

Challenges and Opportunities of Migrant Entrepreneurship: Iranian Immigrant Entrepreneurs in Turkey and The European Union

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Abstract

The phenomenon of migration represents a process that continues from the past to the present. This process, along with the change it experienced in itself, expanded the content of migration by definition. Migration, which has become increasingly dynamic, has gained importance in the economic and political field as well as in the social field.

Today, immigration has influenced different areas from the economic growth of countries to their policies. In this context, migration has become a direct influence on the economic growth of countries, the emergence of immigrant entrepreneurship and the formation of migration policies, not displacement.

Migration is part of a multidimensional, complex, and historical process. On this basis, limited or massive migration and displacement of groups of people who choose the option of migration for various natural, economic, social, political or security reasons has always been witnessed. With this thought, Immigrants actually had to migrate either to escape from problems and difficulties.



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In recent years, migration both at home and abroad; It has become one of the main concerns of governments. That is, migration, like other social and geographical phenomena, is both internal and international migration that includes migrant opportunities and some opportunities and challenges for migrants. In this article, based on a literature review, it is aimed to examine the issue of immigrant entrepreneurship and to provide suggestions for smart, sustainable and inclusive growth and the development of social and economic opportunities based on the principles of development policies in Turkey and the EU to improve this category, quality of life.

Keywords: Migration, Immigrant Entrepreneurship, Iran, Turkey, European Union Migration Policy

INTRODUCTION

The phenomenon of migration in the world includes three different features since the 1950s. These are gaining the ability to repeat itself, forming its own habitus and becoming a sign (in a cultural sense). This nature of migration has caused source and destination countries to be economically affected significantly. Migration, which is increasingly experienced in the global world, has brought the issue of immigrant entrepreneurs to the agenda.

Immigrant entrepreneurship means that immigrants start their own businesses in the countries they go to. In this context, immigrant entrepreneurship draws attention with its many features, from the contribution of immigrants to the economic growth of the countries they go to, to the formation of a limited market within itself. What affects immigrant entrepreneurship is the existence of countries' immigration policies and processes.

This study focuses on explaining the issue of immigrant entrepreneurship in Iran. In the first part of the study, immigration, immigrant entrepreneurs and economic growth are emphasized. In the second part, the immigration policies of Iran and Turkey were tried to be explained. In the last part, the migration processes of Iran within the framework of EU and Turkey relations were examined.

1. MIGRATION, MIGRANT ENTREPRENEUR AND ECONOMIC GROWTH

The phenomenon of migration has manifested itself as a unilateral application area throughout the ages. So much so that when we follow the process of migration, we can say that the definitional differences did not exist until the second half of the 20th century. Until this period, the phenomenon of migration refers to a process of relocation created by those who target only the destination and ignore this target in terms of residents and states. However, since the 1950s, the definitions of the phenomenon of migration have differentiated and managed to make three features visible in itself. The first of these is that migration ceases to be a mere obligatory action and gains the ability to repeat itself in every time period. Thus, once migration begins, it transforms itself into a sustainable process (Castles and Miller, 2008). The second is that migration creates its own habitus by creating gaps in the places where the settlers live.

In this context, migration leads to the establishment of enterprises of various sizes and the formation of all kinds of associations to meet the needs of those who come to certain settlements of the target country. The most obvious example of this is immigrant entrepreneurs. By employing family members and others from their own social networks in the destination country, they increase flexibility and reduce costs. The fact that Turkish immigrants in Amsterdam managed to enter the ready-made clothing sector more than other economic sectors between 1986-92 (Rath and Kloosterman, 2000) is a small example of immigrants creating their own habitus through entrepreneurship.

In the early 1990s, with the collapse of communism and the influx of illegal immigrants from Eastern Europe, immigration policy in the European Union (EU) became known as "Common Interest" in the 1992 Maastricht Treaty and was transformed from an intergovernmental policy. At the executive level, the phenomenon of migration was determined by the Amsterdam Treaty (1997), which set minimum standards, and finally, the European single market, common security and foreign policy, in the 2007 Lisbon Treaty. Thus, European leaders concluded that joint cooperation in the field of migration could be more effective (Mokhtari, 2009). Since 2015, the rhetoric that legal and illegal immigrants threaten European culture and unity reigns in Europe today (Verwin, 2018). In the latest case of legal and illegal migrants to Europe, we see that such migration to Europe has become essentially a cultural indicator. Public protests, exclusions, entertainment, hippie movements and similar movements that started in the 1960s (Jenks, 2007) continue with various indicators today. The Republic of Turkey receives immigrants from the east, especially from Syria, Afghanistan, Iran and Pakistan. More than 5% of the population in Turkey has come from migration. The Turkish people are uneasy about the fact that these immigrants are not returning. This tension can cause events. The popular uprising in Ankara Altındağ is the latest example of this. Many Syrians were injured in the events that broke out after the news that a Syrian refugee killed a Turkish teenager in a park in Ankara (Middleeasteye, 2021).

