

Göç olgusunun sosyal dışlanma ekseninde analizi Migration analysis on the axis of social exclusion

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Ozet

Goc olgusu, sadece goc sorunu ile mucadele eden ulkelerde degil, tum ulkelerin oncelikli olarak tartistiklari konular arasında yerini almıştır. Goclerin nedenleri; issizlik, yoksulluk, egitim coografi yapı, yoksunluk, siyasi veya istihdam kaynakli olabilir. Ancak gocun temel kaynagi isgucunun hareketiligidir. Kuresellesme sureciyle birlikte ortaya cikan gelir esitsizligi nedeniyle isgucu arz ve talebi ulusal sinirlari asarak uluslararasılaşmıştır. Her ulke gocle farkli bicimlerde; hedef ulke, kaynak ulke, transit ulke kavramlarıyla yuzlesmek zorunda kalmıştır. Dunyada 20 ila 30 milyon arasında duzensiz goc gerceklestigi tahmin edilmektedir. Son yıllarda, Turkiye coografi konumu nedeniyle gocmenlerin duzensiz olarak gecici ve transit gecis yolu olarak kullandıkları bir ulke durumundadır. Gelismis ulkeler nitelikli gocmenleri kabul etmekte dusuk nitelikli gocmenleri ise kabul etmemektedirler. Bu baglamda, goc sorunu sadece ekonomik boyutlari ile degil sosyal boyutlari ile de oldukca onemli bir sorundur. Gocmenlerin bulduklari ulkelerde entegrasyon surecleri oldukca uzun ve guc olmaktadır. Gocmen olmaları nedeniyle issizlik ve buna bagli yoksulluk ve sosyal dislanma ile karsi karsiya kalmaktadırlar. Bu calismanin amaci, Son yıllarda Turkiye'nin karsi karsiya kaldigi goc olgusunun kavramsal boyutlarinin belirlenerek, gocmenlerin karsi karsiya kaldıkları yoksulluk sorunlarının yani sira sosyal dislanma boyutunun neden ve sonuclariyla analizi gerceklestirilecektir.

Anahtar Kelimeler: Goc, Gocmen, Issizlik, Yoksulluk, Sosyal Dislanma.

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Abstract

The phenomenon of immigration has taken place not only among countries that are struggling with the problem of migration, but among the issues that all countries have primarily discussed. Reasons of migration can be as follows: unemployment, poverty, education, geographical structure, deprivation, political or employment-based. But the main source of immigration is the mobility of the workforce. Due to the income inequality associated with the globalisation process, labour supply and demand is internationalised beyond national boundaries. Each country has to confront migration in different forms with the concepts of target country, source country and transit country. It is estimated that between 20 and 30 million irregular migrations have occurred in the world. In recent years, Turkey is a country which immigrants use irregularly as a temporary and transit route due to its geographical location. Developed countries accept qualified immigrants, not low-quality immigrants. In this context, the immigration problem is a very important question not only with its economic dimensions, but also with its social dimensions. Integration processes in countries where immigrants are located are quite long and difficult. Due to their immigration, they are faced with unemployment and so poverty and social exclusion arise. The purpose of this study is to analyse the causes and consequences of the social exclusion dimension, as well as the poverty problems faced by immigrants, by determining the conceptual dimensions of the immigration phenomenon that Turkey has faced in recent years.

Keywords: Migration, migrants, unemployment, poverty, social exclusion.

1. Introduction

Despite the wealth of development which has emerged with the globalisation process, issues such as inequality, insecurity, injustice, discrimination, social exclusion, poverty and immigration have increasingly deepened. Implemented neoliberal policies have brought about significant changes in the meaning and scope of conventional social policy; in this sense, new concepts have begun to be discussed in the international and multidisciplinary dimension. Emerging with a wide range of immigration cases, the ‘social exclusion’ concept – a large segment of interest – has been the focus of social policy debates in recent years.

