



## Population Policies

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1) Introduction: Population Policy

2) Fertility Policies

a) Pronatalist Policies

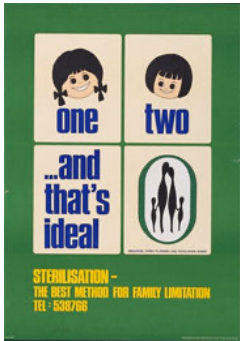
b) Antinatalist Policies

3) Internal Migration Policies

4) International Migration Policies

a) Immigration

b) Emigration



- Governments around the world need to control the size, distribution and composition of their populations. Especially developed countries are implementing different population policies with various methods and degrees of success.
- France's National Institute for Demographic Studies defines population policy as "a set of explicit or implicit measures taken by a state (competent authorities) to influence the size, increase/decrease, composition or distribution of the population" (Institut National d'Études Démographiques-INED). 5.4.2018).
- In another definition, Demeny (2003) defines population policy as "institutional arrangements and/or special programs by which governments directly or indirectly affect, design, construct or modify demographic change".
- Eryurt et al. (2013), on the other hand, define population policy as "the coordinated actions taken by national governments consciously to influence the three basic demographic variables of birth, death and migration".

- In the narrow sense for any country, the purpose of population policy can be interpreted as to cause quantitative changes in the members of the spatially delimited population within the jurisdiction of the government.
- More broadly, the aim may be to change the various demographics of society, the spatial distribution and composition of the population, and the qualitative aspects of fertility and international migration.
- Additions to the population occur through births and immigration from abroad, while population losses are caused by emigration and deaths.
- While mortality is often seen as a health policy issue, fertility and immigration are key issues of government concern in population policy.

- Population policies can support fertility or out-migration (family policy, immigration policy, etc.) to make society move towards a larger population, or by limiting births to a smaller population. It can aim to change the distribution of the population within a country by promoting migration or by enabling people to move around (INED, 5.4.2018).
- Sometimes governments' concern with population matters may cross the borders of their jurisdictions.
- Because in the contemporary world, the international aspects of population policy have become more and more evident.



- Population policies, which involve overt or covert action by state authorities to remedy, delay or address imbalances between demographic changes and social, economic and political goals, are usually drafted in the interests of the majority and are designed to address people's rights, needs and wants (sometimes in pre-World War II Germany).
- It means mitigating and, if possible, regulating the foreseen population problems by adjusting the population size and age structure for the government's targets (as in ) (May, 2012: 42).
- Actions specifically designed to address population problems may be tailored to one or more of the demographic growth components, namely fertility, mortality, and migration.

- In practice, population policies can be encountered in the form of direct or indirect population policies.
- **Direct population policies include all legal regulations of governments to directly change the demographic structure of the country (Eryurt et al., 2013). Family planning programs to reduce fertility can be given as an example.**
- Direct population policy represents a strategy for achieving a particular pattern of population change.
- **The strategy may have a single objective, such as reducing or increasing fertility, or multidimensional objectives, such as an effort to improve women's reproductive health.**
- In both cases, a policy is necessary if there are some indications that the target cannot be achieved if only a policy is not implemented (Yüceşahin et al., 2016).

- All policies, including population policies, are determined by the political establishment and politicians.
- Taking into account the close relations between the process of creating population policies and political processes, the United Nations emphasizes that the verbal statements of the authorities holding the political power, which aim to direct the demographic structure, should be directly evaluated as population policy (Eryurt et al., 2013).
- In this context, Kenan Evren, one of the former presidents of the 1980s, gave the message "Two Children are Enough for Every Family" (Consultation Council Record Journal, 21 September 1982: 572). Current President Recep Tayyip Erdoğan has been talking about having at least three children for a long time (Hürriyet, 7 March 2008).



- Indirect population policies are all legal regulations that are not created to directly affect the demographic structure, but also affect the demographic structure in some way (Eryurt et al., 2013).
- For example, a policy to increase the education level of women, as practiced in many developing countries, will improve women's quality of life in many ways. It is almost universally accepted that women with higher levels of education limit their birth and have more access to contraception (Yüceşahin et al., 2016).
- The legal regulation on education, which increased the compulsory education period to 8 years in 1997 in Turkey, revealed an impressive result in the timing of marriage and first birth decisions of young women in practice (Kırdar et al., 2011).

- The most important task when designing population policies is to determine which demographic variables are appropriate for interventions.
- In this regard, it is necessary to distinguish between active and passive policy measures.
- Passive measures can be spontaneous or organized. They are often an adaptation to the effects of population growth or high fertility levels.
- This could include, for example, promoting education and employment, or developing housing arrangements and other infrastructure strategies.
- Active measures mean addressing the causes of population problems such as high mortality and fertility levels and trying to influence key demographic conditions and trends.
- Migration-related measures are also included in this second category.

- Today, governments and the international community are addressing the consequences of population dynamics before they emerge, adopting forward-looking and proactive policies based on predictable demographic trends.
- In these efforts, it is vital to evaluate and monitor key government policies and programs regarding population dynamics and outcomes.
- Seven main policy issues are pointed out in the United Nations' population policy reports (United Nations, 2013):

**(1) Population size and growth**

**(2) Age structure of the population**

**(3) Fertility**

**(4) Reproductive health and family planning**

**(5) Health and mortality**

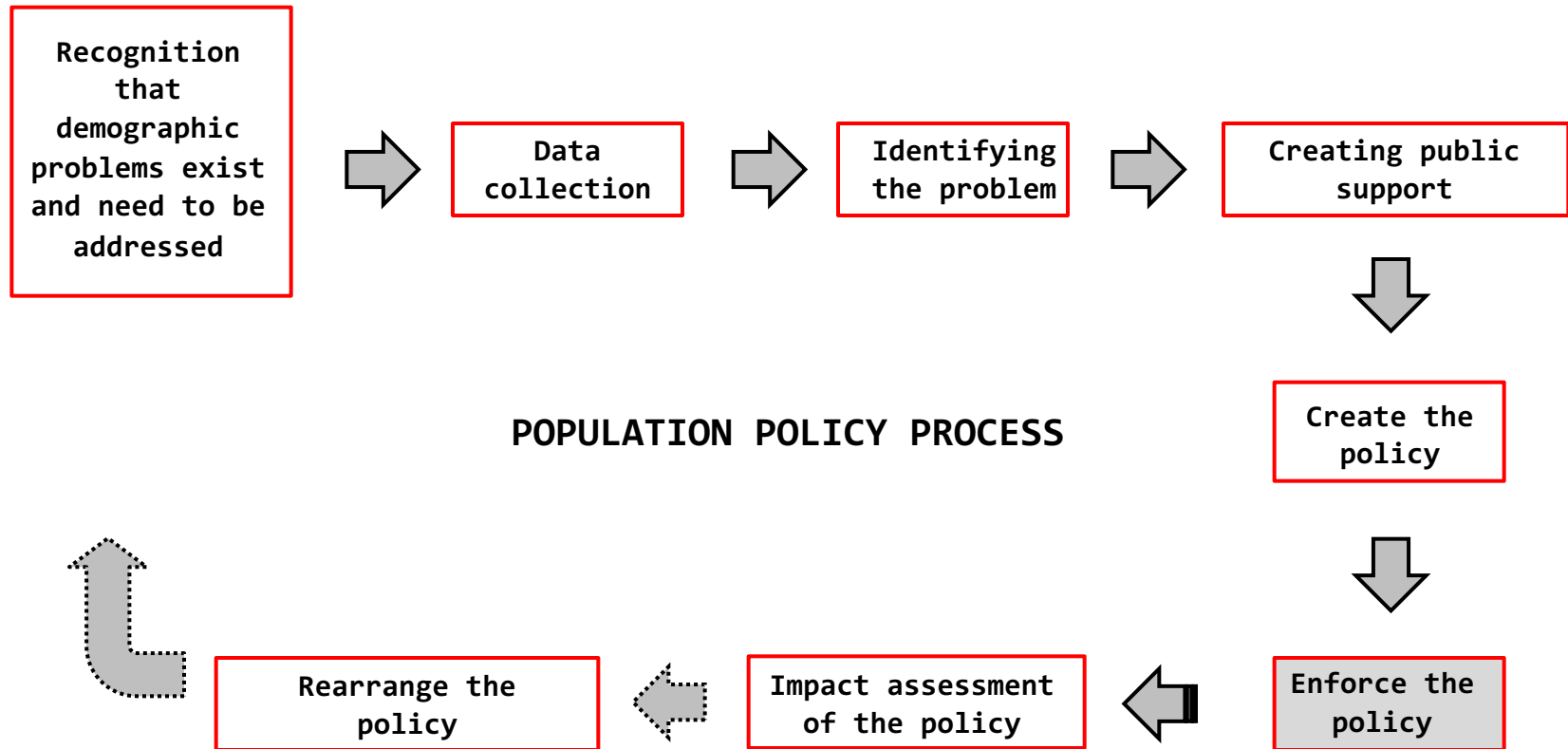
**(6) Spatial distribution and internal migration**

**(7) International immigration**

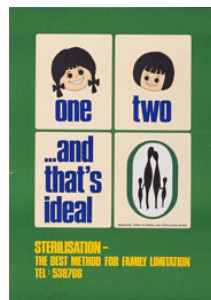
- Population policy formulation requires an assessment of current trends (understanding the causes of population change) and the expected consequences of these trends.
- If the expected results are different from the desired results, intervention and policies are applied to change the course of demographic events (Weeks, 2002: 514-515).