With the inclusion of immigrants from the source countries to the destination countries, the issue of immigrant entrepreneurship has started to be accepted in the world and different definitions have emerged on immigrant entrepreneurship until today (Kloosterman and Rath, 2001; Fatoki, 2014; Tash and Chiftchi, 2009). Various factors (social, cultural, economic, political) have been examined in studies on immigrant entrepreneurs (Baycan Levent, Kundak, 2006; Kloosterman, Rath, 2001; Kloosterman, van der Leun 1999; Rath, Kloosterman, 2000; Ram, Jones, Villares-Varela, 2016; Eryılmaz, 2020).

Volery (2007) defines immigrant entrepreneurs as people who have immigrated to a new country and established a business there. FaToki (2014) also defines immigrant entrepreneurs as business owners who seek profit in the market, bring innovation to the economy and create a culture. Aaltonen and Akola (2012) define migrant entrepreneurs as those who have migrated to a new country, become involved in the

business world and contribute to employment.

The first academic studies on immigrant entrepreneurship were made in the United States of America (USA) when immigrants started working in small jobs. Then, especially after the Second World War in Europe, it started to accept migrant workers to close the labor force gap.

As the immigrants, who went as skilled workers in time, settled in the countries they went to and started to multiply, a suitable environment for immigrant initiatives began to emerge (Volery, 2007).

Immigrant entrepreneurship is effective in increasing employment and fighting unemployment, preventing economic crises, carrying cultural richness and diversity to the global dimension and increasing world welfare. In addition, they act as a bridge in the development and strengthening of bilateral relations between countries, in breaking prejudices, in promoting and maintaining their own cultures in different countries. Culture, social networks, scarcity of other job options, regulation in the destination country, potential contribution to the host country, access to capital, success rates, in addition to these, today's sexist migration system and its impact on labor processes are also included in the explanations of the immigrant enterprise (Ram, Jones, Villares - Iran Middle East and North Africa Varela, 2016; Nishanci, 2015; Kloosterman and Rath, 2001; Eryilmaz, 2020).

In addition to the positive aspects of immigrant entrepreneurship, it is stated that there are also some negative aspects. Despite their desire to appeal to different customers, immigrant entrepreneurs generally do business for the limited market of their own environment or communities with common ethnic groups (Ram, Jones, Villares-Varela, 2016; Rath, Kloosterman, 2000; Masurel, Nijkamp, Tastan, Vindigni, 2002). On the other hand, in most cases, it has been demonstrated that migrant entrepreneurship does not play an important role in the overall strategy supporting the integration of migrants in 32 European countries (Rath, Swagerman, 2016; Ram, Jones, Villares-Varela, 2016). Today, racism, which has started to become widespread in developed countries that are going into global economic crises, high advertising costs, restrictive contracts, lack of capital, and lack of education in the field of business are other negativities for immigrant entrepreneurs (Bogan, Darity, 2008: 2004).

According to Kloosterman and Rath (2001), the commitment of migrant entrepreneurs who come and settle in the destination country from the source country is substantially different from that of the resident. Immigrants have different resources compared to natives. In this context, with the expansion and deepening of emerging economies into the global network, the existence of three important levels in the field of immigrant entrepreneurship is important. The first is the policies of nation states against globalization. For migrant entrepreneurship to appeal to a wider audience, national institutions, laws, rules and regulations are important in determining what is marketable or commercializable.

The second level is regional/urban. Cities and regions have quite different economic destinies. It can therefore contribute to significant differences in opportunity structures in a country. More importantly, the attractiveness of regions and some cities has not decreased over time, but has become more prominent. In this way, cities have realized new ways of integrating themselves into the global world by creating new attraction areas.

The third level is localization. Market access and growth potentials differ not only between cities but also within cities. It is related to the distribution of population in a city and the formation of new spatial developments and consumer markets associated with it. The concentration of certain immigrant groups in these places means the establishment of markets for by-products that cannot be provided by domestic suppliers for immigrant entrepreneurs.

The internal parameters of migration (low wages, government policies, improving the quality of education, technological development, etc.) also affect the economic growth of the target countries and source countries. Therefore, there is an important relationship between economic growth and migration today. It is the economic size of the countries they come from as well as the characteristics of the immigrants that reveal the importance of this relationship. Therefore, the phenomenon of migration indicates the existence of a close relationship with economic growth as well as with immigrants. Economic growth, which is seen as an expression of the increase in real income per capita, occurs as a result of the expansion of a country's production economy. Therefore, economic growth is the production increase of the economy of the country under consideration. The striking point in production increases is the changes in gross domestic product (Gross domestic product). Gross domestic product, on the other hand, is the monetary equivalent of the goods and services produced by a country over a period of time (Kibritchioglu, 1998).

Iran generally has an economic structure in which central planning is dominant in the economy, state ownership of oil, natural gas and other large-scale enterprises continues, agricultural production is predominant in rural areas, and private trade activities are limited. According to the World Bank's per capita income classification, Iran is among the high/upper middle-income countries, including Turkey, between 3,976 and 12,275 USD. While per capita income in Iran was 2,853 between 2013 and 2014, and 4,904.3 US dollars according to 2015 data (Worldbank.org, e.t. 09.05.2021), it increased to 5,373 US dollars in 2016 (DEİK, 2017).