Today, increased immigration with different reasons, along with the problems of it, is among the most important agenda of almost every country. Although social exclusion may seem like a new concept, it is a concept that we know in terms of subject content and cover. Because social exclusion covers basic social policies, such as poverty, unemployment, social protection, inequality and discrimination, and is associated with them, it has become the most important concept of economic, social, political debate and public intervention issues.

In light of these statements, immigration, its causes and social exclusion will be discussed and identifying the related problems and the solutions offered will also be discussed.

2. The concept of social exclusion and migration

Migration is an act of individual and mass displacement of people or of substitution living places because of economic, social and political reasons. Whether short term or long term, these movements mostly occur as a form of ‘*internal migration*’ in the same social system. Sometimes due to their unique circumstances, they emerge among the social systems as a form of ‘*external migration (emigration)*’ (Tekeli & Erder, 1978, p. 17).

Migration is not a static phenomenon, it is a process perceived with its causes and consequences. The elements of time and space and cause and effect, being a process more than a static phenomenon, made defining measurement, analysis, disclosure and interpretation of migration complicated, in the sense that both are theoretical and empirical (Icduygu & Sirkeci, 1999, pp. 249–250). In order to better understand migration, the socio-economic structure should be well known. Because migration events do not occur independently from the socio-economic structure, they are one of the indicators that reflect the structural changes in the economy in the best possible way (Yepez & Uner, 1974, p. 9).

In general, we look at the concepts related to international migration issues with negative perceptions. Migration refers to all the movements of the people within a given country (internal migration) or between countries (emigration). Registration of the immigrant population is defined as the source of the birthplace (foreign nationality) or nationality (foreigners). The individual who legally abandons his country at the request of him mostly because of economic reasons and lives in another country (with the permission of the authorities) in the framework of regulations by logging on that country is called *immigrant*. Immigrants are classified into freedom of movement, work, family reunification, refugees or under one of the different categories (<https://data.oecd.org/migration/permanent-immigrant-inflows.htm>).

For illegal immigrants, measures to protect him are not taken in the countries to which he goes, but for refugees and asylum seekers, measures are taken. Also, while only the repatriation process is administratively made about illegal immigrants, for refugees and asylum seekers, one of the administrative procedures, such as refoulement, ensures that social harmony or placement in a third country is applied (Deniz, 2014, p. 177). For immigrants going to another country for different reasons other than the countries in which they live, a certain amount of time must pass in terms of adapting to the social life in the country they have emigrated to. In the afore-mentioned process of this

adaptation, they face social and economic poverty and deprivation and they are exposed to social exclusion.

In the 1960s, the concept of social exclusion started to be voiced for the first time in France and was expressed by the disadvantaged groups in society, in the 1980s; it started with the discussion of inequality, poverty and unemployment (Del Castillo, 1994, p. 164).

Social exclusion refers to the dynamic process of being partially or totally deprived from social, economic, political and cultural systems which provide the social integration of individuals in the society (Walker & Walker, 1997, p. 8). Some segments of the society are faced with the social exclusion phenomenon by being deprived of the basic processes connecting people to the community and the world, such as employment, health and education services, cultural activities and participation in social–institutional decision-making processes. Some of the most exposed sections of social exclusion and the risk of social exclusion are primarily workers in the labour market and in the informal sectors, those in precarious jobs, women at risk of poverty and unemployment, youth, children, the elderly, the disabled and immigrants.

3. The relationship between social exclusion and immigration

Caused by neoliberal policies, the increase in long-term unemployment with new social crises and the reduction of social protection as a result of the state’s withdrawal from the labour market confront large segments of society with the phenomenon of social exclusion (Erdogdu, 2004). In the 1990s, with regard to the solution of problems especially, developed countries focussed on exclusion, prevention and mitigation policies of exclusion. Immigrants with an immigration phenomenon commonly experience social exclusion based on poverty, especially financial difficulties. The most common reason for migration constitutes financial difficulties. Therefore, immigrants are both new and foreign and are poor. Migrants are blamed for ‘immigrants’ and hence they are unable to enter into a variety of areas, including labour markets, and they eventually fall into poverty.