- The population policy process consists of conditions, events, and products that link the initial population policy idea to a developed idea, then implementation and evaluation.
- Various models have been developed to explain the general features of this process (Hardee et al., 2004).
- The process begins with the acknowledgment that demographic issues exist and need to be addressed.
- Later stages of the process may include some or all of information gathering, problem identification, political/public support, and policy formulation (including costing), adoption and implementation.
- Finally, the impact assessment of the population policy is made and depending on the results, the process can be restarted by reorganizing the policy (May, 2013).

- However, the population policy process is not a flat and highly coordinated series of events that can be easily replicated in different socio-economic settings.
- Therefore, there are those who see the process as multiple flows, who think that for successful political reforms, the various flows, political reforms and politics (the political process on a daily basis) must be combined, which is the definition of population problems.



Note: This model was created using information from May, 2012:58-59.



- The implementation of population policies depends on a series of decisions and the priorities and balances between the various policies.
- Policies that affect the quantity of the population are policies to control health and fertility.
- Policies that control fertility are twofold:
- **(1) Pronatalist policies in response to manpower needs for production and safety,**
- **(2) Antinatalist policies applied to dissolve surplus manpower.**



- As is known, fertility levels range from very low fertility throughout the world, particularly in most of the developed world, to very high in some parts of the developing world, particularly in sub-Saharan Africa.
- **Although many countries are faced with overpopulation and rapid population growth; few countries have faced the opposite problem – too few births as a result of the long-term trend towards lower fertility rates.**
- Beginning in the 1970s, the total fertility rate (TFR) has fallen below the replacement level (2.1 children per woman) in many industrialized countries.
- **Low fertility rates mean that population growth has slowed in some countries, such as Canada and Australia, while in countries such as Ukraine, Russia, Germany and Hungary, depopulation has already begun, meaning deaths are higher than births.**

- **The elderly (65 years and over) approached 20% in 2019 in the European Union. It even exceeded this rate in Italy, Greece and Germany.**
- This has been achieved by the continuous growth of the older adult population and it is estimated that the share of the elderly in the total population of the EU will reach 29% in 2080 (Eurostat, 07.04.2018).
- **The population of Europe does not increase naturally after 2015, the population increase is provided by immigration. Assuming that immigration remains at its current level, it is estimated that Europe's population will begin to shrink by the middle of the century.**
- In the US, which has the highest TFR in the Western world, there is also an increase in the share of the elderly population; While only 4.1 percent of the population was elderly in 1900, it increased to 12.4 percent in 2000 and is predicted to reach 20 percent by 2030.

- Even in China, where the government has long been concerned with rapid population growth, concerns have turned to an aging population and its support.
- **Concern about a declining population, older population, and a smaller workforce expected to support the elderly has led to concerns about the survival of social programs and the loss of economic or political power. This has prompted governments to explore ways in which fertility can be increased.**
- In most Western countries, the decline in birth rates below replacement levels has been attributed to profound social and economic changes.
- **Promoting gender equality means women are becoming increasingly educated and more likely to join the workforce.**

- **Increased employment and career aspirations have contributed to declines in fertility, resulting in greater financial autonomy as women seek careers outside of their homes.**
- Increasing consumer expectations, fear of unemployment and shrinkage, and the uncertain future of the welfare state triggering future economic expectations further reinforce the opportunity costs of children.
- **Combined, these effects have encouraged both postponing birth and reducing desired family size to challenge many assumptions about the timing of marriage and child.**
- The slowing or declining rate of population growth with low fertility rates has its own problems. Although the consequences for an aging society are still uncertain, many commentators have concluded that low fertility is a serious problem, having more disadvantages than advantages, making it a politically unsustainable situation.

- Fear of “demographic suicide” and the economic consequences of an aging population have led many countries to adopt pronatalist policies aimed at directly promoting fertility or reducing the opportunity costs of children in hopes of increasing fertility rates.
- Policies have often been shaped around measures such as financial incentives, contraception, and restrictions on abortion services.
- To mitigate children's opportunity costs, financial benefits often include paid maternity and paternity leave, free or low-cost child care, and tax breaks for large families.
- Many of these programs are not promoted as fertility policy by explicitly targeting the desired number of children.
- Instead, the policies are presented as anti-poverty, pro-women or pro-family measures and aim to influence the socio-economic conditions associated with fertility decisions.

- **Some countries, such as France and Australia, pay women for children. In France, the government pays about \$1,500 per month for each additional child.**
- In Australia, with fertility rates falling (TFR, 1.73 in 2001), the government decided to pay a \$3,000 bonus to families with children. The TFR has since increased to 1.9, although critics argue that it either represents a change in the timing of fertility (but no real increase in the number of children desired) or echoes a large generation of children currently having children in the early 1970s (2012).
- **Although temporary, pronatalist policies seem to be working.**
- For example, a 2008 PRB report recorded the upward movement of TFR in countries including Sweden and Russia. Russia's TFR had dropped to 1.2 in the late 1990s. After generous payments to parents for a second child (about \$9,600), fertility rates rose to 1.44 by 2007, compared to 1.6 in 2012. Spain and Bulgaria have also increased their fertility rates. However, there was no significant change in the fertility rates of other European countries that also implemented pronatalist policies.

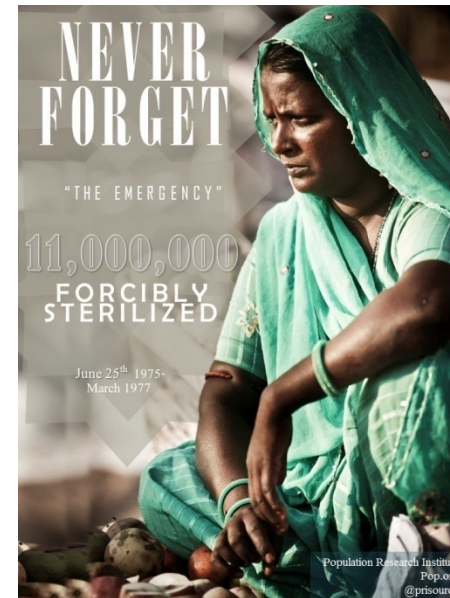
- **Fertility choices are often perceived as a personal, private matter. Indeed, at the conference (ICPD) organized by the United Nations in Cairo in 1994, the right of couples to determine the number of children and the birth interval was recognized.**
- Despite this, most governments are concerned with fertility rates and attempting to interfere with fertility decisions, as they are at least indirectly a damaging factor in long-term population growth or decline.
- For example, in countries where the government considers fertility too high, such as India, programs promote lower fertility through family planning programs that educate men and women about the benefits of smaller families and increase access and use of birth control methods.
- **Again to reduce fertility, China has implemented stricter fertility programs such as the one-child policy for a long time.**



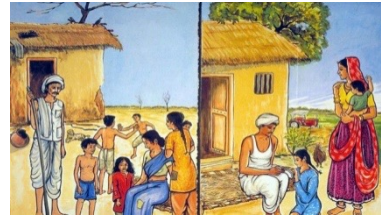
- Despite declines in fertility, population growth rates are still high in many countries, including Saudi Arabia, India, Sri Lanka, Pakistan, Niger and Peru.
- Since the 1980s, the acceptance of antinatalist policy has been increasing since the need to control population growth in developing countries.
- In contrast, programs to reduce population growth rates by controlling fertility behavior range from laissez-faire to forced intervention (invasion).
- In India, it was initially hoped that the overall economic recovery would lead to lower fertility levels.
- Economic incentives have also been given to reduce the number of children or to emphasize aspects of quality of life associated with fewer children, but these have had limited impact.







- **More coercive and intrusive programs include sterilization.**
- After the failure of family planning programs and the failure of economic development policies to lead to a decline in fertility, the Indian government initiated a compulsory sterilization program in 1976.
- **Although 22 million individuals were sterilized, most of them were older men who had already reached the desired family size, meaning that the program was once again ineffective in reducing overall fertility in India.**



- Although recently the government in India has been talking about reproductive health and rights to ensure that there are independent individual choices without forcing the fertility choices, the reality is the "two child norm", the understanding supported by the government in the face of reproductive rights and elections.
- A draft law from the Indian government also denies access to subsidized food, while denying families with more than two children access to school scholarships and meal programs, clean water programs, and even the right to work for political power.
- Conversely, the government has introduced incentives to encourage sterilization: New washing machines and other household items have been provided to those who have been sterilized or instigated.