Although Iran is the second largest economy in the Middle East and North Africa Region after Saudi Arabia, Iran's Gross Domestic Product, which was 541 billion dollars in 2011, due to the sanctions imposed on local and international banks, as well as oil exports, which is the main dynamic of the country's economy. It fell to 398 billion dollars in 2012, 367 billion dollars in 2013, and increased to 436.2 billion US dollars in 2016.

On the other hand, a Gross domestic product of 628 billion US dollars is estimated for Iran in 2020, calculated at the official exchange rate, and Iran's real Gross domestic product is predicted to grow by 1.7% between 2020/21. The growth rate was 8% in 2007, 6% in 2009, 5% in 2010, 5% in 2011, 6% in 2012, - 8.2% in 2013 (Summary of Economic Developments of the Country, 2013; Statistical Center of Iran, 2007), and the 2017 economic growth rate was 3.8% (Iran Country Report, 2017; Worldbank.org, et 09.05.2021; DEİK, 2017). Iran's 2020 Gross Domestic Product real growth rate is projected to be 4% (indexmundi: Iran Real Growth Rate, e.t. 08.05.2021).

When evaluating the relationship between economic growth and migration, it is necessary to consider its effect on economic growth as a country that receives and sends immigrants. Therefore, a two-way relationship emerges. This relationship manifests itself on a global scale in the form of affecting and being affected. For example, for the country of emigration, experiencing migration for any compelling reason means that human capital will progress in the negative direction and loss of labor in the workforce (Yılmaz, 2014). This reveals the importance of the issue of international migration.

International migration creates its own cycle in parallel with the increase in globalization in recent years. As this cycle is renewable, it creates various effects on the economies of the target countries. One of the first issues that come to mind regarding the effects of international migration on the target country's economy is economic growth. International migration positively affects the economic growth of target countries in terms of innovation, capital accumulation, human capital, foreign trade and domestic demand (Gur, 2017). However, in the target countries, the entry of immigrants into the labor market also creates a negative effect on increasing unemployment, increasing unregistered employment and lowering wages (Gur, 2017).

The international workforce directly affects the job and economic growth rate. According to the International Labor Organization (ILO) Global Migrant Worker Estimates covering the period 2013-2017, approximately 87% of migrant workers are between the ages of 25 and 64. This suggests that some countries of origin are losing the most productive part of their skilled workforce. In addition, this situation negatively affects the economic growth of those countries (www.ilo.org, e.t. 07.05.2021).

International labor migration may be caused by domestic and foreign economic reasons such as the globalization of the world economy, the differences in labor wages between countries, the increase in income differences between poor and rich countries, and rapid population growth. There are three types of international labor migration: definitive migration, temporary migration and brain drain.

Definite immigration is the return of an individual to the country from which she came throughout her life. The source country also loses its manpower and subsequent generations. Temporary migration is the work of individuals to go to the destination country and then return to the source country. Brain drain is the departure of educated and qualified workers from the country. Scientists, engineers, etc. fall into this category (Baramidze, 2001).

In a study by the International Monetary Fund (IMF), Iran is the country with the most brain drain in the world. It is stated that 150 thousand educated people leave the country every year due to brain drain. Since the Islamic Revolution that took place in 1979, more than 6 million people have immigrated from the country to abroad, and this migration has damaged the Iranian economy by 50 billion dollars. It was announced that 92% of the students sent abroad did not return to the country (Ministry of Commerce Consultancy Reports, 2021).

One of the most important causes of brain drain in Iran is the employment problem due to rapid population growth. In addition, the participation of 270 thousand university graduates in the workforce every year, the increase in socio-economic pressures, and low wages are shown. Therefore, educated people in Iran mainly migrate to the United Arab Emirates, Turkey, India and Australia. In some cases, it stays in these countries temporarily, and then countries such as Canada, America and Germany are targeted. In a survey conducted among university graduates in Iran, the countries they want to go to are America (38%), Western Europe (36%), Australia (15%), Eastern Europe (9%), and East Asia (2%). In addition, it was stated by the Iranian authorities that according to the figures in 2014, 120 thousand students from Iran went abroad for education, and Malaysia, USA, Canada, Germany, Turkey, England and Tajikistan were the most preferred countries (Ministry of Commerce Consultancy Reports, 2021).

Ebrahimzadeh (2001) states that socio-economic factors and government expenditures have different effects on preventing international migration, and government strategies should focus on investments that have positive implications in reducing migration. In this context, migration policies of countries gain importance.

2. MIGRATION POLICIES OF IRAN AND TURKEY

Migration policies are laws and practices implemented by national governments to influence the three categories of scope, source and composition of migration flows. The formation of policies is important to reduce or increase the migration flow or to keep it at a certain level. The formation of these policies includes many issues, from the acceleration or deceleration of migration flows or shifting to a strategic foreign policy, depending on the source or destination country.

An important issue brought up in immigration policies is its effectiveness. There are some factors that determine this activity. The first is how to understand the change in the migration flow and process. Second, what tools are available to measure the effectiveness of these policies and how that measurement is made. In addition, in order to better understand immigration policies, it is necessary to focus on general and specific objectives. For example, laws, measures and regulations targeting a specific immigrant group such as the admission of high and low skilled workers, the issuance of work permits, family reunification, and students are among the specific targets (Mandel, 2000).

