

AN EMPIRICAL STUDY OF THE EFFECTS OF SOCIAL AND CULTURAL DIFFERENCES OF FOREIGN RETIRED RESIDENTS ON LOCAL CITIZENS AROUND ANTALYA AREA OF TURKEY

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Abstract

Recently, the migration of foreign nationals to Turkey has increasingly been seen in terms of business, educational and political purposes or in terms of other reasons for instance the coercive impact of the climate change. Noticeable in the movements of these foreign nationals, is the incidence of retired migrants, who have chosen to settle in these coastal areas at a striking and increasing rate and which started initially for the purposes of tourism and subsequently turned into residency. This can be regarded as a type of migration with a feature that can be related to “human capital”. Consideration of the communities with a human capital value as “foreign social capital” is becoming increasingly more important in this new migration scenario. Migration movements have always been considered a crisis throughout history and related to national security. However, due to both their education level and purchasing power, the retired foreign residents of European origin generally have higher quality of living standards in socioeconomic sense than the local people who reside in the coastal areas. Tourism movements of retirees differ from other tourism movements by the feature of population profile. This group displays a tendency to adopt a settled life in the country. The question as to whether this population movement is really “a threat” or “an opportunity” is now being raised on the local and, gradually, national scale.

Introduction

This research-based study has been examined in terms of the visibility of foreign settlers in the local public life, which is particularly interrogated in terms of the member countries of the Council of Europe, and some quality of life indicators within the spatial relationship. Therefore, I consider it suitable for the subject content of the journal, to which it is sent. I think the study is of strategic importance in terms of content. We know that there are few publications on this issue. Thus, the importance of the topics interrogated and of the findings based on the field research is clearly seen. It might be stated that within the future scenario, the information included in the study that is obtained through national experience has a value that might guide the strategic approaches that the European countries in particular will also develop at international level.

During the last few decades, there has been a significant flow of migration to Turkey for business, educational and political reasons or, in some cases, to escape the coercive impacts of climate change. Among these migrants are foreign retired individuals, who were initially tourists but subsequently became part of the resident population, who had migrated to the coastal areas for settlement at a markedly increasing rate. From a theoretical standpoint, this population can be regarded as a type of migration, showing some critical features of “human capital”. Consideration of communities with a human capital value as “foreign social capital” is becoming more and more important in the new migration scenario. The purpose of this study is to analyze the way in which foreign retired residents have become embedded in local society based on the conceptual framework of foreign social capital and to discuss its future implications.

Throughout history migration movements have always been considered as a threat against national security. However, as regards both their education level and purchasing power, the retired foreign residents of European origin generally have a higher standard of living in a socioeconomic sense than the local people in the municipal and other local communities in the coastal areas where they have settled because of favorable climatic conditions. Thus the movements of retiree tourists differ from other tourist movements in terms of the characteristics of population profile. This group has a tendency to adopt a settled life in Turkey. In this connection, discussion about whether this is a “threat” or an “opportunity” has begun on both local and, more recently, national level.

Before commencing with evaluations regarding foreigners who constitute the target audience of the research, we first need to focus on the concepts of “foreigner” and “settled foreigner”. Then, based on these concepts, the restrictions included in the legal regulations towards foreigners in Turkey can be stated in the following section.

During the meeting of the Institute of International Law held in Geneva in 1892, a foreigner was defined as ‘one who is present in a state or country but who still does not have the right to claim the citizenship of that state.’ The Turkish Law on Work Permits of Foreigners No. 4817, dated 2003, defines a **foreigner** as “one who is not regarded as a Turkish national in accordance with the Law on Turkish Citizenship No. 403, dated 1964”. This definition is in connection with the legal status of the Turkish Citizen. In fact, law No. 403 does not define a foreigner but defines the cases of becoming a Turkish Citizenship or renouncing citizenship.

In accordance with the provisions of the Convention of Participation of Foreigners in Public Life at Local Level (<http://conventions.coe.int/>), in the Congress of Local and Regional Authorities of the Council of Europe, the term “foreign national” is used for people who are non-citizens of the state but who are legally present within the borders of the state (Convention, art. 2).