- Despite the problems with China's one child policy, India has been working for many years to create its own family planning legislation. As of 2014, 11 states have enacted laws for Indian citizens not to have more than two children.
- Despite the endorsement of reproductive health rights, the implications of India's fertility policies are far from endearing.
  1. **Millions of women are “missing” in India as a result, partly attributable to the policy of the two-child norm. The desire for boys to support a family and heritage sites remained strong, especially when infant and child mortality remained high. The strong desire for boys has led to the murder of girls.**
- In parts of India, the sex ratio is alarmingly high (110.6). According to the 2011 India census, there are areas in Western India (such as Daman and Diu) with a sex ratio of 162.

2. State enforcement of sterilization has resulted in young women getting their first and second child quickly, rather than delaying their pregnancy or extending the time between pregnancies. With more young adults wanting to proliferate, early pregnancies have created population momentum, ensuring population growth.
3. Sterilization (forced surgical intervention) has often been performed in less than ideal situations and infections and complications have occurred.

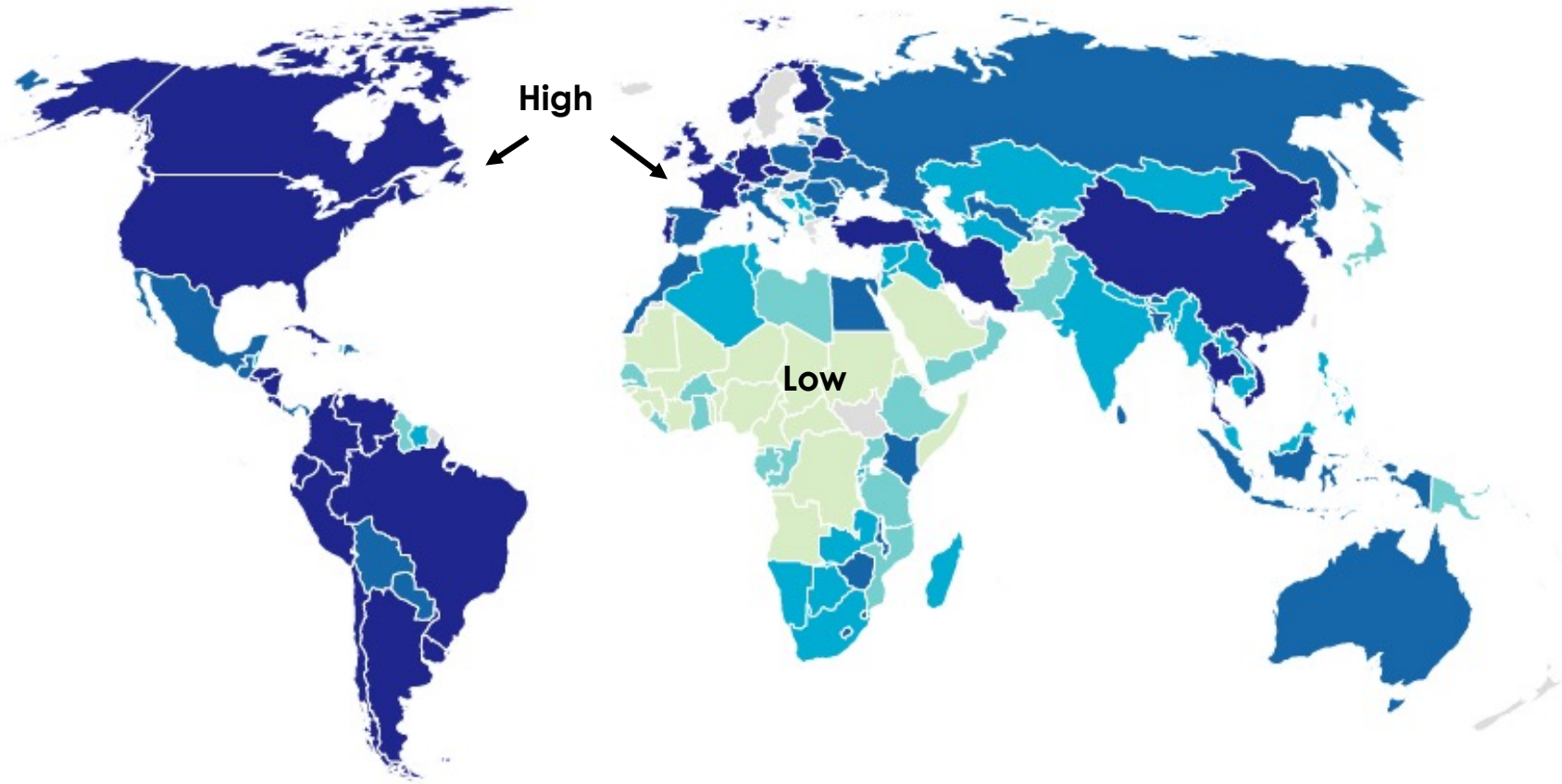
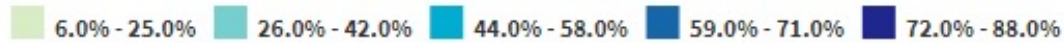
*Between these two extremes is the delivery of family planning programs.*

*Recruitment of such programs can often depend on a community's willingness to use these services or the government's willingness to provide family planning services to reduce fertility.*

*The added benefit of these programs has been to educate individuals about the risk of sexually transmitted diseases, including HIV/AIDS.*

- It is known that the widespread use of contraceptive methods is of greater importance than the postponement of marriages and other demographic determinants in the demographic transformation process experienced by Western European countries (Duben & Behar, 1996; Van De Kaa, 1999).
- Although contraceptive use is on the rise worldwide, it is more used in developing countries to control the birth interval between children or after the desired family size has been achieved, rather than limiting family size.
- In addition, only 25 percent of married women during their reproductive years in many African countries use modern contraception (73 percent in North America).
- Often times, the use of contraception is hindered by political, cultural, or religious beliefs.

## PERCENT OF MARRIED WOMEN 15-49 USING CONTRACEPTION, ALL METHODS



Source: <https://www.prb.org/international/indicator/fp-all/map/country>





- **The one-child policy is an official birth-reduction program initiated by China's central government in 1979. The purpose of this policy was to limit the vast majority of family units in the country to one child, and its rationale was to slow the growth rate of China's enormous population.**
- However, this policy has had consequences beyond the target of reducing population growth:
  1. The country has had a high overall sex ratio (male excess). Families in the country did not want to have a daughter for traditional reasons, and after ultrasonographic detection became possible, an increase in abortion of female fetuses was observed, female babies were placed in orphanages, abandoned, adopted by families in other countries, and even the baby was killed. Over time, the gap between the numbers of men and women widened, and as these children got older, a social environment with fewer women for marriage emerged.



2. Another consequence of the policy is concern over the aging of the population and the scarcity of children to support the elderly. The increasing number and proportion of older people as a result of the decline in children born since the 1980s and longer life expectancy is cause for concern.
3. The third consequence is that the birth of children after the first notification is hidden from the authorities. Children in China, many of whom are not registered, have faced difficulties in education and employment, and the number of these children is unknown.