Regional crises and permeable borders have brought large groups of immigrants to Iran, and the country has struggled with immigrants as well as revolution, war, major political upheavals and economic pressures. Existing laws and administrative bodies did not have the strength to face a disorder and multitude of power centers, creating special conditions after the revolution, and this caused problems in border cities (Asur, 1994; Arfa Nia, 1991; Emami, 1997). Afghan immigrants stand in the middle of such a problem. Adopted by the Iranian society at the beginning of the 1979 Iranian revolution, Afghans had negative feelings towards Afghans in Iran with the effect of the extraordinary increase in their numbers in the following years. Perceptions that mass migration influxes increase unemployment in Iran and the preconceptions that there is an increase in crime rate as a result have been effective in increasing anti-immigrant views in Iran.

The geopolitical situation and its location in the crisis-ridden region of the Middle East, as well as its open-door policy in accepting foreign immigrants, have made Iran one of the world's most heavily immigrant destination countries. Afghans constitute the majority of foreign immigrants living in Iran. Afghans form the basis of Iran's immigration policies, with the effect of hosting the largest number of Afghan immigrants in the world. The borders, the period of disorder and the sharing of power centers after the revolution, as well as the disorganization of the administrative system, created a fertile ground for immigrants to misuse their identity documents. This is not only a challenge but also a threat, and it is important that it targets national security. For example, in civil society and government structures after an immigrant becomes naturalized. The absence of restrictions on the sensitive work of immigrants in Article 982 of the Iranian Civil Code indicates an effective immigrant initiative (Papli, Hossein, 1993; Papli, Hossein, 2001; Beigi, 2005).

In addition to economic factors, increase in rural wages, instability in the agricultural sector and income fluctuations contribute to the intensification of migration in Iran due to economic growth (Daneshvar, 2006).

The basis of Iran's international legal legislation on immigration is the 1951 Geneva Convention on the Legal Status of Refugees and the 1967 Protocol. However, Iran signed this convention and protocol on June 15, 1976. Iran signed the 1951 Geneva Convention on the Legal Status of Refugees and the 1967 Protocol during the Shahinshah period before the 1979 Islamic Revolution, but the 1967 protocol numbers 17 (paid employment), 23 (social assistance), 24 (labor legislation and social security) and 26 (freedom of travel) accepted the articles only as a recommendation (Mohammad, 2008).

In accordance with the 180th article of the Third Five-Year Development Law, which was approved by the Iranian Parliament on April 5, 2000, the Coordination Council on the Situation of Foreign Nationals was established under the chairmanship of the Ministry of Interior in order to coordinate the immigrants within the country. On March 7, 2001, the Implementing Regulation for the implementation of Article 180 was approved. According to this regulation, Afghans living in Iran are considered "Avare". Today, a significant part of Afghans residing within the borders of Iran are in the vagrant class with a temporary residence permit. In Iran, Alborz, Tehran, Isfahan and Gilan, Khuzestan, Kermanshah and Marat, Larsat, Marat and Lars are the cities where Afghans live heavily and are most popular. In addition, these cities stand out as the Iranian cities with the highest immigrant flow (Mahmoudi, Mushfeq, Kazemipour, 2012).

Advisor to the President of the Khorasan Bar Association said; "According to article 180 of the Iran Third Development Plan Law, A coordination committee was set up under the chairmanship of 10 ministries, institutions and organizations to focus on policy making for foreign nationals, also stating: With this form of policy, more systematic implementation of immigration policies is allowed (ISNA News Agency, 2021).

The Ministry of Interior is the authorized institution in charge of carrying out business and transactions related to Afghan immigrants in Iran. In Iran, the General Directorate of Foreigners and Immigration Affairs (BAFIA) affiliated to the Ministry of Internal Affairs of Iran has been assigned for all legal procedures related to the residency of foreigners and immigrants. In order to reduce the workload of BAFIA, official coordination centers named bail office have been established for the issuance of immigrant temporary residence cards and work cards in Iran (<https://bafia-gov.kr.ir> e.t. 30.04.2021).

In order for immigrants to contribute to economic growth, it is important that the target country establishes appropriate institutional structures. For this reason, it is necessary to create the conditions required by the target country for immigrants to transfer their talents, skills and capital to economic growth in a positive way. Failure to meet these conditions by the destination country opens the door to informality rather than efficiency, or to the use of immigrants by the state in different ways. Since most Afghans are in the vagrant class, Iran has problems in the use of these immigrants in the labor force in the country. Because of unregistered employment, Iranians hold the state responsible for policies towards Afghan immigrants regarding low wages.

The formation of an atmosphere of insecurity towards immigrants in the destination country may harm the economic growth in the host country by causing the deterioration of the socio-economic order. Afghan immigrants working in heavy industries in Iran are also a subject of discussion in Iran. Since Iranians are not inclined to work instead of immigrants working in heavy industries, the Iranian administration is reluctant to send Afghan immigrants back. In this context, Iran maintains a more sensitive policy regarding Afghan immigrants working in heavy industries. Afghans working in this branch are prioritized compared to other immigrants.

Migration policies in Turkey are periodic. İchduygu (2014) divides these periodicities into three as the early period of nation-state building, which includes the period 1923-1950, the establishment of the preservation of the nation-state between the years 1950-1980, and the globalization of the nation-state since 1980. According to the author, it is the relationship with the economy, society and politics that the country has passed through that reveals these three periods.