There are many legal regulations connected to foreigners, such as the 1982 Constitution Law, the Village Law No. 442, dated 1924, the Law on Military Forbidden Zones No. 2565, dated 1981, the Reprisal Law No. 1062, dated 1927, the Municipality Law No. 5393, dated 2005, the Law on the Right to Access Information No. 4982, dated 2003, the Law on Work Permits of Foreigners No. 4817, and the Land Registry Act No. 2644, dated 1934. However, there is no provision concerning the Concept of Settled Foreigners under current legislation in Turkey. It was found as a result of our interviews with the relevant authorities (the Ministry of Internal Affairs and the Department for Foreigners) that the concept of “**Settled Foreigner**” is important in the issue of whether a residence permit is granted or not under the implementations of the Department for Foreigners, and the length of time it will take if granted. The outcome for a Settled Foreigner is determined by the results of research carried out on that individual. For instance, a longer-term residence permit is granted to the following: foreigners, who have entered the country, settled mainly in the holiday regions and purchased permanent estate in these regions and who are living in Turkey on the condition that they are treated as “foreigners having residence for a specified period of time”.

In terms of the Council of Europe, it is considered very important that different cultural and ethnic groups live peacefully within an area and that they participate in public life. The local cultural network is evaluated by important policies, such as “qualified education, organization in social spheres and the mutual cultural initiatives of organizations” (Council of Europe, 2004). At the stage the modern world has reached, foreigners are conscious of the fact that they should be treated like citizens, and that responsibility can also be expected of them in this sense.

In this research, the data for settled retired foreigners were mainly collected from Antalya Police Department, the Turkish Ministry of Interior, Antalya Metropolitan Municipality, other local authorities, agencies, friendship associations, local restaurants and bars. The sample is composed of those who live in Antalya for at least 6 months in a year (In international literature most of the studies on this topic examine retired foreigners aged 55 and over), the retired foreigners aged 40 and over and the host community/local people who live permanently in Antalya and are over the age of 15¹. The data of this study, which was launched in 2006 and completed in 2008 by the research team, were declared as ‘usable by providing the name of the team’. The data used for the years following 2008 were obtained entirely by author under the “Information Law” and with new field visits.

The Case Study- Foreigners Around The Antalya Area

Antalya is a city on the Mediterranean coast of southwestern Turkey. With a population 1,001,318 as of 2010. It is the eighth most populous city in Turkey. In Turkey the number of foreigners with a residence permit, which was shown to be 163,018 in the middle of 2005, had increased to 202,085 by March 1, 2007. According to official data, foreigners mostly settled in Istanbul (106,156), Bursa (16,772) and Antalya (13,832). It has been found that of this figure, 93,724 people were those foreigners of European origin and had arrived from European Union countries. In Antalya, according to police records, the number of foreigners with a valid residence permit was 22,322 as of February 2009, with the top ten countries of origin being as follows: the Russian Federation (3,785), Germany (3,679), Kazakhstan (2,834), Azerbaijan (1,450), the Ukraine (1,343), Denmark (1,204), England (1,018), Kyrgyzstan (982), Uzbekistan (553) and Norway (512).

¹ The data used in this article are based on the project funded by the National Scientific and Technological Research Council of Turkey. The research data were collected by Canan Balkir, Zerrin Toprak, Berna Kirkulak and Research Assistant Ilkay Sudas in 2006.

According to the above-mentioned figures, Russia ranks first with the greatest number of residents with residence permits as of 2009. In other words, the district of Antalya attracts the attention of Russian tourists. Some of them have adopted a settled life. The Russian profile is remarkable in displaying a young population along with economic weakness. Because foreigners' participation in work opportunities is bound by strict rules, their activity in the unrecorded economy stands out. The "black network", which seems to occur only as a result of short-term touristic entries, is not easy to monitor. However, Russian tourists are not fully independent of the content of this study. Consequently, they negatively affect the moral evaluations of Russian tourists in particular by the local public.

In the coastal settlements of the Aegean and Mediterranean Regions, which are regarded as very attractive in terms of climate and living conditions, retired foreigners transform a short-term touristic visit into a long-term settled life by purchasing or renting a house. This change in lifestyles creates the need for new socio-cultural and administrative regulations and for alternative strategies. Considering the combined effects of this age profile and their decision to take up long-term settlement, the mobility of a retired settled foreign population, which we may also call "*Final Destination Tourism*", is closely connected to the quality indicators of urban life standards.

People do not spend their whole life only in their own country. Either for a short term with touristic purposes or in order to achieve satisfaction to enhance their quality of life, they travel to various countries and may prefer to settle in a new country. In addition, factors, such as climate conditions, the cost of living (cheaper or more expensive), the diversity of food and its being environmentally friendly, security, and the availability of homes and burial facilities (Toprak and Karakurt, 2009), may also be among these quality-of-life indicators. However, one of the most important variables within these indicators is related to participation in public life. In fact, settlements in countries which have failed to provide opportunities for participation in local government decisions in a modern sense, either directly, or indirectly, as well as at local or central level, are not considered to be secure cities, due to these deficiencies in democratic standards.

