

## Chapter 7. Emigration Policy in the Post-Constitutional Period (1908-1914)

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### Introduction

The emigration from the Ottoman Empire to America from the 1820s to 1914 became a long-time matter with a history of about 80-90 years. Immigration to America from Anatolia, Rumelia, and the Arab provinces continued intensely from the last 30-35 years of the Ottoman Empire. In the period after the proclamation of the Second Constitution, not only wealthy and skilled artisans and craftsmen but also unskilled workers and peasants' participation in this immigration. The immigration movements to America occurred in groups of 3-4 people or 5-10 people. A mass immigration was out of question. It took place on a voluntary basis. Apart from various reasons according to the information revealed in the archive documents and memoirs, these immigrations usually occurred due to economic conditions and forcing factor brought about by the military obligation.

It was mentioned also in the archive documents that some Ottoman subjects showed keenness to go to America during the Union and Progress period (BOA.BEO 3743/280651 1328 R 21). During the years of 1908-1914, there were of course several reasons for the emigration movements from the Ottoman territories. According to the opinion of the Ottoman government, in general the reason of the emigrations was economic rather than political. In fact, the causes of immigration to America were associated particularly to military obligation and poor economic conditions (BOA.BEO 3743/280651 1328 R 21.) In the Ottoman archives, some of the reasons of emigration of people were that the industrial enterprises were deprived of capital (BOA.DH.SN THR.45/28 1331 I 23), the intention not to perform military service (BOA. DH. SN.THR 41/86 1331 Ca 01.), the hope to gain wealth (BOA.DH.MKT. 107/35 1311 M 27.), the encouragement of American missionaries who desired to convert people's religion (BOA.HR. SYS. 72/27, lef 2, 1892 11 20) and due to complicated political and economic situation of the Ottoman (BOA.HR.SYS 70/30, 1911 08 17).

Along with the attraction generated by the higher incomes and employment opportunities in the United States, which a typical immigration country, the pushing factors generated due to unemployment and poor economic conditions in the Ottoman State lead to an immigration movement. While economic weakness and military obligation generated a driving force for the people who wished to benefit from higher wages of industrial establishments in America, the transatlantic crossings' becoming easier and cheaper allowed the emigrant movements to be more attractive than before.

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However, with the new political area that started with the proclamation of the Second Constitutional Period, the phenomenon of emigration from the Ottoman territories to America began to change character. At this stage, the emigration rate was on the rise for the last time during the years of 1908-1914. Primarily relatively free environment allowed by the Committee of Union and Progress and the Balkan wars had triggering effect in this. But, the immigration policies of the Unionist Government had characteristics that were different from the past. In this study, how the Government of Union and Progress handled the emigration phenomenon between the years of 1908-1914 was examined together with its causes and consequences.

### **State Emigration Control, 1908-1914**

1908 was also a breaking point for emigration of the Ottoman people to America. Emigrations from the Ottoman to America was sometimes allowed and sometimes prohibited in the course of historical process. During the period of Sultan Abdülhamid II, it was resorted to very strict measurements to prevent immigration to America (BOA.DH.MKT. 1842/69 1308 Za 9). In this period, while people were allowed to go to America or other countries for trade, those people who wanted to go to America as a worker or laborer were not allowed and it was declared that no passport would be issued for them (BOA.DH.MKT 1549/75 1306 M 25) The emigration policy implemented by Sultan Abdülhamid II underwent change with the Union and Progress period.

The Government of Union and Progress adopted a policy of freedom in emigration movements. The consideration they observed was that people who had financial means and sought livelihood opportunities could not be prevented from going not only to America but any place in the world; otherwise people would resort to cheating. The public disclosure obligation of the government and the measures it adopted with respect to immigration, and the policy it followed regarding nationality, real estate and land ownership matters of the emigrants who returned to the country with the declaration of the Constitutional Monarchy took a liberal course.

Between the years of 1908-1914, the Government of Union and Progress did not perform harsh interventions against emigration movement. The Government of Union and Progress saw that both social production and its military power would decline or has declined with the emigration of people. Yet, it did not prohibit its people's freedom of movement. The Government produced liberal solutions. However, it required their citizens to perform their obligations in terms of their military obligation or special cases such as conviction. In this context, the Government implemented measures without allowing military obligation to interfere with people's right to work and travel freely. In the face of negative consequences of increased emigrations, it implemented a number of measures and performed works to take emigration movement under control. However, the Government did not restrict freedom of movement of its citizens with emigration restrictions or quotas.