The first legal regulation made between 1923 and 1950 was the Settlement Law No. 885 dated 31 May 1926. This law, which was prepared with the understanding of the nation-state, has characteristics related to Turkish culture and lineage due to its content. The first general regulatory law enacted between this period was the Settlement Law No. 2510, dated 14 June 1934. Again in this law, references were made to the Turkish ancestry and culture. In the justification of the law, care was taken to develop policies in order to bring immigrants of Turkish origin or Turkish culture to the country and to turn Turkey into a center of attraction for them.

Between 1950 and 1980, it was the stage of the nation-state building in Turkey gaining an established dimension. In this period, the migration of people of Turkish origin from Yugoslavia and Bulgaria to Turkey continued. Beginning in 1979, due to the economic, political and social turmoil in neighboring countries, Turkey faced mass migration flows for the first time, both Turkish and non-Muslim, and caused irregular migration movements in Turkey (İchduygu, 2014). In the period between 1950-80, Turkey tried to create a policy according to some documents put forward by supranational organizations in order to organize migration. For this purpose, the 1951 Geneva Convention, which clarified the place of immigrants in international law, was adopted in 1961 with a law numbered 359.

İchduygu and Aksel divide the period after 1980 into two as 1994-2001 and after 2001. The year 1994 is expressed by the “Asylum Regulation”, which introduced new policies due to the change in migration flows. Since 1994, Turkey has started to be the address of permanent immigration, and between 1994 and 2000/2001, it has followed a more effective, active and targeted policy in order to balance the said migration flows and maintain order (2012). From Iraq after the First Gulf War in 1991, from Bosnia between 1992-1998, from Macedonia in 2001, and finally from Turkey, which paved the way for a more consistent and balanced path for migration policies, and since 2011 Syria, which still receives immigration, is among the elements of change in Turkey's immigration policies.

Turkey was accepted as a candidate country to the EU in 1999. This situation necessitated the reshaping of Turkey's migration policies. On the other hand, many reasons such as changing and developing needs, repetitive migration, and diversification of migration movements with globalization have paved the way for Turkey's migration policies to make a new legal regulation. In this context, Turkey has enacted the Settlement Law No. 5543 on 29 September 2006 in accordance with the EU harmonization process. It is the accession partnership document signed with the EU in 2001, which enabled this law to come into force. This document triggered legal and institutional changes and innovations on immigration and asylum in Turkey, and was perceived as a sign that Turkey started to create a migration policy with the amendments to the Passport Law, Law on Residence and Travel of Foreigners in Turkey, and Citizenship Laws (Ustubici, 2017).

Continuity of migration movements today causes instability in terms of target countries. In this respect, target countries constantly renew their migration policies in order to eliminate the incompatibility of the economic growth, cultural structure and social harmony of migrations. Over the last 10 years, Turkey has been subject to massive mass migration of Syrians, like Iranian Afghans. In order to dissolve such a mass migration and to overcome the harmonization problem in domestic politics, it requires the institutionalization of migration policies. The general opinion in Turkey is that Turkey's immigration policies are insufficient (Demirhan, Aslan, 2015; ustunubici, 2017).

Changes in Turkey's migration policies were made during the process of mass Syrian migration and EU harmonization policies. This situation has greatly affected Turkey's migration policies. Today, the Law on Foreigners and International Protection (YUKK) dated April 2013 and numbered 6458, which ensures the integration of Turkey's migration policies, came into force. Immigration and immigration related institutions have been systematized by law. The law numbered 6458 includes conducting business from a single source, ensuring stability in migration management and eliminating multi-headedness, inter-institutional coordination, and bringing migration in line with international standards (Sheker, Arslan and Sirkeci 2014). With the Law on Foreigners and International Protection, some regulations were introduced in the fields of immigration and international protection and the confusion of legislation was ended. In addition, with the establishment of the General Directorate of Migration Management (DGMM), the way to handle migration management in a holistic structure and to make and execute migration policies through this institution has been paved. The purpose of the General Directorate of Migration Management is to implement migration policies and strategies, to coordinate between institutions and organizations, to determine the status of foreigners entering Turkey, how long they will stay and when they will leave Turkey, deportation from Turkey, if deemed necessary, is about following and developing the management of relevant transactions and processes in the protection of victims of international protection, temporary protection and human trafficking (Kabakushak, 2014).

In order to determine Turkey's migration policies and strategies and to follow up the policies, the Migration Policies Board was established with the 105th article of the Protection Law No. 6458. Among the duties of the Board are to determine Turkey's migration policies and strategies and to monitor their implementation; preparing strategy documents, program and implementation documents in the field of migration; to determine the methods and measures to be applied in case of mass influx; There are important issues such as determining 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. With the transition to the Presidential Government System, the Immigration Policies Board, which was abolished with the Decree Law No. 703, was restructured under the name "Migration Board" with the Presidential Decree No. 17, dated September 13, 2018. The Migration Board has been added to subparagraph h of paragraph 1 of article 522 of Presidential Decree No. 1. Related article Migration Board; It is responsible for determining Turkey's migration strategies regarding foreigners, monitoring their coordination and implementation, and consists of representatives of ministries, institutions and organizations to be determined by the Ministry of Interior, under the chairmanship of the Minister of Interior.