Participation In Public Life And Its Effect On Politics

Of the settled retired foreigners, 24% of the respondents were from England, while 23% were from Germany. Of the remaining 13% were from Holland, 13% from Norway, and 10% from Denmark (therefore nearly half of the retirees were from England and Germany). Of the rest, 39.2% came to Antalya as a tourist in 1990-2000, which is much higher than the previous period of 1980-1990 (8.4%). For the period 2000-2006, the rate was 15.6%. Regarding the initial date of arrival in Antalya as a resident, the rate of "no answer" was 9.6%. Although the figure is still low when compared to the rate of those coming as a tourist, it shows an increase in the period of 1990–2000 (22.8%), However, in the period of 2000-2006, there was an enormous increase in the rate of those who arrived for the specific purpose of residency (70%).

Table1. Settlements where surveys of Foreigners took place

District of the Survey	Frequency	Percentage
Antalya-City Centre	142	28.4%
Alanya	135	27.0%
Kaş	70	14.0%
Kemer	62	12.4%
Manavgat	53	10.6%
Kalkan	38	7.6%
Total	500	100.0%

Source: Team's Survey, 2006-2008

The survey concerning the settled retired foreigners was conducted in the following districts: the centre of Antalya (28.4%), Alanya (27%), Kaş (14.0%), Kemer (12.4%), Manavgat (10.6%) and Kalkan (7.6%) (**Table1**). 55% (275 people) of the total number of 500 interviewees were male, 45% (225 people) were female. It was found that 51.6% of all participants had a residence permit. However, the rate of people maintaining their residence on a tourist visa was significantly high (44.8%). The rate of people holding the status of double citizenship was only 1.8%. In terms of their marriage status, most participants (74.2%) (371 people) in the sample were married, with only 17.8% (89 people) single.

Additionally, 49 local people were interviewed from an area where foreigners did not live (Korkuteli) in order to increase the validity of the results obtained in the main survey. This is a purposeful procedure to determine the variation in the evaluation of the reactions by the people who are not neighbors of any foreigners. The areas where the local people were surveyed concerning their evaluation of foreigners were the city centre of Antalya (29.5%), Alanya (22.0%), Kemer (10.5%), Manavgat (10.1%), Kaş (12.1%) and Kalkan (6.1%).

Table2. Age of the Interviewees-Foreigners

Age	Frequency	Percentage%
40–54*	127	25.4%
55–60	127	25.4%
61–65	115	23.0%
66+	126	25.2%
No answer	5	1.0%
Total	500	100.0%

Source: Team's Survey, 2006-2008 : Retired foreigners living in the region that were aged 40-54 years

Of the foreign residents fitting the profile of retired foreigner and taking part in the survey, 25.4% were in the age groups of 40-54 and 55-60 years, 23% were in the age group of 61-65 years and 25.2% were aged 66 years and over (**Table 2**). This profile shows the existence of a group that might be effectively involved in public life. It can be noted that those retired foreigners aged 40-54 years who are capable of working, show a likely potential to be very active and participatory in local public life. The findings of the survey strongly indicate that among the whole sample, apart from the small group holding the status of double citizenship, an overwhelming majority of foreign residents would think about returning to their own countries should significant problems arise.

According to the table of distribution of income, 16.4% of participants had a monthly average household income of between €1,001 and €2,500, 11% had a monthly average income of between €2,501 and €5,000 and 4.2% had an income of above €5,001. However, a high rate of foreigners (66.2%) did not declare their income. Briefly, it is possible to say that retired foreigners were self-sufficient. It is also observed that a considerable majority of people with a monthly income below €1,000 were women. It appears that men had an income between €1,000 and €5,000. The purchasing power of people who declared their incomes when compared to the minimum wage conditions in Turkey, which in 2007 was equivalent to €315.30 monthly, was considerably high. This situation is similar today.

Concerning the education level of the settled foreigners in the survey, the highest percentage (51.2%) were shown to be university graduates with 5.8% with PhDs; high school graduates comprised 40.6%; and those with only primary education had a rate of 1.6%. In general, it can be stated that the settled retired foreigners had a higher education level than the local people in the survey. This comparison might be considered as an important factor in evaluating the possible contribution of the settled foreigners to urban development programs. This development makes it worth studying the evaluation of foreign residents as “foreign social capital” and their possible contributions to urban development programs.