Among the groups discussed in social exclusion, immigrants are found to have an important place, but for migrants experiencing exclusion and inclusion in the country in which they live much debate is over citizenship issues. The models addressing the integration of immigrants based on the citizenship of the society in which they live are not valid for all immigrants, with an increase in the number of cyclical and illegal immigrants in the course of time. Because of a significant increase in illegal, undocumented or so-called irregular migrants and the number of illegally immigrants in a country is revealed in recent years, these old integration models may be applicable to only a particular section of socially excluded immigrants (Dedeoglu, 2011, p. 30).

The main feature of social exclusion experienced by irregular migrants is the drop in illegal situation because of their country of legislation. The legal status of migrants leads them to live and work in high risky conditions and precarious environments. They agree to work even in the worst conditions presented to them in order to earn their living; in this case, the immigrants are physically exposed to all kinds of risks coming from their employers. Additionally, irregular migrants are excluded from health and education facilities in many countries (<http://picum.org>). The Organised International Convention has limited applications to certain countries and they admit *the applicable national legislation for irregular migrants worldwide*. Because this legal system determines the status of immigrants in the country, it creates the most basic mechanism of immigrants’ exclusion. The dynamics of social exclusion faced by immigrants is directly connected to the migration regime in the country they live in. This regime both determines the legal status of immigrants in that country and also forms the framework of their social exclusion.

4. Migration and social exclusion in Turkey

In the 1990s, qualitative changes and transformations over the map of Turkey’s global migration had begun to emerge. When examining the causes of these changes, the most important one is that Turkey is not an emigration country; it is an immigration country and employs immigrants. After the Second World War, a large number of immigrant workers were sent to countries such as Germany and Turkey, which had become a *transit pass country* for immigrants who wanted to go to Europe, especially in the process that began in the late 1980s. After the 1990s, with the collapse of Russia, visible increases in the number of foreign workers in various sectors in Turkey had occurred. This situation brought Turkey to be a country that imported labour from the position of exporting labour (Icduygu, 2004; Lordoglu, 2005; Toksoz, 2006).

Towards the end of the 20th century, the impact of globalisation in almost every area, especially the nation state, reshaped international migration. These immigration processes, which were different from each other in their source and destination areas besides their size, dynamics, migration profiles, causes and consequences, redefined Turkey’s international migration regime (Yakar & Temurcin, 2013, p. 218).

UNHCR planning figures for Turkey In 2015*

The type of population	Origin	January 2015		December 2015	
		In Country Total	Aided whom UNHCR	In country total	Aided whom UNHCR
Total		1,633,560	1,632,930	1,889,780	1,888,930
Refugees	Afghanistan	3,930	3,930	3,930	3,930
	Iraq	25,470	25,470	37,470	37,470
	Syrian Arab Rep.	1,500,000	1,500,000	1,700,000	1,700,000
	Various	12,070	12,070	17,070	17,070
Asylum seekers	Afghanistan	32,330	32,330	42,330	42,330
	Islamic Rep. Iranian	10,250	10,250	14,250	14,250
	Iraq	43,070	43,070	67,070	67,070
Stateless	Various	5,820	5,820	6,820	6,820
	Stateless	330	–	550	–
Others	Russian Federation	310	–	310	–

*PoC planning figures in this table are Syrian Arab Republic and Iraq in developing countries which are based on the tendency and record data in early 2014; updated projections for Syria to be presented any upcoming appeal for additional requirements in 2015 and 2015 and regional refugee and resistance plan (including 3RP) of Iraq’s situation. <http://www.unhcr.org/cgi-bin/texis/vtx/page?page=49e48e0fa7f&submit=GO>

On the external dimension of migration, because of recent political developments and continuing civil war since 2011, the large number of asylum seekers from there is known to be in Turkey. It can be seen that since November 2014 the number of 1,065 million registered Syrian refugees had reached 2,291 million as of 10 December 2015 (UNHCR, 2016).