Another factor shaping Turkey's migration policy is the EU. It is seen that Turkey reconsidered its migration policies according to the EU in order to enter the EU. Accordingly, the EU is required by the EU to prevent irregular migration from Turkey and even to accept immigrants who are not its own nationals. After Turkey signed the Readmission Agreement in 2013, Turkey entered into an obligation and started to act in line with the EU's wishes in migration policies (ORSAM, 2012). This situation has brought along important criticisms in domestic politics (ustubici, 2017).

3. IRAN'S MIGRATION PROCESSES FROM THE FRAMEWORK OF EU AND TURKEY RELATIONS

The issue of migration in the European Union has received great attention in recent years and has now become one of the EU's foreign policy priorities. Capital fluidity in the global world, conflicts in the politics-labor-capital triangle, more migration, encouraging EU initiatives for brain drain. Many factors, such as the tightening of the EU's measures on border security and internal security, affect the migration processes in the world and thus migrant entrepreneurship.

Although Europeans think that the status of immigration laws and the acceptance of immigrants are in the hands of national governments, member states have yet to agree on a common immigration policy. The first immigration policy within the framework of the EU was established with the 1992 Maastricht Treaty and was expressed as "Common Interest". Since 1992, migration in the EU has evolved from an intergovernmental level to a comprehensive European policy. Until today, the problem of illegal immigrants has started to be at the top of the foreign policy agenda of the Union (Mokhtari, 2009).

Immigration policy in the Maastricht Treaty is subject to EU intergovernmental cooperation. However, it differed from the European Union in terms of both institutional balance and decision-making and was replaced by the Treaty of Amsterdam. In this treaty, transnational institutions played an important role. The Union's immigration policy scope has crossed the EU borders and has contributed to the development of the external dimension of immigration policy faster than the internal dimension.

Today, along with issues such as security, energy and trade, migration has entered the foreign policy area of the EU. Migration became an important topic in the Amsterdam Treaty of June 1997. With the 63rd article of the Amsterdam Treaty and its implementation in 1999, European asylum policy and European immigration policy were mentioned for the first time in the field of asylum and migration. Article 79 of the Lisbon Treaty also shows that the Union is trying to develop a common immigration policy (Nye, 2010).

After the Lisbon Treaty, the powers given to the European Parliament increased and covered areas such as agriculture, energy and migration. It also includes prerequisites such as adopting a common immigration policy and a clear definition of residency rules. Since the beginning of the Lisbon Strategy (2000), increased economic migration has been associated with economic growth. In this context, it has

brought to the agenda that partnership and cooperation with third countries should also be made with non-member countries. This was conceived as an effective fight against illegal immigration, which strengthens internal security and improves border security in the EU. On the other hand, the regulation of readmission agreements emphasizes the importance of immigration policies for the EU (Ayoubi, Nourbakhsh, 2013).

The Hague Program in 2004 was developed by the Council of Europe, which regulated immigration policy between 2005 and 2010. The program has played a significant role in promoting Europe's knowledge-based and economic development. The global approach to migration can be defined as the external dimension of EU migration policy, based on full participation with third countries and fully integrated into EU foreign policy. This approach, adopted in 2005, reflects the European Union's desire to create a framework for integrated migration management through political dialogue and close practical partnership with third countries. One of the measures of this approach is that migration policies are based on being compatible with economic and social development strategies. The first focus of the global approach is Africa. It particularly covers Sub-Saharan, Eastern and Southeastern Europe and, to a lesser extent, the Middle East (Shirazi, 2013).

In December 2009, the Council of Europe launched a multi-year program titled "Safe and Open Europe", called the Stockholm Programme, which serves and protects citizens in the field of justice, freedom and security for the period 2010-2014. One of the tasks of this program is to develop a common immigration policy that meets the needs of both member states and immigrants, and to emphasize the principles and responsibility of immigration policies. Thus, it is aimed to meet the needs of the labor market with the brain drain of the member countries. (Shirazi, 2013).

Iran-Europe relations, whose migration processes to Europe are a result of their mutual foreign policies, faced many ups and downs after the Islamic Revolution. With the Islamic Revolution, relations between Iran and Europe have seriously deteriorated. Rafsanjani's government, who took the helm of the Iranian administration in 1989, tried to repair the great damage caused by the Iraq war and to restore foreign relations. In this context, critical negotiations with Europe, which were stopped by the Mykonos incident, have started again, and all EU member states have adopted a single policy towards the Islamic Republic of Iran and recalled their ambassadors from Iran. On June 2, 1997, Khatami was elected President. With the coming to power of the reform government (Khatami Era), new policies and strategies such as reducing tension and building trust were adopted and relations with the EU were tried to be established (Saei, 2007; Roshandel, 1995; Fayouzi, 2000).