Cultural Life

Although the driving motives, such as climate, pressure and economy, vary among the cities, one of the important consequences of migration is that it has a significant potential to produce a different cultural structure. In multicultural societies, people and groups adopt various strategies that enable them to adapt to a life with a different cultural base. Despite having different cultural characteristics, groups seek and create the peaceful life that living together as neighbors and in the same local area mostly entails. The issue of individual willingness to participate in public life, even for those who are non-citizens of the destination country, is becoming more important for democratic societies. The structure of public administration is closely associated with a country's political and economic status as well as its historical background. Furthermore, the relationships between local authorities and settled foreigners are mainly through “tourism” activities within the country and through cross-border cooperation abroad. The foreigners can become founding members of local associations or a member of an international association organization. Municipalities can realize the importance of increasing cooperation and provide joint projects with the local authorities of foreign countries or form sister city relationships.

The amendments added in 2004 encouraged foreigners to acquire land and property and led to an accelerating new form of mobility by creating demands for property acquisition (Title Deed Law No. 2644 and dated 1934, art.35). This developing phenomenon in a sense caught local authorities napping in terms of determining their administration strategies. Due to the stated developments, the possibility of benefiting from the settled retired foreigners in Antalya, as a source of “foreign social capital” (Toprak, 2007) is analyzed in this paper. The author defines “foreign social capital” as foreigners’ reflection of their intellectual accumulation (human capital) on the society, in which they are present, and as the socio-cultural externalities that lead to positive impacts. The economic power connoted by the word ‘capital’ is not a primary factor; however, its impact is taken into consideration (Toprak, 2008).

In Antalya, the neighborhoods which have been identified as those most densely populated by foreigners are Guzeloba, Barbaros, Fener, Selcuk, Yesilbahce, Liman, Gursu , Arapsuyu , Ogretmenevleri, Kuskavagi , Altinkum and Akkuyu. Following the amendments to law No. 5747, dated 06.03.2008 regarding municipalities in the Antalya area (<http://www.tbmm.gov.tr/kanunlar/k5747.html>, 20/03/2008), the villages within the Antalya Metropolitan Municipality were converted into municipalities (5747, art.1). This administrative change accelerated foreigners’ acquisition of property.

When the property status was studied, it was seen that 48.6% of foreigners lived in rented houses. According to the data in this field study, it is seen that whilst the rate of house ownership by those foreigners who arrived before 2001 was 0.4%, house ownership strikingly increased after 2001 when it reached 10.5%. The rates indicating house ownership were 18% in 2003, 12.6% in 2004 and 11.7% in 2005. The important reason for the increase in house ownership from 2003 onwards was the change in legal regulations at that time which facilitated foreigners’ acquisition of property. Besides, when asking the question. “Do you have a job in Turkey?” a large percentage of the respondents (427 people, 85.4%) stated that they did not have any job in Turkey, while 52 people (10.4%) stated that they did. Of those who were employed, 29 people (55.8%) were employers, 19 people (36.5%) were employees, and 4 people (7.7%) preferred not to answer. Of the respondents, only 143 (28.6%) declared that they had invested money in Turkey, while 314 people (62.8%) indicated that they had not. The number of those who did not answer was 43 (8.6%).

One important factor that is not carefully considered or has been neglected by the legal framework is the non-existence of restrictions to limit the number of foreign nationals able to purchase land and reside in any particular village or town. In other words, despite the existence of an area criterion, there is no ruling on the density of people in this area. This might be a serious administrative and social problem. The local people did not show a positive view of foreigners’ acquisition of land and/or house ownership. While only 29.7% (150 people) reacted positively to property acquisition, 63% (318 people) reacted negatively. 36 people (7%) indicated that they did not hold any opinions. In addition, of the respondents, 369 people (73.1%) asserted that they preferred to sell their property to Turkish people only, while 103 people (20.4%) stated as “it doesn’t matter”. Only a small number of people, approximately 20 people (4%), preferred to sell their property to foreigners. When the previously mentioned information is evaluated as a whole, foreigners, whether they arrive as tourists or settle more permanently in Turkey, necessarily demand services. They wish to have access to quality urban life standards in a modern sense. Furthermore, neighborhood relationships are also of importance. “Protection of social peace” is essential in this relationship.