Recently, Turkey has risen to the sixth place among countries hosting the most refugees worldwide with the Syrian refugee movements. However, Turkey was confronted with a significant increase in their individual asylum applications with a mass influx of Syrians. According to the UN Refugee High Commissioner for Refugees (UNHCR), Turkey, with 45,000 applications in 2013, has risen to the fifth

place by rising 10 orders when in 2010 it was fifteenth in queue among industrialised countries admitting individual asylum applications in the world (UNHCR, 2013).

With such a high number of asylum seekers, especially in a region with very limited possibilities in terms of housing and employment in southeastern Anatolia in Turkey, occurring especially in the labour market housing, health and negative consequences for the social structure seem inevitable. The average unemployment rate in the provinces of the region is 13.5%, according to the TSI data (TSI, 2012). The number of Syrian people with work permits is 1,659 (Erdem, 2014, p. 48). In this sense, in order to support UNHCR protection measures and to facilitate access of urban and public services and assistance Syrian refugees, it has announced that it will continue to work in close cooperation with the Government of Turkey (UNHCR, 2016).

4.1. The foreigners who have entered the country legally and have residence or work permits

If the time exceeds 1 year of legal residence in Turkey in case of not being insured in their territory, from that date they are counted as insured by the General Public Health Insurance (GPHI) and will start to benefit from health services. GPHI premiums for foreigners with permission to work in Turkey regardless of the 1-year period as of the date they start to work are paid as indistinguishable from Turkish citizens and they benefit from the health system.

4.2. The foreigners who have logged into Turkey but have lived or worked without residing or work permit

The utilisation of health services on their own account can be possible only in the event of payment of fee. In particular, there are data about these expenses being met by themselves in the country or by their employers (Etiler & Lordoglu, 2010, p. 96).

Finally, *refugees and the stateless* can benefit from health services, but together with the adoption of this status, the SSI is reported to be a universal health insurance by the Ministry of Interior (RG, 2006).

Immigrants who are thought to increase the problems of unemployment and employment of Turkey should be directed to work quickly with compatible professions. *Illegal immigrant status* will expose these people to all kinds of exploitation, oppression and without social security work. This also will lead to an increase in informal employment and social exclusion.

5. Migration and social exclusion in the world

Although there are many different reasons at each time period and in the history of immigration, the important reason that came forward was immigrants requesting to leave their country in order to ensure a better quality of life for themselves and their families. The nature of the increase in immigration and mobility is often closely related to the changes occurring in the labour markets of developed countries.

As it is known, labour migration to Western Europe is regular and is often a formal structure, which had begun after the Second World War, and where immigrants were increasingly taken on a regular basis until the mid-1970s. In this way, meeting the workforce needs of the country after the war was achieved by importing immigrants. After this period, the trend of labour migration had entirely continued in four different ways, including through legal means. The first of these was to work with family members, others are to work with high-level qualifications, work in the time investigated and the demands of asylum seekers and refugees, and finally *some reflections on the irregular migration and labour market* occurred because of immigrant students' education.