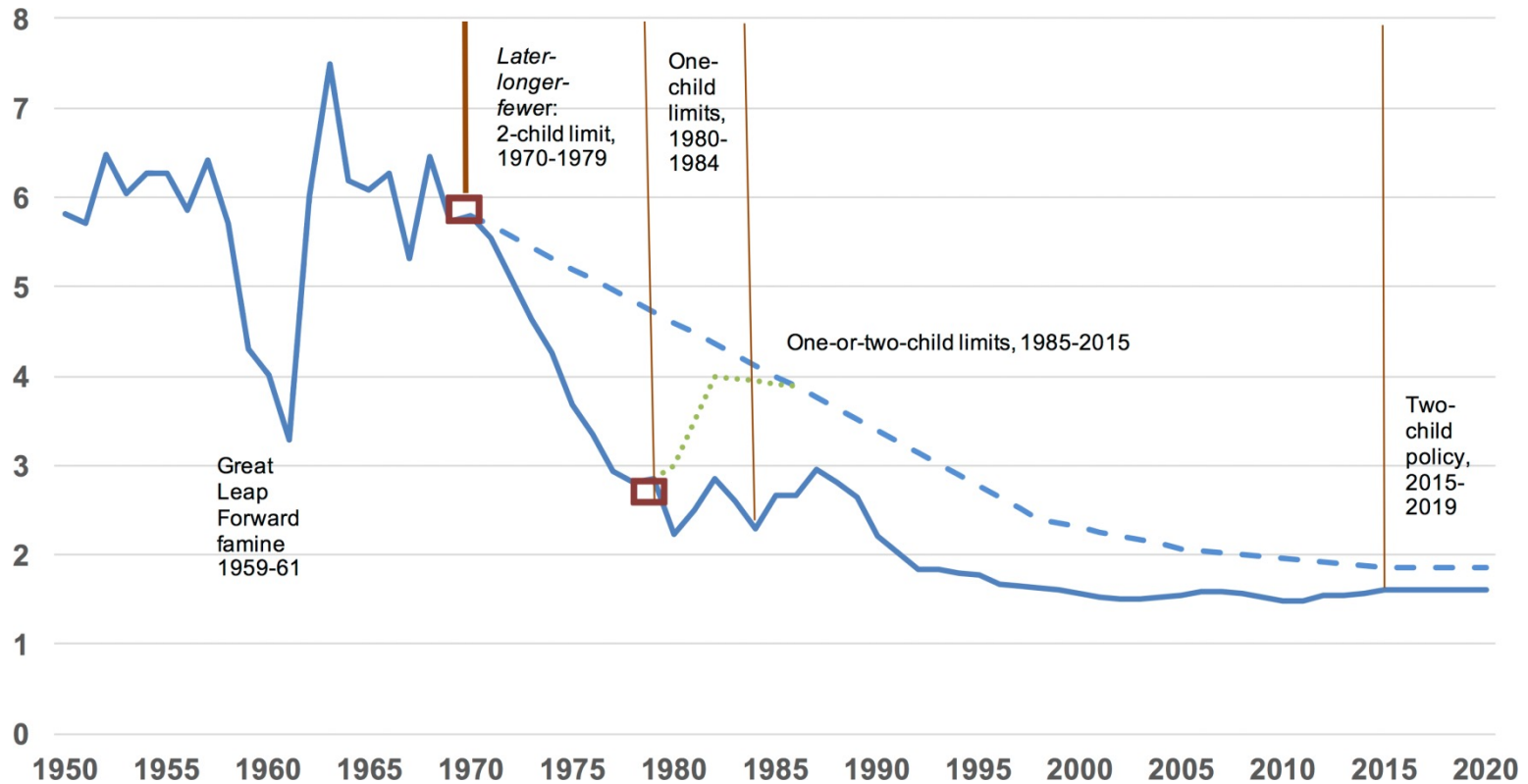


## The End of China's One-Child Policy

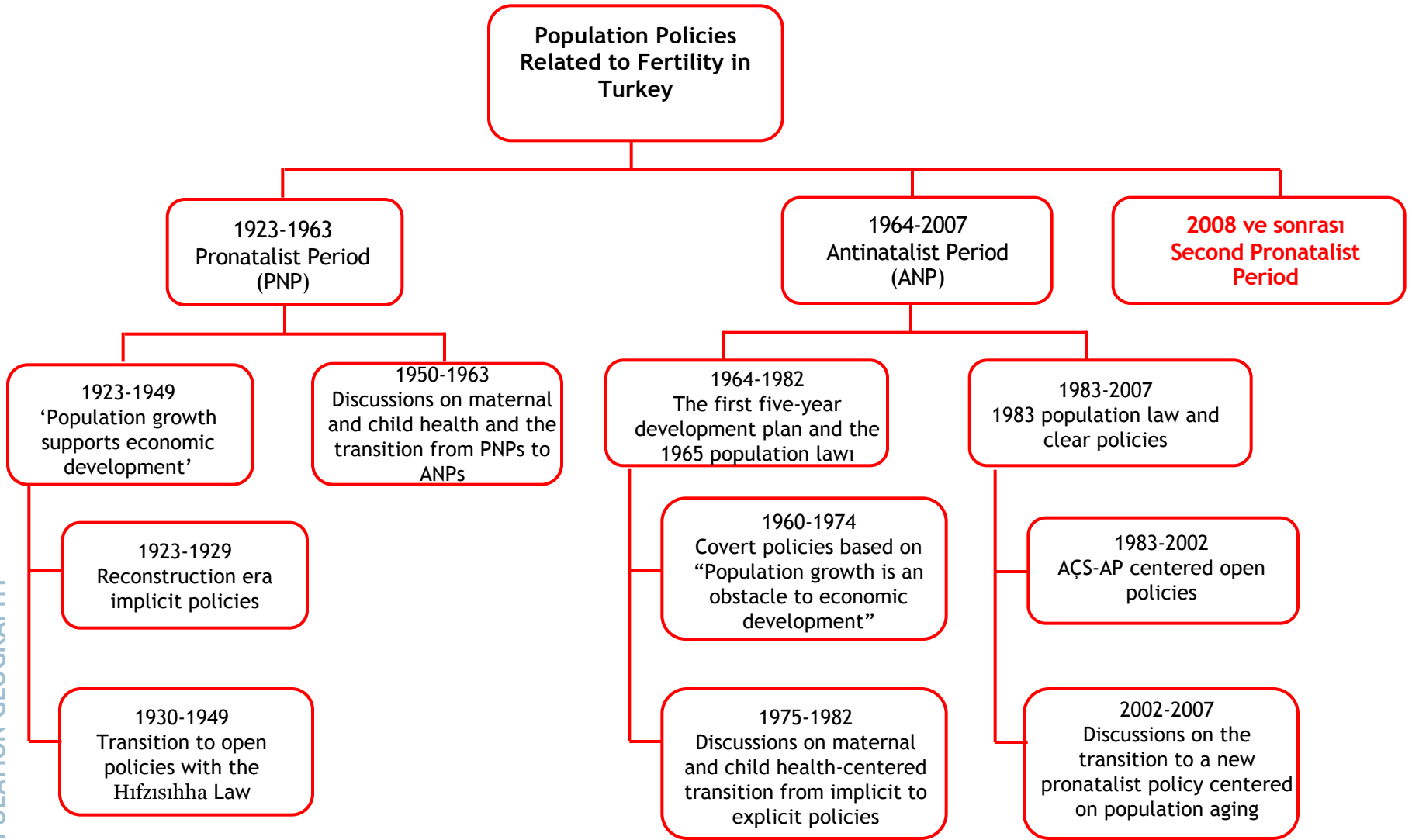
From 1 January 2016, all Chinese couples are allowed to have two children. This heralds the transition of China from a birth-limiting population policy to a birth-promoting policy.







Source: Goodkind D (2019) Formal comment on “Assessing the impact of the ‘one-child policy’ in China: A synthetic control approach”. PLoS ONE 14(11): e0222705. <https://doi.org/10.1371/journal.pone.0222705>



Taken from Eryurt, et al., 2013, p.132, but some adjustments have been made on this figure.

- Since the establishment of the Republic in Turkey, the policies regarding fertility have changed in different periods.
- During the 1923-1963 period, pronatalist population policy dominated the country; Transition to birth-limiting (antinatalist) policies was made in the 1964-1982 period; Antinatalist policies were established in the 1983-2007 period, and finally, the second pronatalist policy period began in 2008 (Eryurt et al., 2013).
- The period of 1923-1963 was a period in which pronatalist policies, which aimed to increase the population and were defended on the grounds that they would make a positive contribution to economic development, were implemented.
- In the restructuring process that started with the proclamation of the Republic in Turkey, fertility-enhancing (pronatalist) population policies were implemented in order to restore the demographic structure.

- In this context, legal restrictions were imposed on the use of contraceptive methods, and the Health Law of 1930, which authorized the Ministry of Health and Social Welfare to take measures to facilitate childbirth, was also prohibited to import, manufacture, use and encourage the use of contraceptive methods (Official Gazette, 6/5/ 1930).
- In the Turkish Penal Code, practices that prevent abortion and having children are included in the scope of heavy punishment. The minimum ages for marriage (18 years and 17 years, respectively) determined in the Turkish Civil Code for men and women were reduced to 17 and 15, respectively, in 1938.
- The population size of Turkey, which was 13.7 million people in 1927, doubled in 1960 and reached 27.8 million people. While the total fertility rate was 5.5 children per woman in 1923, it increased to 7.0 children in 1955 and remained at the level of 6-7 children until the 1960s (Eryurt et al., 2013).
- Towards the end of this period, when pronatalist population policies were strictly implemented, some loosening was observed in pronatalist policies, especially as a result of the strengthening of objections based on maternal and child health (Eryurt et al., 2013).

- **The State Planning Organization, which was established in 1960, emphasized the problems created by rapid population growth for the first time in the First Five-Year Development Plan (1963-1967) (DPT, 1963).**
- In the First Five-Year Development Plan covering the 1963-1967 period, a series of regulations regarding the encouragement of women to use an intrauterine device (RIA) as a population planning tool were also included (Koç et al., 2010).
- **The enactment of an antinatalist population law (Law No. 557 on Population Planning, 1965) for family planning in Turkey in the mid-1960s constituted the main turning point for the new population policy.**
- The main purpose of the antinatalist population policy has been to reduce the death rate by increasing the use of contraception, fertility by improving health services, and to alleviate the pressure of unemployment by encouraging labor migration from Turkey to abroad (Eryurt et al., 2013).