The most characteristic feature of emigrations that took place between the years of 1908-1914 was the demand of the Ottoman emigrants who previously emigrated

to return to Turkey. The disengagement in the relationships between the Committee of Union and Progress – Dashnaksutyun during the 1912 elections was also confirmed in the VIIth Dashnaksutyun Congress and they politically separated their roads. At the end of the conference held in Geneva in August 17<sup>th</sup>, 1913, the Armenians in the United States were began to be encouraged to return to the Ottoman Empire through the efforts of the Dashnak Party. To this end, "*repatriation committees*" were established in major places in America and news were published in the newspapers. Agnooni, who arrived at America in 1910 to encourage the Armenian people, visited Lynn, Brockton, Worcester, Whitinsville, Lawrence, Lowell, Newburyport, Haverhill, Portland, Troy, New York, New Britain, New Haven, West Hoboken, Philadelphia, Richmond, Granite, East St. Louis, Cleveland and Detroit cities. In these places, Agnooni asked the Armenians, who had settled there with all their wealth, education and talents, to return (Mirak, (1983), p.264-265).

The Government of Union and Progress accepted those people who wanted to come back to the Ottoman territory with the declaration of the Constitutional Monarchy on the condition that they would abandon their newly adopted nationalities. Considering the fact that the American citizens could not be tried for the crimes they committed against the Ottoman subjects according to the provision of the 1830 Ottoman-American Trade Agreement Article 4, (BOA.HR.HMŞ.İŞO 47/27, 11/Tn/1325) and they would always be held in the American protectorate, it was regarded necessary and indispensable for them to adopt the Ottoman nationality again. The Government also acted within the framework of law regarding the matters of real estates and lands left behind by the emigrants who had gone previously. In this regard, the Government indebted to the emigrants who came back to project the social order and paid in cash to the emigrants for their former properties whose price was determined by a commission.

In 1914, the emigration movement from Ottoman to America began to move to another stage. During the years of Armistice, states took a number of measures for safety reasons. Therefore, the Washington Embassy warned the Sublime Porte about the difficulties by the American Foreign Ministry that the emigrants could experience as they could be rejected due to the war (BOA.DH.HMŞ 9/73 1332 Z 05). In addition, it was reported by the Washington Embassy in February 21<sup>st</sup>, 1914 that the entry of some emigrants from the Ottoman State to America was going to be prevented by the Government of Boston (BOA.HR.HMŞ.İŞO 51/37 1329 Şu 08). In April 6<sup>th</sup>, 1917, both political and commercial relations between America, which participated in the First World War by declaring war on Germany, and the Ottoman Empire was cut off. In April 21<sup>st</sup>, 1917, the Ottoman newspapers' headlines read "*Definite relationship with America*" (Tercüman-ı Hakikat, 21 April 1333, p.1.)

As of 1914, another factor that changed the stage of emigrations was the demand of companies for transportation privileges. As a result of intense ongoing emigrations, the German companies with commercial titles; "*Hamburg American Line*" in Hamburg and "*Nord Doyçer Loyd (North German Lloyd)*" made official applications to receive the transportation concessions for the Ottoman citizens who wanted to emigrate to America and other foreign emigrants who entered the Ottoman harbors. It was decided that the company *Hamburg American Line* would

operate ferry once every fifteen days between İstanbul and New York before the war, in other words in April 1914 (BEO 4467/334955 1335 B 06). However, the war zone prevented the implementation of this decision. “*Hamburg American Line*” and “*Nord Doyçer Loyd (North German Lloyd)*” ferry companies, which requested 12-year concession, were granted concession by the government to establish agencies in the Ottoman cities and arrange transportation of the emigrants for two years as of the end of the war with the peace agreement. In the newspaper *Servet-i Fünun* dated 22 May 1330 - 10 Rajab 1332 (M. 4 June 1914), “*the direct connection between İstanbul and the New World*” via Korkovado Ferry and the economic importance of this establishment was reported. Then, with the classified dated 19 June 1330 - 8 Sha’ban 1332, it announced the arrival of Doyç Levant Lini Hamburg (Deutsche Levante-Linie Levantehaus, Hambourgh) company in İstanbul in July 2-3 and its schedule from the Haydar Pasha Train Station (*Servet-i Fünun*).