Language Skills

Foreigners, who are in the position of being ‘guests’ in another country and the elderly ones in particular, are increasingly choosing to live away from local people. The elderly population especially is unwilling to learn Turkish. In Turkey, the local people in Antalya demonstrate a parallel tendency as well. Retired foreigners can usually carry out their daily affairs (e.g. market shopping) by themselves and, when necessary, they can execute their bureaucratic affairs with the central or local authorities through the help of friends etc. Issues of social togetherness and neighboring with foreigners and the effects of foreign residents on social life are important points when examining the “visibility” of foreign residents in public life. In order to make evaluations, it is necessary to examine how well they can use Turkish and the extent of their neighborhood relationships. Political participation has been examined in another of our studies (Toprak Karaman, 2008). For a long time foreigners have been confronted with legal restrictions in Turkey, as in the worldwide situation, for fundamental reasons, such as the principle of state security.

However, when the conditions of foreigners are reviewed under the conditions of the existing regulations, such as establishing associations, etc., foreign residents cannot be considered among the disadvantaged groups.

However, the legal regulations regarding foreigners' participation in working life have rather limited the role they are able to play as citizens particularly in public services. It is necessary, therefore, to go over the limited economic contributions foreigners make to the development of social urban prosperity in areas other than commerce. It is important to expand the framework in which benefits can be gained from foreigners in terms of social and economic capital by developing strategies which do not incur changes in the working conditions of Turkish citizens especially in economic fields.

Generally, foreigners are not willing to learn Turkish. At this point, two important questions come to the mind: Is the foreigners' disinterest in learning and speaking Turkish related to their unwillingness to communicate with the local society and to the fact that they will return to their home countries after a short period of time? Or, do the desires of Turkish students wanting to improve their foreign language skills by communicating with foreigners create a reason for foreign residents' failure to learn Turkish? The fact that foreign residents do not learn Turkish does not create a problem in their shopping activities, but causes problems in relations with neighbors, who can only speak their native language - Turkish. Thus it seems that the foreigners do not force themselves to participate in the cultural and social networks of local public life. Furthermore, the inability of foreign residents to learn Turkish inhibits their participation in public life.

"Neighborhood" relationships, which determine the power of social belongingness, are also one of the important indicators of willingness to live together. According to the data of this study, the desire to form neighborhood relationships is not strong in terms of either foreign residents or local people. Furthermore, the fact that the housing sector places the foreigners with a higher purchasing power outside the settlement areas thereby creating areas that can be termed "gated communities" and are not at all welcomed in academic literature is developing as a separate problem.

Table 3. Neighborhood-Network

With whom do you prefer to live in your neighborhood?	Frequency	Percentage
Does not matter	348	69.6%
With local people	68	13.6%
People coming from EU countries	46	9.2%
People coming from my country	19	3.8%
No Answer	19	3.8%
Total	500	100.0%

Source: Team's Survey, 2006-2008

Regarding the settled foreigners choice of neighbors, a large number (69.6%) was unconcerned about the nationality of their neighbors, 13.6% preferred to live with the local people, while only 9.2% preferred Europeans and 3% preferred people from their own country. In the research, it was also revealed that people aged between 40 and 54 years wanted their neighbors to be the inhabitants of the region. Nevertheless, there were also people who would like their neighbors to be incomers from their own country and from a European country. It is understood that foreigners prefer to live close to the people from their own culture. In the most recent analysis, the process of cultural relationships between foreigners and local people seems to have commenced. Local people are also interested in discussing ideas about different aspects of the daily life of settled foreigners.

Table 4. The Impact of Settled Foreigners in Antalya

How do you evaluate the settled foreigners in Antalya?	Frequency	Percentage
Degeneration of Values	237	46.9%
Degeneration of Native Culture	232	45.9%
Increase in Economic Prosperity	145	28.7%
Multiculturalism	102	20.2%
Increase in Unrecorded Economic Activities	58	11.5%
Democratic Environment	52	10.3%
Secure City	40	7.9%
Bureaucratic Facility	20	4.0%
Other	6	1.2%
Total	898	177.8%
Base	505	100.0%

Source: Team's Survey, 2006-2008 -Base %100 Multiple Answers

Regarding the settlement of foreigners in Antalya, local people indicated "degeneration of values" (46.9%), "degeneration of the native culture" (45.9%) and "increase in unrecorded work" (11.5%) as being the most unfavorable factors. On the other hand, 28.7% indicated "the increase in economic prosperity", 20.2% "multiculturalism and tolerance", 10.3% "achievement of democratic environment", 7.9% "increase in city security" and 4% "less bureaucracy" as favorable factors (Table 4). Incomers through migration are a serious problem in Antalya as regards the alteration of the perception of a secure city.