- **The law on population planning, enacted in 1965, which included the introduction of the concept of family planning into the 1982 Constitution and measures to reduce fertility, was made more liberal and comprehensive in 1983 (Law No. 2827 on Population Planning).**
- With this law, termination of pregnancies up to the 10th week of pregnancy with voluntary abortion; Practices such as sterilization for women and men, trained nurses and midwives, as well as doctors, have gained a legal basis.
- **With the 1983 Population Law, supply-centered family planning programs with the provider in the center of Turkey were replaced by a demand-centered family planning program with the user at the center.**
- As a result of the new policy, there has been an increase in the demand for the use of modern contraceptive methods in Turkey, and the use of such methods has increased to 63-64% in the 1990s. In the 2000s, it increased to the level of 71-73%.

- After 2008, the rhetoric of the Government officials giving the message "At least Three Children" turned into action over time, and a new period in which population policies aimed at increasing fertility, which can be called the second pronatalist period, began to be implemented in Turkey.
- The fact that fertility has come to the point of falling below the level of self-renewal and that the population has tended to age at the same time have been the main starting points of the new fertility policy in Turkey.

- Within the scope of the Tenth Development Plan (2014-2018), the Protection of the Family and the Dynamic Population Structure Program Action Plan (2015)
- Strengthening maternity leave and rights of employees
- "Birthday Gift" program for all mothers
- Paternity leave, etc. that government officials have. extending rights to private sector workers
- After maternity leave, parents have the right to work part-time until their children's primary school entry age.
- Dissemination of quality, affordable and easily accessible kindergarten opportunities
- Effective use of kindergartens and childcare centers in public institutions
- Expanding nursery services to be provided by the private sector
- Developing support models to encourage marriage among young people (eg "dowry account")



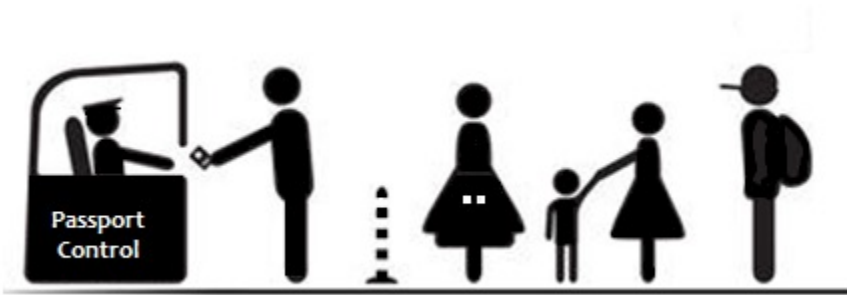
- **Population mobility within the country is not limited in the developed world. The exception is the forced resettlement of Native American groups into non-traditional reserves in North America.**
- The USA, Australia, Canada and other developed countries are liberal democracies that allow and often encourage the free movement of their citizens, people are free to immigrate and settle where they choose in search of economic advantages or other personal preferences.
- **In some developing countries (such as Indonesia, China), people have been forced to migrate internally or their movements within the country have been restricted through government policies.**
- In Indonesia, an internal migration program has been implemented by the government to move people from the island of Indonesia to less populated areas by offering economic and land incentives. However, forced resettlement led to violent clashes between Christians and Muslims in the country in 2000 and 2001. The long-term patterns of settlement that existed between the two groups, which were largely mutually exclusive, were challenged by the government's relocation policies.

- **In China, a method that can be defined as "controlled urbanization" has been used in relation to internal migration.**
- Fearing the massive influx of rural peasants into the big cities, the Chinese government tried to control internal migration through the Hukou system, which gave "fellow-townsmanship" to the mother's place.
- **The citizenship system provided certain local amenities [access to health care, free public education, legal housing, and easier access to work] that were not available to non-citizens.**
- Under the system, individuals are broadly classified as rural or urban workers. A worker who wanted to relocate from rural areas to urban areas for non-agricultural work had to apply to the relevant authorities and the number of workers allowed to migrate was tightly controlled.

- **In China, individuals can change their citizenship in three ways. (1) Confirmation of permanent relocations by legal citizenship changes. In the 1980s and 1990s, China allowed 18 million citizenship changes a year, most of which included rural to urban relocations. (2) Temporary relocation with a visa. (3) Illegal immigration of individuals. In this way, immigrants cannot access local services such as health services where they go and are sent back to their compatriots when caught.**
- Despite its risks and lack of access to services, it is estimated that thousands of people have illegally migrated to urban areas of China in search of work. Although restrictions on internal migration have limited the growth of China's largest cities, they have not been successful in curbing rural-urban migration and have increased "illegal" internal migration.
- **Restrictions on population movements have also contributed to increasing social and economic inequality and the development of slums in China's cities, with immigrants often living in dormitories or urban villages characterized by poor living conditions.**
- Since the late 1990s, China has reshaped its economy while loosening the Hukou system, encouraging rural-urban migration, and providing legal employment for migrants.

- In the first decade of the Republic (during 1924-1934), 20 rebellions took place in the eastern regions of Turkey, according to official records (Babuş, 2006).
- In this context, many people were displaced from the eastern provinces by various methods such as exile, forced resettlement, mixing with state-affiliated groups, separating them from their villagers in order to reduce the power of the rebel lords (İçduygu et al., 2014: 117).
- The rules of forced migration and resettlement to be implemented in the East were determined by the Settlement Law No. 885, which was enacted in 1926.
- The policy of resettlement and compulsory internal displacement is, in a way, a continuation of the policy of mixing the ethnic population, which was also implemented in the Ottoman Empire (İçduygu et al., 2014). This policy, which was used to mix different religious groups in the Ottoman Empire, was applied to groups with different sects and ethnic origins during the Republican period.
- **Another compulsory resettlement-migration practice was related to the settlement of nomadic tribes with military, internal security and economic concerns. The most comprehensive regulation was the Settlement Law No. 2510 dated 1934 (Gök, 2010).**

- Immigration policies and laws define certain categories of immigration depending on visas or permits for different purposes for immigration.
- Governments adjust their migration policies according to their own needs and goals, taking into account economic and labor market demands and demographic factors, preferring other categories of immigrants (International Organization for Migration, 2009).
- **There are four main categories of immigrants regarding government policies: (1) migration for permanent residence, (2) temporary labor migration, (3) migration of the highly skilled, and (4) family reunification migration.**
- Permanent residence permits allow immigrants to live and work permanently or unrestrictedly in the host country; Temporary work permits are applied when labor migration is made for a certain period of time determined in the employment contract. Highly skilled immigrants are often given preferential treatment and are subject to fewer restrictions on admission, length of stay, change of employment and admission of family members.
- Although family reunification is not considered a universal right, immigration policies often include conditions that allow family members to enter the host country. Family reunification migration usually includes spouses and young children, to whom family members are considered dependent (International Organization for Migration, 2011a).



### US Visa Types

Temporary Visas and non-immigrant visas

A-1	B-2	C-1	E-1	E-2	H-2A	
B-1	O-1	F-2	P-1	D-1	M-1	K-1
TD	R-1	G-2	TN	J-1	L-1A	L-1B
H-1B	O-2	H-1B				

Permanent Visas      Immigrant Visas

Need help with a visa to the US? We can help

Nonimmigrant Visa Categories

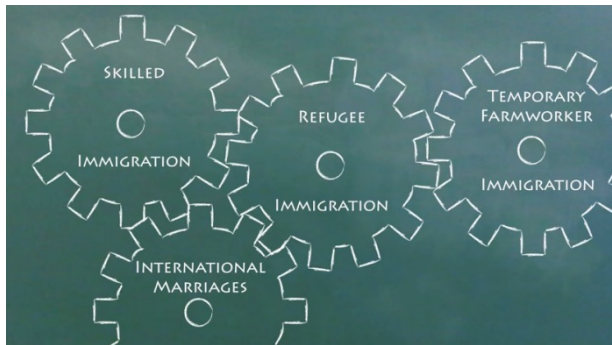
Immigrant Visa Categories

Immigrating Based on Family

Employment-Based Immigration

Number of Visas Each Year is Limited in Some Categories

Other Immigrant Visa Categories



- 1) Integration policies for non-citizens:** Successful integration of international migrants is an important issue for destination countries. Many countries take initiatives (such as language training and information campaigns to educate immigrants about the life and culture of the host country) to facilitate the integration of immigrants into the host society. However, the integration process for immigrants is not always easy, especially for their dependents, due to everyday language and other cultural barriers, as well as higher unemployment rates than for citizens.
  