Granting some companies privileges for transportation from 1914 is a significant change in the emigration strategy of the Government of Union and Progress. Indeed, there were people who didn’t agree with the decision of the Government. The Vienna Embassy undersecretary Blak Bey made the statement of “... *granting any company privileges for transportation of emigrants to America indeed indicates approving and ratifying emigration officially*” (BOA.BEO, 4467/334955, 1335 B 06). However, the Government of Union and Progress evaluated the requests of some companies for transportation concession to prevent unjust sufferings of its citizens during emigration journey and ensure them to have a safe trip. Before 1914, the emigration journeys from the Ottoman to America were provided by the agencies through transporting people from the Ottoman harbors to the European ports first and then transferring them to America. The Ottoman emigrants, who were usually transported illegally by intermediary agencies and brokers, were victimized and defrauded. This situation imposed financial burdens to the state because of its results as well as became a factor undermining its prestige in the international arena. Therefore, the Government of Union and Progress took new steps to impede business of abovementioned intermediaries, to provide safer trips for emigrants and also to ensure that emigration took place within the control of the state.

As a result, the emigration policy the Government of Union and Progress implemented for the problematic of increasing emigration from the Ottoman to America showed transformation and change in line with liberal strategies. What administrative procedures this political control consisted of and what methods were produced were discussed under several articles.

### **Administrative Procedures as Instruments of Political Control Removal of the emigration ban (liberalization)**

The Government of Union and Progress acted with a liberal understanding on emigration issue. The Government of Union and Progress did not see fit the emigration ban to America and other places on the grounds that “*the prohibition decision for those who go to foreign countries hasn’t been seen fit as it would restrict the provision of freedom of travel, work and trade...*” (BOA.DH. SN.THR 41/86 1331 Ca 01) Indeed, the consideration they observed was that people who

had financial means and sought livelihood opportunities could not be prevented from going not only to America but any place in the world; otherwise people would resort to cheating. Following the declaration of the Constitutional Monarchy, it was reported to the provinces by the Ministry that everybody was free to go anywhere they want (Gutman, 2012, p.243). Thus, the Ottoman people acquired the opportunity to go to America without trouble (BOA.DH. MUİ. 8-3/12, 1327 N 21).

The most important application of the understanding of liberalization during the Union and Progress period was the abolition of the lapse of collection of biographies. The abolition of the lapse of collection of biographies, which were the most important means to prevent emigration to America during the time of Sultan Abdülhamid II, was reported with a telegram dated 22 June 326 and numbered 209. With granted freedom of movement, direct control of emigration from the Ottoman territories was weakened. For example, it was easier for the people who left Bitola to go to Greece or Serbia to go to America from the ports they arrived. For this reason, desertions could not be avoided. After Lapse of the biographical collections, it was soon reported to the government that the people of allegation were flying to America in teams (BOA.DH.SN..THR.45/28 1331 I 23).

As a result of increased fugitive emigrations, it was reported to the government by the provinces that it was necessary to prohibit the people from immigration to foreign countries as a solution, and it was proposed by the Jerusalem Governorship (*with the letters dated 2 November 326 and 13 dhu al-qi'dah 1328*) heavy penalties should have been given (BOA. DH.SN THR.45/28 1331 I 23). Yet, the Government of Union and Progress rejected this in its response letter on the grounds that a ban would be contrary to the principle of freedom of travel, work and trade.

### **Preventive Measures**

The Ottoman emigrants went to the industrialized cities of North America and the Latin American countries, especially Argentina, as work force. However, the Ottoman government was not pleased with its young people's, the most useful section of its population, leaving the country. It was understood that these emigrations was at a level to impede local trade and industry and the military force would be diminished significantly as a result of desertion (DH. SN.THR 41/86 1331 Ca 01).