The whole problem is not entirely due to settled foreigners. On the website of the Department for Foreigners at the Department of Security in Antalya where it shares information, it is stated in 2008 that a total of 12,846 people of foreign origin had been granted a Residence Permit for various reasons, whereas, although not elaborated on, information was also provided to the fact that a total of 1,013 people of foreign origin committed a crime during that period and that the required legal procedures were carried out accordingly (http://bilgiedinme.antalya.pol.tr/index.php?Itemid=51&id=787&option=com_content&task=view, 15.03.2009). Information regarding the numbers of foreigners who were involved in any issues of crime or who were exposed to crime in Antalya were requested from the Department of Security in Antalya in January 2011 in accordance with the law of access to information and these figures were examined. Table 5 sets out the numbers of foreign residents in the area concerned while Table 6 indicates the number involved in crime.

Table 5. The Distribution of Foreigners with a Valid Residence Permit as of December 2009–2010 by Center and Towns

Administrative Unit	2009	2010
Center	19,503	19,214
Alanya	4,726	4,691
Manavgat	1,748	1,776
Kemer	1,642	1,444
Others	1,512	1,430
Total	28,637	28,555

Source: Antalya Police Department, 2009 and 2010

As it is seen in Table 5, the number of settled foreigners in the central area of Antalya in 2009 was 19,503 out of a total number 28,637 people in the whole province. In 2010, however, the population of foreigners in the central area was 19,214 people, and the total number was 28,555 people. The total number of foreigners, who were involved in crime among this population of foreigners, was 1,350 people in 2009, whereas it decreased to 972 in 2010. It was determined that those foreigners who were involved in crime were from Turkmenistan, Russia, Georgia, Azerbaijan, Kyrgyzstan and other countries in 2009; from Georgia, Turkmenistan, Russia, Kyrgyzstan, Uzbekistan and other countries in 2010. These figures are given in Table 6.

The table also demonstrates that significant numbers of foreigners from other countries were involved in crime. When taking Tables 5 and 6 collectively, it is seen that the rate of foreigners involved in crime was 4.71% among the total number of settled foreigners in 2010, but that this figure had fallen to 3.40%, according to the accessible data for 2011.

Table 6. Foreigners who were involved in crime in 2009 and 2010

Country	2009 year	Country	2010 year
Turkmenistan	287	Georgia	127
Russia	145	Turkmenistan	118
Georgia	137	Russia	109
Azerbaijan	108	Kyrgyzstan	94
Kyrgyzstan	102	Uzbekistan	82
Others	571	Others	442
Total	1,350	Total	972

Source: Antalya Police Department, 2010

The effect of these phenomena on the local people's perception of negative values against foreigners can be seen to result from multidimensional differences. This perception reflects "the general opinion" rather than "the view of the neighbor", for not all participants forming the sample had a foreign neighbor. Of the participants in the research, 287 people (56.8%) had never had any foreign neighbor up to the date of the survey, while 216 people (42.8%) had had a foreign neighbor. In describing the characteristics of foreign settlers, the respondents chose "kind" (38.5%), "honest" (31.3%), "entertaining" (26.8%) and "hard-working" (20.8%) as the most common positive attributes. They indicated heavy drinking (33.3%), "untrustworthy" (14.9%), rakish (10.1%) and gambler (8.3%) as negative attributes. As can be seen, positive attributes outnumber negative ones. In this study, it was observed that the rate of "the negative perception" in the evaluations by the local people from Korkuteli settlement, where no foreigners lived, was higher than the total values. This shows us that when suitable conditions are provided for living together, the threshold of mutual trust increases.

The project 'They Are Our Citizens', was prepared by the Department of Security in Antalya and supported by Antalya Metropolitan Municipality, the consulates in the city, the associations which deal with foreigners, tourism and travel agencies and the representatives of the publication organs issued by foreigners. At a meeting held at the social facilities of the Directorate of Security in Antalya information related to the promotion of public opinion was presented along with recent positive developments. (<http://www.turizmaktuel.com/detay.asp?id=10404>, 06/02/2011).