- 2) Citizenship policies:** Most countries have legal provisions that naturalize immigrants under certain conditions. However, in some countries naturalization requirements are extremely restrictive for certain categories of immigrants.
  
- 3) Policies to facilitate the return of immigrants:** Many destination countries have initiated programs to encourage and facilitate the return of immigrants to their home countries. These include repatriation programs and programs to reintegrate return migrants into their home countries.

- **Guest worker period:** Between 1945-1970 in Europe, II. In order to eliminate the destruction caused by the World War II on the country's economies and infrastructure and to ensure the restructuring, the missing labor supply was tried to be supplied from the third world countries. Since immigrants contribute to the host country's economies, policies that encourage out-migration have been implemented.
- **Period of Family Reunification:** Since the early 1970s, European countries have tended to restrictive regulations and complicating practices. After the economic crisis that started in 1973, Western European governments implemented policies aimed at ending labor migration dramatically, limiting the number of immigrants that could be requested, setting annual quotas, and encouraging the return of existing immigrants (Gençler, 2005). The exception to restrictive immigration policies has been family reunification.
- **Disintegration of the Eastern Bloc**
- With the collapse of the Berlin wall, the Eastern Bloc countries, which previously did not allow their citizens to pass to the west, started to loosen these restrictions, and the Western Bloc countries sought to create new institutions and policies in order to prevent and control the intense migration flows that may occur from the east (Aykaç and Yertum, 2016). In the post-1990 period, there was a dilemma regarding migration within the EU. In a platform where democratic values and human rights are present on the one hand, and national sovereignty, security and economy on the other hand, the EU has sought a balance in international migration, and while increasing its measures to prevent new migrations that may occur in this context, it has also tried to produce policies for the integration of existing immigrants with the host society. (Koçak and Gündüz, 2016).



- **Immigration from Non-EU Countries**
- **Selective Migration: Admission of Skilled Workers to the EU**
- The European Union started the Blue Card application in 2009 in order to ensure that Europe receives more skilled labor migration and to increase its competitiveness for immigrants coming from outside the member states of the union. Although the immigration policies of the EU have been transformed with this practice, the rigidities in the legislation have prevented the practice from working efficiently and have led to an increase in the labor supply gap in non-skilled jobs. Since 2014, the European Commission has started to adopt a policy change for the implementation of more comprehensive and efficient regulations to solve these problems (new immigration policy). Aykaç and Yertum, 2016).
- **The Post-Arab Spring Period**
- With the 2010s, the political events and their consequences (Arab Spring) in North Africa and the Middle East triggered migration to Europe. After the EU announced that immigration from non-member countries would be tightened shortly after the events started, it established partnership policies with North African countries on the issues of "dialogue for immigration, mobility and security" based on mutual interests. Frontex (cooperation management agency for border violations of EU members), which was established in 2004 as the unit responsible for the border security of the region, was renewed as the European Union Border and Coastal Security Agency in 2016 and became a more effective institution.

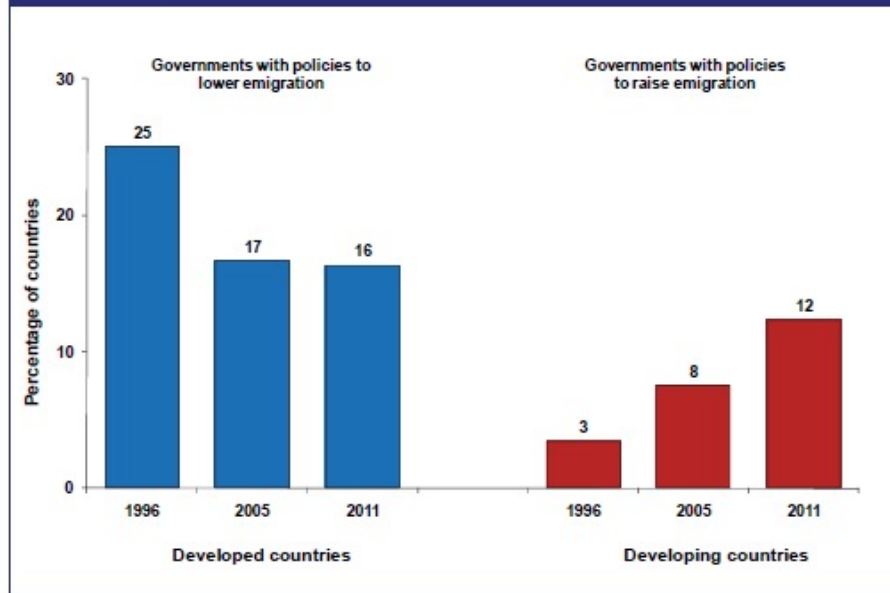
- Immigration and asylum policies of EU countries are roughly two-stage.
- The **first** are national policies designed to limit the number of migrants and asylum seekers and to deter applicants from seeking asylum.
- The **second** phase started with the introduction of an integrated and coordinated European migration and asylum policy. This "Europeanization" of migration policies has been promoted by two main goals. The first is to control and limit any additional increase in the number of immigrants and to avoid the negative effects of unilateral migration management, while the second is to prepare for attempts to realize a single European Market that will lead to the abolition of border controls between EU member states. (, 2006: 47).
- **In summary, the European Union countries have implemented policies to encourage immigration from abroad regarding the acceptance of temporary immigrants after they have become a destination for immigration. However, after the economic crisis of the welfare state and the economic transformations experienced in the capitalist world in parallel with this, it turned to restrictive and selective policies against immigration. After the enlargement of the Union, the regulations that ensure the free movement of the citizens of the member states (Schengen) have increased the internal mobility.**

- **Migration creates both opportunities and challenges for developing countries. In some sending countries there are concerns about the loss of highly skilled people, called the brain drain, which could hinder development.**
- Countries that perceive emigration levels to be too high have established policies to prevent people from migrating.
- 1. **Policies to increase education and employment opportunities:** Such policies to reduce immigration include strengthening education and training institutions in the country and increasing employment opportunities at home.
- 2. **Policies that allow dual citizenship:** Whether a person will be allowed to retain their original citizenship upon acquiring another country's citizenship is an important and sometimes a matter of choice for some immigrants.
- 3. **Policies to encourage the return of citizens:** Faced with the increasing migration of skilled workers, especially in developing countries, many governments have introduced policies and initiatives to encourage the return of their citizens living abroad.

**4. Policies regarding diaspora:** In recent years, encouraging diaspora members to be more involved in the development of their countries of origin has attracted more and more attention from governments, both in countries of origin and among diaspora communities.

Many governments have established special units to assist the country's immigrants and their families living abroad with a variety of issues, including employment opportunities at home, social or cultural reintegration opportunities, citizenship issues, information on money transfers and investments, and support for their return (Like Presidency for Turks Abroad and Related Communities).

Government policies to influence the level of emigration, by level of development, 1996–2011



- Some developing countries view emigration as a strategy to support development, not only through remittances or alleviating labor market pressures, but also recognizing that their diasporas can contribute to development through financial investments, as well as knowledge and skills transfer.
- In countries such as Bangladesh, Pakistan, Indonesia, Tajikistan, Thailand, Jordan and Nepal, policies are implemented to increase immigration.



Estimates of Turkish Migrants Abroad in Top 10 Destination Countries, 2007

Germany	2706232
France	197819
The Netherlands	184424
Austria	153836
United States	100325
Saudi Arabia	95752
Bulgaria	95248
Greece	66402
Switzerland	61861
United Kingdom	60110
Belgium	46324
<b>Total (Worldwide)</b>	<b>4402914</b>

Source: IOM 2008

## Turkey: A Country of Emigration

Exchange Migration in the First Years of the Turkish Republic  
 Migration from Turkey to Abroad from the 1950s to the 2000s

Labor, Family Reunification and Asylum Migration to Europe

Permanent Immigration to Australia

Project-Dependent Migration to North Africa-Middle East Region  
 and CIS

- **Turkey: A Country Receiving Immigrants**
- Forced (Ethnic) Migration from Abroad to Turkey from the 1920s to the 1990s
- Immigration from the Balkans (Immigrants and Emigrants)
- Regular and Irregular Migration to Turkey from the 1970s to the 2000s
  
- **REGULAR IMMIGRANTS (RESIDENCE PERMITS)**
- Professionals
- International Students
- Retirees
  
- **IRREGULAR IMMIGRANTS**
- Shuttle and Illegal Labor Migration
- Transit Migration
- Asylum Seekers and Refugees

Settlement Law **1934** and **2006**

Geneva Convention **1951**  
Additional Protocol Relating to Refugee Status  
**1967**

Asylum Regulation **1994**

Law on the Acquisition of Real Estate by Foreigners **2012**

Foreigners and International Protection Law **2013**  
Temporary Protection Regulation **2014**

Regulation on Work Permits of Foreigners Under  
Temporary Protection **2016**





- Population movements in Turkey between the years 1923-1950, when the nation-state building process was experienced, included two basic phenomena (İçduygu et al., 2014):
  - (1) Migration of the non-Muslim population abroad,
  - (2) Migration to Turkey of Turkish and Muslim populations from countries that were outside the borders of modern Turkey and that were formerly Ottoman lands.
- 1934 Settlement Law Article 3: "Individuals of Turkish descent or nomadic inhabitants and tribes and residents of Turkish culture who want to come from outside, individually (singly) or collectively, in order to settle in Turkey, are subject to the provisions of this law. They are accepted by the order of the Ministry of Internal Affairs (Ministry of Interior).
- With the regulation brought by the Settlement Law of 1934, it was aimed to both facilitate the "people of Turkish descent and adhere to Turkish culture" to come to Turkey as immigrants/refugees, and to prevent those who do not comply with this definition from coming to the country as immigrants/refugees.