The victory of the Iranian Islamic Revolution in 1979 brought about radical and dramatic changes in the country's policies, strategies, political, economic, social and cultural structures, rules and laws, and led to the establishment of a new political system as the Islamic Republic. Then, starting from the mid-

1991s, a new intellectual movement emerged that had a new attitude and approach to the country's basic policies and strategies in the domestic and international arena. For example, before the establishment of the Reform government, Iran had foreign policy problems with some countries, including European countries. However, the Khatami Government has attempted to implement interactive policies, strategies and approaches in line with international norms and has tried to use culturally oriented peaceful discourses. This change in policy and strategy has been welcomed by the international community (Aghaei, 2007; Azghandi, 2004; Azghandi, 2007).

Today, Iranians leave their countries and immigrate to EU countries, the United States of America (USA), Turkey and other countries due to government policies that conflict with economic, political pressure, education and lifestyles. In addition, the continuation of the embargo in the country since 1979 also has an accelerating effect on the migration process. When we look at the evolution of Iran's political policies since 1979, the migration of Iranians to the EU and other countries; instability of government policies and different attitudes towards immigration; not abandoning the national identity model despite establishing immigration institutions; There is also the establishment of diplomatic pressure on Iranians who immigrate to other countries and the effect on those who are considering immigrating.

The migration of Iranians to the EU means leaving not only themselves but also the capital they took with them from the country. It is stated that between 50,000 and 100,000 people left Iran in 2009 due to the results of the 10th Iranian presidential election. According to the statement given by the Secretary General of the Supreme Council of Iran Abroad in 2019, approximately 7 million Iranians live outside the country, with approximately 24 billion Toman (approximately 10 million USD) in capital abroad (Secretariat of the Supreme Council of Iranians Abroad, 2021). The lack of capital in the country is negatively reflected in the economy for Iran, and positively for the countries where the capital goes. They contribute to the increase in employment and economic growth in the countries they visit.

According to UN data, the USA is the first stop for Iranian immigrants. The number of Iranians in this country reached 395,000 in 2017. This number has increased to 477,000 people, including Iranians born in the United States. More than 74% of Iranian immigrants here have higher education, and about 72% of them are of working age 18-64. Therefore, the added value created by these people means their return to the US economy (Online Economy News Agency, 2019). The number of Iranians in Canada was recorded as 210,405 in 2016. This number was 95,420 in 2006 (Secretariat of the Supreme Council of Iranians Abroad, 2021).

Countries with the highest Iranian populations are Germany, Turkey, Qatar, United Arab Emirates, Australia, Japan, United Kingdom, Sweden, Netherlands, France, Norway, Austria and Denmark, Italy, Switzerland and Belgium. According to the Iran Migration Yearbook 2019 statistics, a total of 1,301,975

Iranians migrated to these countries, with the number of Iranian immigrants worldwide reaching 6,313,339. Global statistics indicate that most Iranian immigrants are educated and skilled. In the Iran Migration Yearbook, the number of Iranian specialist workforce in these countries increased from 25% in 2000 to 29.6% in 2015 (Online Economy News Agency, 2019).

Most Iranian immigrants in Europe live in Germany, the United Kingdom, Sweden, the Netherlands and France. According to the data of the Secretariat of the Supreme Council of Iranians Abroad (2021), it is stated that around 390,000 Iranians live in Germany. Iranian immigrant entrepreneurs living in this country operate in the carpet industry. Iranian carpet businesses in Germany (such as Berlin, Hannover) are Iran's central market today. However, the contribution of this market to the economy is to the German economy instead of Iran. 90,000 Iranian immigrants live in France, 52,000 in the Netherlands, 17,913 in Norway, 5,926 in Austria, 400,000 in England, 81,301 in Sweden and 7,444 in Italy. From 2004 to 2018, the number of Iranian citizens taking long-term residence in Europe increased by 20 times and reached over 84,000 (Online Economy News Agency, 2019). Immigrant entrepreneur Iranians living in Italy are active in the leather and restaurant industry. In this country, Iranian immigrants, immigrant entrepreneurs, established leather companies, food chains, restaurants in the UK; In France, fund companies work on iron, steel and food.

Educational migrations are also important for national economies. The loss of skilled labor not only harms the source countries every year, but also reflects the economy of the target countries as profit. It is known that the EU carries out policies aimed at closing the labor force gap, especially for skilled immigrants. In this context, attractive policies for those who migrate to receive education are supported by the EU. In order to reach better conditions from Iran, many people migrate to countries with better education conditions. In 2003, Iran had about 19,000 students abroad. This number increased to approximately 53,000 in 2017. In addition, five main destinations for Iranian students are noteworthy. USA, Turkey, Germany, Italy and Canada. In 2018, 12,142 Iranian students went to the USA for educational purposes. European countries preferred by Iranian students are Germany, Spain and Italy. Scholarships, relatively low cost of living and the need for a young workforce attract Iranian students (Online Economy News Agency, 2019).

EU-Iran oriented migration movements tend to increase more today. Iran's domestic policy is the main factor in this, as well as the EU's steps to emigrate the skilled workforce. The decrease in the European population also leads to a decrease in qualified human capital. The priority policies of the EU today are to provide scholarships or job opportunities for students to close the human capital gap, and to control migration movements and bring skilled workforce to the country in order to attract skilled workforce, provided that policy changes are made. It is aimed to make migration more qualified through various studies such as readmission agreements with EU border countries and combating irregular migration.