The Ottoman Empire considered it necessary to constitute a commission within the body of Ministry of Foreign Affairs to investigate and understand the reasons of emigration; to determine what is needed to be done; to protect tax incomes and the emigrating population among the most useful section of the society; to avoid any damages by the emigrants to the Ottoman reputation and also the return of the Ottoman emigrants with American passports. Establishment of a commission covering Bulgarian, Serbian, Romanian, Islam, all Ottoman emigrants; formation of a special council including one person from each branch was approved (MMZC, Stage I, C.2, İ:42, p. 327).

The Government took a number of preventive measures as a result of increasing emigrations. The passport application was used as one of the emigration control tools by the Government of Union and Progress. According to the provision of the code, those who went to the foreign countries from the Ottoman country were required to take passports. It was also tried to prevent the public order issues through

the passport application. However, even obligation of obtaining passport did not stop emigrations. According to the report received from the Erzurum Province, dated 12 March 1329 (25 March 1913 by the Gregorian calendar); many Armenians went to Russia and America with Armenian passports within a month (BOA.DH. SN.THR 41/86 1331 Ca 01). Although those who left were not people of allegation, it attracted notice that the number of emigrants increased as compared to the previous year.

The headmen were required to report the deserters and their accomplices to prevent emigrations by desertion. The penalty arrangement demanded for the village headmen who did not report deserters and their accomplices, on the other hand, was not approved ( BOA. DH. MB.. HPS.M...1/57 1329 § 11). In addition, with the notice sent by the Public Administration of Population Registry to the provinces, it was asked to examine identification documents of the reserved and regular military people on the ports and borders and it was reported to prevent those reserved and regular military people identified there from their travels before releasing them. It was deemed necessary to transport such people to their battalion immediately.

When those who haven't done their military service yet went abroad for travel or commercial purposes, they were required to report to the consulate in the country they went to (BOA.DH. MB.. HPS.M... 1/57 1329 § 11). They would be informed of their military obligation every year during military recruitments through their consulates. Those who did not accept the invitation would be subject to legal action when they return and they would be arrested and turned over to the military (BOA.DH. SN.THR 41/86 1331 Ca 01). The procedure for the people who did not anybody to take care of their family when they were recruited was determined as follows: As they needed to stay in the country until the end of the war, they were allowed to go to foreign countries provided that they were required to give security that they would return when they were invited and they would pay the cash amount they were supposed to pay when they return (BOA.DH. SN.THR 41/86 1331 Ca 01).

### **Notification**

The Government of Union and Progress of the Ottoman Empire acted with obligation of notification both to stop emigration and prevent sufferings of its citizens. As a result, the people were informed about emigration to America both verbally and in writing.

In this context, the Public Administration of Population Registry tried to stop emigration through notifications and verbal warning informing that the American Government do not accept those who do not meet certain criteria and people who desire to go to America experience difficulties and are subject to misery during the journey. As the Ottoman people were encouraged to immigrate to America by certain organizations, a number of notices were sent to the provinces to warn the people to ignore such deceptive guidance. The notice dated 18 August 329 (Julian) and numbered 356/82924 ( ) can be given as an example to this (BOA.DH.HMS 9/73 1332 Z 05).

The Sublime Porte notified the people about the requirement that those who go to America needed to carry their passports and identity cards and about the qualifications of the Ottoman people who go to America with commercial purposes (BOA.DH.HMŞ 9/73 1332 Z 05). Secondly, official letters were written so that spiritual leaders would give advice their communities and also declarations were issued by the local administrations (BOA. DH. SN.THR 41/86 1331 Ca 01). The Government warned the people both verbally and through official declarations handed out to the public. Especially declarations to warn the villagers not to be deceived and about advices were issued and announced. They were published and announced even through local newspapers (BOA. DH. SN.THR 41/86 1331 Ca 01). The declaration of the Beirut Province dated 19 October 326, which is an example of it, is as follows: (BOA.DH.SN THR.45/28 1331 I 23)