## İSKÂN KANUNU

Kanun No. 5543Kabul Tarihi : 19/9/2006**BİRİNCİ BÖLÜM**  
**Amaç, Kapsam ve Tanımlar****Amaç**

**MADDE 1 – (1)** Bu Kanunun amacı; göçmenlerin, göçebelerin, yerleri kamulaştırılanlar ile milli güvenlik nedeniyle yapılacak iskân çalışmalarını, köylerde fiziksel yerleşimin düzenlenmesine ilişkin uygulamaya esas şartları ve alınacak tedbirleri, iskân edilenlerin hak ve yükümlülüklerini düzenlemektir.

**Kapsam**

**MADDE 2 – (1)** Bu Kanun; yurt dışından gelen göçmenlerin, yerleri kamulaştırılanların, göçebelerin ve milli güvenlik nedeniyle yerlerinin değiştirilmesine karar verilenlerin iskânı ile köylerin toplulaştırılmasına ve fiziksel yerleşimin düzenlenmesine ilişkin uygulamaya esas alınacak tedbirlere dair hükümleri kapsar.

**Tanımlar**

**MADDE 3 – (1)** Bu Kanuna göre;

- a) Tarımsal iskân: Bir aileye projesinde öngörülen miktarda tarım arazisi, işletme binası, konut, irat hayvanı, araç, gereç, tezgah ve kredilerden bir veya birkaçının verilmesiyle yapılan iskândır.
- b) Tarım dışı iskân: Bir aileye projesinde öngörülen miktarda arsa, konut, araç, gereç, tezgah ve kredilerden bir veya birkaçının verilmesiyle yapılan iskândır.
- c) Fiziksel yerleşim: Bir aileye, yerleşim yerinin elverişsizliği nedeniyle köylerin nakledilmesi veya dağınık yerleşim birimleri ve afet sonucu parçalanmış köylerin toplulaştırılması amacıyla veya köy gelişme alanından ihtiyaçlılara yapılacak arsa satışından sonra Bakanlıkça belirlenecek kredi miktarı üzerinden verilecek kredi desteğiyle yapılan iskândır.
- ç) Göçebe: Yerleşik tarımsal faaliyetler dışında kalmış, sabit ve daimi bir konuta bağlı olmadan geçimlerini göçer hayvancılıkla sağlayan, tabiat ve iklim şartlarına göre yurt içinde yaylak ve kışlaklar arasında göçen, bu hayat tarzını kadimden beri sürdüren, aralarında hısımlık ilişkileri bulunan ve hayvancılık faaliyetlerini bir grup halinde yürüten Türk vatandaşlarıdır.
- d) Göçmen : Türk soyundan ve Türk kültürüne bağlı olup, yerleşmek amacıyla tek başına veya toplu halde Türkiye'ye gelip bu Kanun gereğince kabul olunanlardır.
- e) Serbest göçmen : Türk soyundan ve Türk kültürüne bağlı olup, yerleşmek amacıyla tek başına veya toplu halde Türkiye'ye gelip, Devlet eliyle iskân edilmelerini istememek şartıyla yurda kabul edilenlerdir.
- f) İskânlı göçmen : Türk soyundan ve Türk kültürüne bağlı olup, özel kanunlarla yurt dışından getirilen ve bu Kanun hükümlerine göre taşınmaz mal verilerek iskânları sağlananlardır.
- g) Münferit göçmen : Türk soyundan ve Türk kültürüne bağlı olup, yurdumuza yerleşmek amacıyla bir aile olarak gelenlerdir.
- ğ) Toplu göçmen : Türk soyundan ve Türk kültürüne bağlı olup, iki ülke arasında yapılan anlaşmaya göre yurdumuza yerleşmek amacıyla toplu olarak gelen ailelerdir.

- **Item 30: Types of residence permit**
- Short term residence permit
- Family residence permit
- Student residence permit
- Long-term residence permit
  
- **Humanitarian residence permit**
- Victim of human trafficking residence permit
- Stateless Persons
- International Protection
- Refugee
- Conditional refugee
- Secondary protection
- Temporary protection

### İkincil koruma

#### MADDE 63 –

- (1) Mülteci veya şartlı mülteci olarak nitelendirilemeyen, ancak menşe ülkesine veya ikamet ülkesine geri gönderildiği takdirde;
- a) Ölüm cezasına mahkûm olacak veya ölüm cezası infaz edilecek,
  - b) İşkenceye, insanlık dışı ya da onur kırıcı ceza veya muameleye maruz kalacak,
  - c) Uluslararası veya ülke genelindeki silahlı çatışma durumlarında, ayırım gözetmeyen şiddet hareketleri nedeniyle şahsına yönelik ciddi tehditle karşılaşacak,
- olması nedeniyle menşe ülkesinin veya ikamet ülkesinin korumasından yararlanamayan veya söz konusu tehdit nedeniyle yararlanmak istemeyen yabancı ya da vatansız kişiye, statü belirleme işlemleri sonrasında ikincil koruma statüsü verilir.

### DÖRDÜNCÜ BÖLÜM

#### Geçici Koruma ve Uluslararası Korumaya İlişkin Diğer Hükümler

### Geçici koruma

#### MADDE 91 –

- (1) Ülkesinden ayrılmaya zorlanmış, ayrıldığı ülkeye geri dönemeyen, acil ve geçici koruma bulmak amacıyla kitlesel olarak sınırlarımıza gelen veya sınırlarımızı geçen yabancılara geçici koruma sağlanabilir.
- (2) Bu kişilerin Türkiye'ye kabulü, Türkiye'de kalışı, hak ve yükümlülükleri, Türkiye'den çıkışlarında yapılacak işlemler, kitlesel hareketlere karşı alınacak tedbirlerle ulusal ve uluslararası kurum ve kuruluşlar arasındaki iş birliği ve koordinasyon, merkez ve taşrada görev alacak kurum ve kuruluşların görev ve yetkilerinin belirlenmesi, Bakanlar Kurulu tarafından çıkarılacak yönetmelikle düzenlenir.



Turkish Citizenship Law No. 5901 contains a provision that allows Syrians to acquire Turkish citizenship collectively.

### TÜRK VATANDAŞLIĞI KANUNU

Kanun Numarası : 5901  
Kabul Tarihi : 29/5/2009  
Yayımlandığı R. Gazete : Tarih: 12/6/2009 Sayı : 27256  
Yayımlandığı Düstur : Tertip : 5 Cilt : 48

#### Yetkili makam kararı ile Türk vatandaşlığının kazanılması

**MADDE 10 – (1)** Türk vatandaşlığını kazanmak isteyen bir yabancı, bu Kanunda belirtilen şartları taşıması halinde yetkili makam kararı ile Türk vatandaşlığını kazanabilir. Ancak, aranan şartları taşımak vatandaşlığın kazanılmasında kişiye mutlak bir hak sağlamaz.

#### Başvuru için aranan şartlar

**MADDE 11 – (1)** Türk vatandaşlığını kazanmak isteyen yabancılarda;

- Kendi millî kanununa, vatansız ise Türk kanunlarına göre ergin ve ayırt etme gücüne sahip olmak,
- Başvuru tarihinden geriye doğru Türkiye'de kesintisiz beş yıl ikamet etmek,
- Türkiye'de yerleşmeye karar verdiğini davranışları ile teyit etmek,
- Genel sağlık bakımından tehlike teşkil eden bir hastalığı bulunmamak,
- İyi ahlak sahibi olmak,
- Yeteri kadar Türkçe konuşabilmek,
- Türkiye'de kendisinin ve bakmakla yükümlü olduğu kimselerin geçimini sağlayacak gelire veya mesleğe sahip olmak,
- Millî güvenlik ve kamu düzeni bakımından engel teşkil edecek bir hali bulunmamak, şartları aranır.