The general problems in these migration movements are; The rise of nationalism in Europe, the militarization of the EU's borders (such as the Southeast border), the attitudes of nationalist parties towards immigrants in the country, the effects of immigrants on national identity (Shafaqna, 2014), the EU's immigrants in areas such as linguistic, religious and social cohesion, integration policies, conflicts created by cultural diversity.

For Iran, the situation is becoming more and more dramatic in terms of problems such as economic, political, social, lifestyle, etc. Skilled workforce is also affected due to the pressures on the low wages, the inability to meet the expectations for a better and freer life, and the continuing existence of the embargoes pave the way for the skilled labor force in Iran to migrate from the country. The most obvious example of this is the Iranians who immigrated to Sweden. It is important in terms of revealing how the perception of Iranian immigrants who immigrated to Sweden in the 1980s has changed in Sweden today. The success of Iranian immigrants in Sweden today is the result of a remarkable immigrant success in Sweden (www.enghelabe-eslami.com, e.t. 30.05.2021).

One of the important preference points of Iranian immigration in recent years is Turkey. With the opening of the asylum channel in Turkey, the number of Iranians registered as asylum seekers in this country has increased significantly. According to the UN immigration data, the number of Iranians in Turkey has been regulated as 83,000, and this figure has been announced as 36,000 in the World Bank database in Turkey in 2017. The number of Iranian immigrants entering Turkey in 2018 increased sharply compared to 2017, and Turkey ranked fifth among the countries where Iranians migrated in 2018. This sudden increase was also reflected in the purchase of Turkish residences by Iranians. While Iranians ranked eighth in purchasing housing in Turkey in 2015, 2016 and 2017, they rose to the second rank in 2018 and 2019 (Online Economy News Agency, 2019).

Iranians, which ranked second after Iraq in housing purchases in Turkey and first in citizenship applications, opened 970 companies in 2019 and 513 companies in Turkey in the first half of 2020, and ranked first in direct capital investments. In the first three months of 2021, a total of 200 Iranian companies were established. Iranians in Turkey carries out commercial activities in the fields; wholesale and retail (233), finance and insurance (53), accommodation and food (53), firm and manufacturing sector (48), administrative and support service activities (40), professional, scientific and technical (26) (www.dunya.com, et 13.05.2021; TOBB, 2021). The number of work permits issued to Iranians in Turkey is 3935 in 2019; 2,689 in 2018; It is 1,930 people in 2017 (MoLSS Work Permits for Foreigners, 2019-2018-2017).

Iranian immigrants are predominantly skilled immigrants. This contributes to the workforce of the target country in the context of trained human resources. Regular Iranian immigrants tend to certain areas

with the positions they have acquired in the countries they settled after migration (Bafekr, Leman, 1999; Akis Kalaylıoğlu, 2014: 48). Iron and steel (Kocaeli), housing market, jewelry, restaurant management (in Istanbul), leather industry (Izmir) are among the businesses in which Iranian immigrant entrepreneurs are active in Turkey. However, they also experience problems due to the difficulties they face (Durmaz, Topatesh, Kalfa Topatesh, 2017).

Turkey is one of the five countries with the highest number of Iranian students. According to Iran 2017 statistics, more than 1,000 Iranian students study in Turkey. Today, the number of Iranian students continues to increase in Turkey and according to a news dated 03.01.2021, the number of Iranian students is 8,776. Cultural proximity and visa exemption between the two countries, Turkish language, status and scholarships in Turkish universities have led to an increase in the number of Iranian students in Turkey in recent years (www.hurriyet.com, e.t. 01.05.2021; Online Economy News Agency, 2019).

CONCLUSION

Today, the phenomenon of migration shows its effect not only in terms of capital but also in the political fields of countries. For both source and destination countries, migration is part of the global world. One of the most concrete indicators of this piece is that countries have become more policy-making on migration. In this context, the EU has taken its migration policies further and reached the border security problem.

The dynamic nature of migration has brought another issue to the agenda in terms of target countries: Immigrant entrepreneurship. Immigrant entrepreneurship plays an important role on economic growth, in resolving economic crises, in creating employment, increasing the level of welfare, improving relations between source and destination countries and in many other places. On the other hand, immigrant entrepreneurship also includes negative reasons such as its appeal to a limited segment, the existence of restrictive opportunities and policies, lack of capital, and recently rising racism/nationalism.

The existence and inability to solve the chronic problems that Iran has been experiencing since the past lead Iranians to migrate today. This situation leads to the shift of the country's skilled workforce to other countries, and the loss of capital and qualified workforce. The quality of Iranian immigrants in Sweden creating a respectable workforce environment in Sweden today is a small example of this. On the other hand, the increasing understanding of nationalism emerges as a negative factor on immigrant entrepreneurs in target countries.

Turkey is one of the important destinations for Iranian immigrants. The existence of historical and cultural ties is important in being one of the countries that accept the highest number of Iranian students in the world. In addition, the qualified workforce that comes to Turkey provides an economic contribution to

Turkey.

Finally, migrant entrepreneurship in the world has not only facilitating effects but also complicating aspects. It is the immigration policies of the target countries that reveal this contrast. It reviews the immigration policies of the EU from past to present according to the situation of immigration and its own needs. Therefore, the variability of immigration policies directly affects the issue of immigrant entrepreneurs and causes it to be reinterpreted.

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