OECD countries and inflows of asylum seekers to the Russian federation

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Australia	4,300	3,200	3,200	3,520	3,980	4,770	6,210	8,250	11,510	15,790	11,740	8,960
Austria	32,360	24,630	22,460	13,350	11,920	12,840	15,820	11,010	14,420	17,410	17,500	28,060
Belgium	16,940	15,360	15,960	11,590	11,120	12,250	17,190	21,760	26,000	18,530	12,500	13,870
Canada	31,940	25,750	20,790	22,870	28,340	34,800	33,970	22,540	24,990	20,220	10,360	13,450
Chile	90	200	380	570	760	870	..	260	310	170	250	–
Czech Republic	11,400	5,460	4,160	3,020	1,880	1,710	1,360	980	760	750	500	920
Denmark	4,590	3,240	2,260	1,920	1,850	2,360	3,820	4,970	3,810	6,190	7,560	14,820
Estonia	10	10	10	10	10	10	40	30	70	80	100	150
Finland	3,220	3,860	3,570	2,330	1,430	4,020	5,910	4,020	3,090	2,920	3,020	3,520
France	59,770	58,550	49,730	30,750	29,390	35,400	42,120	48,070	52,150	55,070	60,230	59,030
Germany	50,560	35,610	28,910	21,030	19,160	22,090	27,650	41,330	45,740	64,540	109,580	173,070
Greece	8,180	4,470	9,050	12,270	25,110	19,880	15,930	10,270	9,310	9,580	8,220	9,450
Hungary	2,400	1,600	1,610	2,120	3,430	3,120	4,670	2,100	1,690	2,160	18,570	41,370
Iceland	80	80	90	40	40	80	40	50	80	110	170	160
Ireland	7,900	4,770	4,320	4,310	3,990	3,870	2,690	1,940	1,420	1,100	950	1,440
Israel	–	920	910	1,350	5,380	7,740	810	1,450	5,750	2,000	–	–
Italy	13,460	9,720	9,550	10,350	14,050	30,320	17,600	10,050	34,120	17,350	25,720	63,660
Japan	340	430	380	950	820	1,600	1,390	1,200	1,870	2,550	3,260	5,000
Korea	90	150	410	280	720	360	320	430	1,010	1,140	1,570	2,900
Luxembourg	1,550	1,580	800	520	430	460	480	740	2,080	2,000	990	970
Mexico	280	400	690	480	370	320	680	1,040	750	810	1,300	–
Netherlands	13,400	9,780	12,350	14,470	7,100	13,400	14,910	13,330	11,590	9,660	14,400	23,850
New Zealand	840	580	350	280	250	250	340	340	310	320	290	290
Norway	15,960	7,950	5,400	5,320	6,530	14,430	17,230	10,060	9,050	9,790	11,470	12,640
Poland	6,910	8,080	6,860	4,430	7,210	7,200	10,590	6,530	5,090	9,170	13,760	6,810
Portugal	90	110	110	130	220	160	140	160	280	300	510	440
Russian Federation	740	910	960	1,170	3,370	5,420	5,700	2,180	1,270	1,240	1,960	–
Slovak Republic	10,360	11,400	3,550	2,870	2,640	910	820	540	490	730	280	230
Slovenia	1,100	1,170	1,600	520	430	240	180	250	370	310	240	360
Spain	5,920	5,540	5,250	5,300	7,660	4,520	3,010	2,740	3,410	2,580	4,510	5,900
Sweden	31,350	23,160	17,530	24,320	36,370	24,350	24,190	31,820	29,650	43,880	54,260	75,090
Switzerland	20,810	14,250	10,060	10,540	10,390	16,610	16,010	13,520	19,440	25,950	19,440	22,110
Turkey	3,950	3,910	3,920	4,550	7,650	12,980	7,830	9,230	16,020	26,470	44,810	87,820
United Kingdom	60,050	40,630	30,840	28,320	28,300	31,320	30,680	22,640	25,900	27,980	29,400	31,260
United States	43,340	44,970	39,240	41,100	40,450	39,360	38,080	42,970	60,590	66,100	68,240	121,160

Irregular migrants, outside this group, show willingness to participate in the most intense job market in order to try and remain in the country with the methods that are considered contrary to the laws of the country from which they come. This situation clearly shows that immigrants are exposed to social exclusion in all fields. After the 1980s, especially with regard to developed countries, both quality of migration changes and migration phenomenon led immigrants to enter different searches besides the formal and regular way.

Globally migration movements caused by internal conflicts and political changes made some of the immigrants participating in this case to continue searching for refugee or asylum positions outside their own countries with vital reasons. The OECD data show a 13% reduction in the number of immigrants in the member states between 2011 and 2007. Despite this, the number of refugees and asylum seekers has increased only in Turkey and Greece between the years 2001 and 2011 (<http://stats.oecd.org/viewhtml.aspx?datasetcode=MIG&lang=en> 19.01.2016).