(2) Türk vatandaşlığını kazanmak isteyen yabancılarda, yukarıda sayılan şartlarla birlikte, taşıdıkları devlet vatandaşlığından çıkma şartı da aranabilir. Bu takdirin kullanılmasına ilişkin esasların tespiti Bakanlar Kurulunun yetkisindedir.

#### Türk vatandaşlığının kazanılmasında istisnai haller

**MADDE 12 – (1)** Millî güvenlik ve kamu düzeni bakımından engel teşkil edecek bir hali bulunmamak şartıyla Bakanlığın teklifi, Bakanlar Kurulunun kararı ile aşağıda belirtilen yabancılar Türk vatandaşlığını kazanabilirler.

- Türkiye'ye sanayi tesisleri getiren veya bilimsel, teknolojik, ekonomik, sosyal, sportif, kültürel, sanatsal alanlarda olağanüstü hizmeti geçen ya da geçeceği düşünülen ve ilgili bakanlıklarca haklarında gerekçeli teklifte bulunulan kişiler.
- Vatandaşlığa alınması zarurî görülen kişiler.
- Göçmen olarak kabul edilen kişiler.

## DÖRDÜNCÜ KISIM

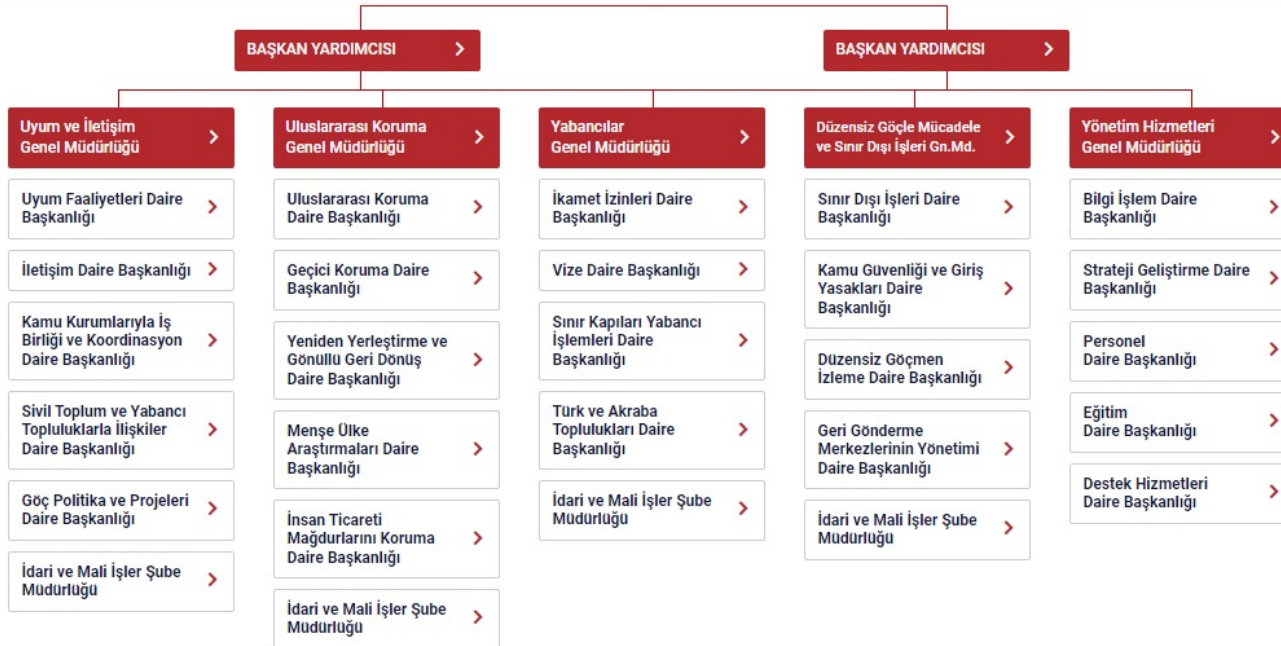
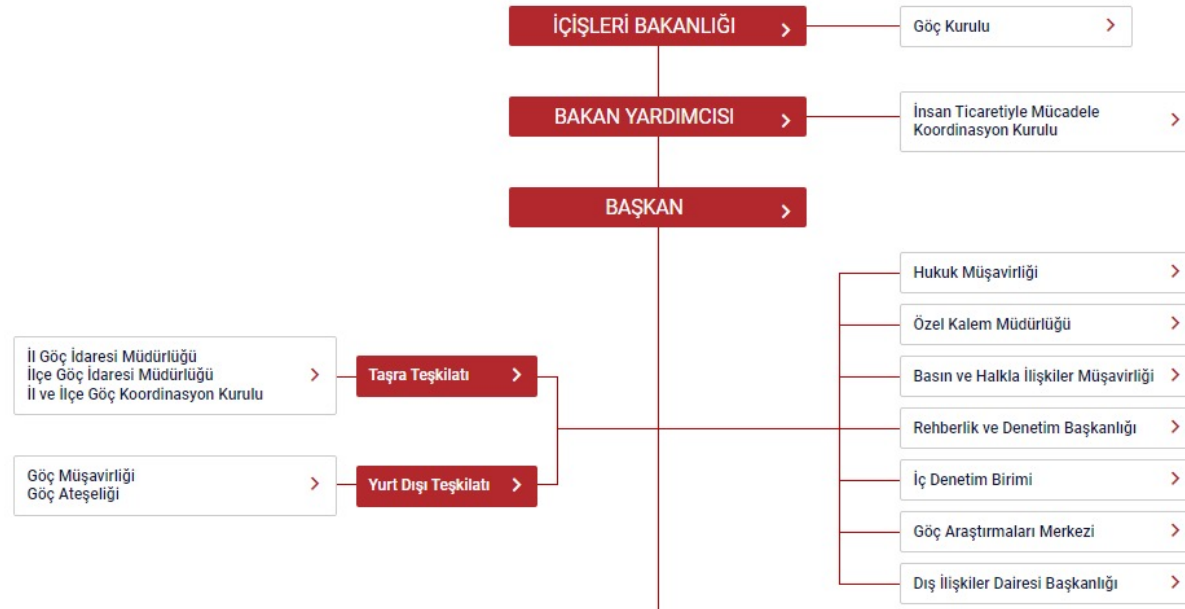
### Yabancılar ve Uluslararası Korumaya İlişkin Ortak Hükümler

#### Uyum

#### MADDE 96 –

- (1) Genel Müdürlük, ülkenin ekonomik ve mali imkânları ölçüünde, yabancı ile başvuru sahibinin veya uluslararası koruma statüsü sahibi kişilerin ülkemizde toplumla olan karşılıklı uyumlarını kolaylaştırmak ve ülkemizde, yeniden yerleştirildikleri ülkede veya geri döndüklerinde ülkelerinde sosyal hayatın tüm alanlarında üçüncü kişilerin aracılığı olmadan bağımsız hareket edebilmelerini kolaylaştıracak bilgi ve beceriler kazandırmak amacıyla, kamu kurum ve kuruluşları, yerel yönetimler, sivil toplum kuruluşları, üniversiteler ile uluslararası kuruluşların öneri ve katkılarından da faydalanarak uyum faaliyetleri planlayabilir.
- (2) Yabancılar, ülkenin siyasi yapısı, dili, hukuki sistemi, kültürü ve tarihi ile hak ve yükümlülüklerinin temel düzeyde anlatıldığı kurslara katılabilir.
- (3) Kamusal ve özel mal ve hizmetlerden yararlanma, eğitime ve ekonomik faaliyetlere erişim, sosyal ve kültürel iletişim, temel sağlık hizmeti alma gibi konularda kurslar, uzaktan eğitim ve benzeri sistemlerle tanıtım ve bilgilendirme etkinlikleri Genel Müdürlükçe kamu kurum ve kuruluşları ile sivil toplum kuruluşlarıyla da iş birliği yapılarak yaygınlaştırılır.

- **Turkey's institutional discourse on migration is undergoing a conceptual shift from assimilation to harmonization.**
- **Harmonization is not assimilation or integration.**
- **It is a voluntary and immigrant-focused harmony that results from mutual understanding between immigrants and the host society.**
- **The emphasis is on the active bilateral interaction of the harmonization process, its transformative and voluntary qualities.**



1. To determine Turkey's migration policies and strategies, to follow up their implementation
2. Preparing strategy documents, program and application documents in the field of migration
3. To determine the methods and measures to be applied in case of mass influx
4. To determine the procedures and principles regarding the foreigners who will be accepted to Turkey collectively with humanitarian considerations, and the entry and stay of these foreigners in the country.
5. To determine the principles regarding Turkey's need for foreign labor within the framework of the recommendations of the Ministry of Labor and Social Security.
6. To determine the conditions for the long-term residence permit to be given to foreigners
7. Effective cooperation with foreign countries and international organizations in the field of migration and determining the framework of studies in this field
8. To take decisions to ensure coordination between public institutions and organizations working in the field of migration

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