According to this information, some 35 thousand settled foreigners were living in the Antalya region as of 2010. Property acquisition by those foreigners who live in Antalya for reasons, such as marriage, settlement, work and education, is also rising. It was expressed that records of the number of foreigners owning properties with title deeds increased to 38 thousand, a higher figure than the official number of settled foreigners, and it was stated that it had become necessary to develop projects and policies to enhance communication and interaction between the police and foreigners who preferred a permanent life in the province. Further, it was expressed by the Directorate of Security that they defined the foreigners living in the city as "citizens". Accordingly, a mail information bank was created that consisted of the e-mail addresses of 3 thousand people. It disclosed that foreigners could easily express their problems and demands to them. These activities are thought to be beneficial for foreigners. It is seen that the slogan of the meeting was developed as "our common ground is Antalya, even if our cultures are different". Nevertheless, due to the high rate of crime, it is still necessary to deepen the studies of strategic external migration management scientifically.

Some important points regarding the participation of foreign residents in public life could not be investigated in this research for legal considerations. Hopefully, these questions may be addressed in future research. In conclusion, the "foreign residents" focused on in this work live densely by the coast and/or in rural areas close to the coast or in isolated locations. They concentrate on influencing the authorities in terms of ensuring service efficiency. The sociological studies aimed at measuring the impact of incomers (those who arrive for touristic purposes for a specific period and with "tourist" status) on the local people and on the services in the area in this period have been considered as "seasonal population movements".

Nowadays, however, it is becoming difficult to include those foreigners who have begun a settled life in a foreign country and stayed in that country for more than 6 months within the classical definition of tourist. Furthermore, they have not been specifically named in laws in Turkey although for bureaucratic purposes they are expressed as “settled foreigners”. When evaluating the institutions and organizations, to which foreigners apply for assistance in settling their problems, social relations stand out, as observed in the following table. The figures shown in **Table 7** indicate that civil services are unable to play a significant role in facilitating the problems of foreigners with the municipality due to linguistic difficulties. Friendships hold a stronger position than organizations in providing assistance for the settlement of problems. In fact, when the organizations, from which assistance is obtained for the settlement of various problems encountered in the settlements, are examined, it is seen that individual relationships with a rate of 84.4% exceed legal-institutional organizations. The rate of consular support given to the foreigners is 54.8%. Local authorities are represented at a low rate of 12.8% among the organizations, from which assistance is obtained. The rate of local nongovernmental organizations is 10%, while the rate of foreign nongovernmental organizations is 9.6%. Churches are observed to have an influential position at the rate of 8.2% (**Table 7**).

Table 7. Organizations assisting them in the Settlement of Problems

From which social organization do you get help for the settlement of the problems you are faced with?	Frequency	Percentage%
My Friends	422	84.4%
The Consulate	274	54.8%
Local Government	64	12.8%
Local Nongovernmental Organizations	50	10.0%
Foreign Nongovernmental Organizations	48	9.6%
The Church	41	8.2%
I don't get help	14	2.8%
Other	8	1.6%
No response	28	5.6%
Total	949	189.8%
Base	500	100.0%

Source: Team's Survey, 2006-2008- Base 100 %, 1 person gave more than one answer

First of all, foreign residents look to friends to help facilitate their relations with the local authorities since they find this more convenient and more effective. Despite this, it has materialized that the Municipal authorities of Alanya are not able to provide an official department with the view to facilitating the communication between foreign residents and municipal staff in their own language. On the other hand, there are voluntary individual support groups for ensuring relations with the council. Furthermore, foreigners stated that they did not need to speak Turkish and that many people in the area where they lived could speak their mother tongue (59%). This statement was confirmed by people who said that they found a person with the ability to speak their mother tongue (11%). It is clearly understood that personnel with foreign language skills will be required in municipality offices in the near future in order to provide an efficient service to foreigners.

In other words, metropolitan municipalities must establish “Departments of Foreign Relations”. Although foreign residents generally arrive with their own interpreters, so far no “official problems” of communication between personnel and foreigners in the Antalya Metropolitan Municipality have been admitted and an official department of foreign relations has not been established. It appears that civil servants with foreign language skills have been assigned to municipality offices in Alanya but have not been distributed thoughtfully regarding the need to communicate with foreigners. In the final analysis, the need for qualified and specialized staff continues to be a serious problem at the municipality offices in Turkey. Having a second language should be a criterion for the officers' employment.

RESULTS AND EVALUATION

“Migrations performed basically for settlement” - although varying in duration - to a country for various reasons carry the consequences of having different cultural, linguistic, educational and economic characteristics that differ according to the locality and country where settlement occurs.

Despite the common wishes and goodwill to see an opportunity in migrations, these sudden arrivals might also create a “threat” to the host country, in which they have arrived often escaping from economic problems triggered by political instability experienced by the border and cross-border neighbors of Turkey and from unsafe living conditions.