The second important element carried out by irregular labour migration in terms of Western European countries is the changes occurring in the country, which are immigration and emigration. Some of the countries (Italy, Greece, Spain and Portugal) exporting formal labour migration in an era have come to the position of countries importing labour as a result of the changes occurring in their labour market since the 1990s. Moreover, considering that the free movement of labour among EU members of these countries and between them, the size of the change arises. The most intense sector of foreign employment in these countries is the service sector and this sector is common in terms of the most formal economy (<http://www.npdata.be/BuG/165-NV-A-migratie/OECD-Migration-Outlook-2012.pdf>).

6. Result

As in developing countries, fundamental changes in the labour market and labour relations lead to issues relating to the scope of social protection in terms of population and the risks in developed countries, too. Reducing social policy arrangements for the labour market, giving importance to their business priorities and increasing informal employment are considered as competitive advantages to limit labour costs depending on the increased employment in small and medium-sized enterprises fulfilling the labour-intensive production process and increase in unregistered employment.

When conditions in the labour market and inappropriate social protection programmes lead to exclusion more than social protection, the areas located in certain social groups, especially immigrants, are negatively affected by exclusion. The acquisition of economic, social and political benefits expected from the social protection is directly connected with covering the whole society and providing the appropriate level of protection.

The countries signing the United Nations International Convention for the Protection of the Rights of Migrant Workers and their Families admit guaranteeing immigrants certain rights, regardless of them being legal or illegal, provided they have lived or worked in that country for a period of time (Phizacklea, Kofman, Raghuram & Sales, 2000). However, these contracts are of a very symbolic than real. This contract was signed by 32 countries including Turkey in 2007, but the countries which signed it are countries that immigrate in general. There is no country from Western European who signed the convention (Dedeoglu, 2011, p. 31).

Although it is known that a proper system of social protection is an indispensable element of social justice, a social protection system which is inadequate in terms of scope and level of protection *is clear that it fosters social injustice instead of providing social justice*. When insufficiencies related to coverage meet with changes in experiencing social protection systems, it leads to the violation of social justice. On the other hand, broadening the scope of the social protect system cannot be seen as only increasing the number of people benefitting from social protection. Expanding the scope in terms of people and diversity of the risks covered are also important. The main aim is to provide a sufficient

and appropriate level of protection against all risks revealing income insecurity to all members of the society (Kapar, 2006, p. 230).

In developing countries, political and legal guarantees may not be enough to provide all the promises of citizenship. In either context, when a new group comes from outside a community and is assumed to be built into theirs, this segment of the population cannot be accepted by the community at the desired level and exclusion problems come to the surface. So, the experience of migration, immigration and financial difficulties mentioned emerge as the most common phenomenon showcasing the exclusion spiral. The most common reason for migration points to financial difficulties. Therefore, immigrants are both new and foreign, and also they are poor. The people migrating are excluded for being 'immigrant' (Sapancali, 2003) and hence they are unable to enter into a variety of areas including labour markets and they eventually fall into poverty, and they have to live a different dimension of social exclusion because of their poverty.

In conditions of increased insecurity, requirements for developing the scope of social security have become more important than ever. Social protection deficit, deficit in the protection of humans with a more realistic expression, is one of the world's most tangible measures of instability. The World Commission on the Social Dimension of Globalisation has mentioned that the current globalisation model is morally unacceptable and politically unsustainable. Dissemination of social security is the main factor in making the globalisation process fairer and redresses the imbalances that occur in this process.

Thus, reduction in social exclusion by ensuring solidarity and social justice can be achieved. As a result, today the most important concept in the field of social policy is social exclusion, which is used for defining individuals who cannot integrate into society and is a broader concept than poverty, and also the fight against social exclusion aims to be part of a community of individuals again.

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