**DECLARATION OF THE GOVERNOR OF THE PROVINCE REGARDING THOSE WHO GO TO AMERICA**

*For a long time, it has been seen and heard that a great number of people from our province have been resorting to all kinds of means of transportation and means to go to America and some agents who made this business their profession travel around the province and encourage and seduce plain folks to emigrate to America with the promises of supposedly gaining wealth there. It should be known that most of the Ottomans who go to America become wretched and miserable as they cannot find any bread to eat and any place to stay there. The ratio of those who succeeded in America by making money to those who get sick and pass away and commit suicide overwhelmed by misery is not even at the level of one percent. The rate of those who struggle and gain wealth in our country is much more than that. Those who work can live, make money and become rich wherever they live. It should be known that no one has died of hunger in our country. We know from the statistics that hundreds, thousands of people are starving to death every day in the US and in Europe. According to the information our ambassador and consulates in America, I announce to the people of the village that a major part of the Ottomans who go to America is not accepted there.*

*Their money runs out during their travel on the roads and in the hotels. They cannot return to their own country. They become miserable. There are some agents who travel the villages that they encourage our people to go to America to become rich. If one goes to America and becomes rich, then why do not these agents go to America and become rich but put themselves into the trouble of traveling villages, because what they say is a lie. These men do not have any good intentions other than seducing people and taking their money, o people, do not be deceived by these people! This country needs you. Our fields, factories need you. The honorable army of the new Ottoman State needs you... Do not be afraid of military service! Military is a big happiness today. Love military service as all of the citizens of the nations in the world, do not desert it. You have a government that would seek and find a solution to all your problems. This government is not the old government; it is a compassionate and just government. Be sure... Do not leave your kids and homes and do not destroy yourselves and make your mothers shed tears for you my sons.*

It was thought that with the help of both verbal and written declarations and suggestions, people would not be affected by the people who encourage them to emigrate (BOA. DH. MB.. HPS.M... 1/57 1329 § 11). However, these procedures did not help and emigration increased (BOA. DH. SN.THR 41/86 1331 Ca 01).

### **Overcoming the Issue of Rejection and Extradition**

Those who did not meet the immigrant admission requirements of the US Government were rejected and returned. The Ottoman citizens who went to America to find a job spent a lot of money and got into a scrape when they arrived at New York as they did not meet the admission criteria. These emigrants who were rejected and returned then applied to the consulates for help and monetary aid to return to their country. This situation damaged both the Ottoman citizens and the State financially.

To prevent suffering of both the Ottoman Government and its citizens, the people who want to go to America were tried to be informed about the immigration requirements of the US Government in advance. Thus, it was announced in local publications that only those who were qualified should go otherwise they would be rejected and returned. According to the immigration approval conditions, in case of diagnosis of 13 diseases with medical examination, the passengers would not be accepted to America and returned by ships. Furthermore, the US Government required the immigrants arriving at the harbor to have about 50–1000 US\$ to enter the US and if they did not, they were not allowed to enter the country whatsoever. These points were announced by the Ottoman Government and the folks were informed about them (BOA.DH.HMŞ 9/73 1332 Z 05).

The Marseille Consulate General reported that the Anatolian folk who set out to go to America and rejected were getting around miserably in the middle of the streets, and they applied to the consulate to return their countries and event threatened them if their demand weren't fulfilled (BOA.BEO 3743/280651 1328 R 21). As these cases occurred frequently, the consulates requested from the Government that they should allow only those who meet necessary health and financial conditions to go America. Therefore, the requirements that emigrants who go to America needed to have were notified with the notice dated 5 September 328 and numbered 326 and the point that emigrants needed to carry their passport and identity card with them was notified with the notice dated 19 November 329. However, it was also declared by the Government that those who still insisted to go to America despite all this were allowed to go but in case they had to return as they did not meet the requirements, all the damage would be borne by them and they could not complain about this matter (BOA.DH.HMŞ 9/73 1332 Z 05).

### **Handling Repatriations: Question of Nationality, Derelict Property**

The most important characteristic of the emigration phenomenon during the Constitutional period was returning back home. Some of the emigrants in Russia and America wanted to come back because of favorable environment generated by the Constitutional period. The general policy of the Ottoman for the refugees who wanted to return home with the declaration of the Constitutional Monarchy was that they would be accepted to citizenship again on the condition that they would leave



their foreign nationality. They left their foreign national status and obtained Ottoman identity cards (BOA.DH.MUİ. 8-3/12 1327 N 21).