Antalya, the province where the largest numbers of settled foreigners have taken up residence in Turkey, is confronted with a two-dimensional problem based on our research and observations. i) The first one concerns the problems arising from the coexistence of the local population and the incomers through migration. While foreigners are included in the groups that respect law and that have arrived for education and to lead a life under more favorable climatic and economic conditions, the local people who seek to lead a quality life in the place where they reside as citizens, are disturbed by foreign minorities, as well as domestic ones, with a tendency to commit crimes. These problems were previously related to cultural differences but there is no doubt that with gradually increasing population mobility, they are becoming more noticeable in public life. ii) The second one is the pressure of an increased population, on local services and the natural surroundings as well as the fact that the demands for satisfactory access to services not only by the local people, but also by foreign residents, always remain on the agenda.

The changes resulting from internal and external migration does not create a list of needs that can be only solved by the provision of services for the improvement of conditions such as roads, water, work permits, housing and transportation services. Moreover, even if safe and peaceful common living conditions are ensured in the settlement, another dimension of the problem is the development of positive neighborhood relationships between the cultural groups. Settlement of these issues by the administration is not an easy task. While it is mentioned in both national and international literature that neighborhood relationships between individuals of the same nation in the traditional settled order weaken in cities, it is necessary to accept that the situation has become more complicated upon the entry of foreigners into this environment.

While rules for foreigners are common to all groups, it is also necessary to consider the characteristics of the foreigners’ different profiles. This issue is also significant when considering that the incoming foreign residents have a value as “foreign social capital”. Likewise, the development of separate rules and strategies for retirees, students and tourists is gradually becoming important in the network of global relations. Public administrators now have to understand that these problems can not be solved through using a single regulation tool for all foreign groups within the legislation for “foreigners”.

In Turkey, there are very few studies on the socio-cultural differences among foreigners and their willingness to participate in public life. Public Administration might lack comprehensive and integrated strategic action plans as well as an elaborative strategy for administrative, educational, health and social services for foreign residents. The Turkish legislation is, in fact, of a single type and focuses on what the “foreigners” should not do within the borders of the country. Nongovernmental activities for their participatory roles are the only ones currently being developed. Furthermore, the enhancing of foreigners’ visibility in public life and ensuring that they “have” the rights and obligations of citizens “as citizens do” have been part of the agenda of Europe for a long time. In fact, studies regarding the legal regulations which enhance the visibility of foreigners in public life are being followed through in many countries in the Council of Europe.

Except the migrations of people for political reasons or who fear death in their homelands migration is motivated by a desire for better economic conditions - in accordance with legal rules and the consent of both themselves and the country’s government. This can also increase competition among the citizens of the target country. It is important that these migration movements do not “ruin the life of the target country” by turning the life of people in the destination country into a “nightmare”, although in a sense they may be creating social and economic relief in the country of origin.

Recently, some population mobility, in which incomers fleeing economic problems in the neighboring countries of Turkey, arrive with “tourist” status, has been increasing considerably. In particular there has been a flow of migration to Antalya from Russia and Asian countries of people seeking a life parallel to their routine life in the city rather than seaside recreation. Since there is a general rule that no tourists are legally allowed to work, this leads to unrecorded economic activities. This unethical situation, which is difficult to take under control, changes and transforms rapidly according to the incoming groups, and negatively affects urban security. This activity is not confined to summer months. The scope of this paper does not include the security elements of migration.

Nevertheless, it is equally important to assess the possible negative impacts of migrants as well as the positive impacts from a scientific standpoint. Administrative institutions should be established for the purpose of making social and political research on foreign residents. The presence and consequences of the facilitating of unrecorded economy in terms of Russia should be analyzed in a multidimensional framework. In addition protection of social peace should be among the most important priorities of public administration.

Despite obvious difficulties, it is important to set out the ethical conditions for living together within the scenario of migration. In doing so, we can speak about the benefits of foreign social capital more clearly. Therefore, it is important that all administrative and non-administrative interest groups of all sending and receiving countries, should exert a collective effort to achieve higher ethical standards and feelings of wellbeing. An overall assessment on this topic indicates that it is significant that nongovernmental organizations work in an integrated manner whereas the government institutions and organizations of both the country of arrival by settlers and their country of origin should take and share more serious responsibilities. Cross-border cooperation and joint strategies should be developed to achieve mutually beneficial and peaceful life standards.

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