal, 2002) were drafted to prevent animal diseases from entering Turkey and to stop illegal animal movement (Tufan, 2006). Illegal animal movement and trade in the Eastern Anatolia and South-Eastern Anatolia regions are prevented through the administration of this law and regulation. By this regulation, the identification and registration of bovine animals is carried out, and its monitoring is also carried out by the Türkveterin registration system. Through this, there is a microchip operation supervised by The Republic of Turkey, The Ministry of Agriculture and Rural Affairs in some equids from 25 border provinces in the regions of East and South-East Anatolia in Turkey (GDPC, 2009). The identification, monitoring, and registration of domestic animals are supplemented to prevent all illicit cross-border trading.

4. DISCUSSION AND CONCLUSION

Terrorism cannot be prevented, but their impact can be reduced. The desire to prevent terrorist activities and unwanted outbreaks of diseases in Turkey should motivate leaders to take effective measures against trafficking which are applicable to geographic conditions. It must be provided that physical security systems are created and defense measures are increased in all regions of Turkey. Any financial and kinship ties that exist between terrorist organizations and traffickers should be determined. Suppression of transboundary trafficking will contribute to the resolution of potential problems, such as transboundary diseases, that are causing adverse effects in Turkey’s military, political, social, economic, and health spheres. Natural barriers in border regions that are not supported with physical security systems must be re-evaluated in order to prevent transboundary diseases and transitions.

Effective measures should be taken in order to ensure that the effects of globalization do not render international borders meaningless in terms of their political, social, and economic authority. The prevention of animal smuggling should incorporate developed technological systems (electronic chips, etc.). When animals are captured during leakage or cannot show proof origins, they should be checked and controlled by clinics and laboratories with clinical veterinary experts and specialized equipment. Quarantine measures have been found to be healthy for the animals and should block diseased animals in their caught province.

Even if it is indirect, the Türkvat recording system may deal a blow to illegal animal smuggling organizations. It will be possible to act with multidisciplinary coordination within related institutions, such as the Ministry of the Interior, Gendarmerie, the Ministry of Agriculture and Rural Affairs, the Ministry of Finance, and the Higher Education Council in Turkey. Some faculties of veterinary medicine have been located in five border provinces in the Eastern and South-Eastern regions of Turkey: Hatay, Diyarbakır, Şanlıurfa, Van and Kars. The locations of these faculties of veterinary medicine are right in the town centers and are not far from other border provinces. Infectious disease divisions include virology, microbiology, parasitology, and pathology and clinical divisions include internal medicine and surgery etc. These faculties of veterinary medicine in the border provinces should be supported by technical equipment and professional human resources, as well as legal arrangements and private budgets. If they are used for this purpose, training and academic studies can support the struggling against illegal transboundary trafficking.

Today, there are some challenges in combating illicit cross-border trading in Turkey due to informality, deficiencies in infrastructure (personnel, labs, technical equipments etc.), and uncertain authorization in terms of giving permissions and inspection. The vast majority of countries dealing with international issues also face with such problems. Defense and security management reveals the importance of overcoming such problems. Otherwise, these issues may continue to intensify and leave Turkey out of competitive advantages in international markets.

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