Since there were not any intergovernmental treaties regarding those Ottoman nationals who acquired American nationality, such people were considered as Ottoman subjects as before when they returned to the Ottoman State (BOA.BEO 3399/254864 1326 § 21). Those who left the country by leaving the Ottoman nationality but did not acquire American nationality were considered to maintain their Ottoman citizenship (BOA.HR.HMŞ.İŞO 47/27 1325 Ts 11).

In addition, pursuant to the fourth article of the Trade Agreement dated 1830, the American citizens could not be prosecuted in the Ottoman courts for the crimes they committed, so they couldn't be punished even though they were guilty. With regard to this privileged status of American citizens, the situation of the people who wanted to return from America and become Ottoman citizens needed to be precise and clear so any conflicts that might have occurred between the two countries could be settled in advance. Even if they didn't acquire American citizenship, as a five-year residence in America was sufficient to acquire American citizenship, it was considered necessary to take a written consent from them that they could be deported from the Ottoman territories without any right to object, in order to eliminate the situation in case they apply to the American consulates to be protected under their American nationality (BOA.HR.HMŞ.İŞO 47/27 1325 Ts 11). Moreover, again in order to prevent these citizens from being protected by the American consulates, it was seen fit to take from them a letter that they left their American nationality and requested their names to be removed from the book of the American Registry with a written petition and these petitions and passports would be sent to the Washington embassy.

As deserters did not abandon their nationality, it was seen fit that they would be accepted as Ottomans in their return to the Ottoman State. However, it was legally seen fit that they would be required a written consent and a voucher that they would not claim American citizenship and they would be deported in case their American citizenship were claimed by the American Consulate. Such people's children who were born in the Ottoman State or America would be dependent on the nationality of their fathers.

The people who returned after the declaration of the Constitutional Monarchy, especially Armenians, begun to claim their former lands and properties. However, some Armenians had sold these lands they reclaimed at a price below their value before they went. And as some of them staked a claim on unregistered lands, this land issue increased tension between the two sides. According to the memorandum issued by the Ministry of Interior; in case the Armenians who emigrated during the period of Sultan Abdülhamid II could submit title deeds or registers, their properties have been returned to their rightful owners regardless of the passage of time.

As a result of disputes occurring due to claims of the previously emigrated Armenians over their former lands and estates when they returned with the declaration of the Constitutional Monarchy, the Ministry of Interior made a law (BOA.DH.SYS. 67/1-6 1330 Ca 21). The Ministry of Interior requested reports from the provinces to solve these land disputes. For settlement of the land issues, establishment of a council which would be headed by the chief justice or a person

selected from the members of the court of appeal was decided. A commission was established by the state to determine what is needed to be done in case of a dispute.

The Government of Union and Progress became indebted with respect to the lands that the emigrants abandoned and were allocated to the Muslim refugees by the local state administrations, after conducting examinations and investigations. In other words, the Government paid a price to the former owners of such lands (BOA.DH.SYS. 67/1-6 1330 Ca 21). In this respect, the Government acted in favor of the protection of the rule of law.

### **Conclusion**

The years 1908-1914 were a process of change for the Ottoman State. Essentially, this period of time was an era when political and social conjuncture. In 1908, while there were previous emigrants who wanted to return to the Ottoman with the declaration of the Constitutional Monarchy, immigrations to America also continued.

In spite of the measures and information policy on emigration adopted by the Government, the emigration could not be stopped. In order to stop increasing emigrations, the Government of Union and Progress warned the people against agents travelling around villages. The business of those agents was hampered through liberalization policy by lifting emigration ban. Declarations were issued through governorates and the concept of national unity was emphasized. In fact, even spiritual leaders were asked to give advice to their communities. In addition, the immigration requirements applied by America were shared with the Ottoman people and those who were not qualified were warned in advance. The people were informed about even cheaper transportation as the consulates contacted the ferry companies. Therefore, the Government of Union and Progress wanted to save its citizens from financial and spiritual burdens. On the other hand, it was tried to stop the financial burden imposed by the Ottomans who were rejected by the countries they emigrated to. In another aspect, it was also acted with the purpose of protecting the prestige of the Ottoman State. The state tried to protect its citizens from any troubles that might have occurred during their transportation in case they were rejected and returned.

The Government produced formulas to provide solution for its citizens who wanted to emigrate as well as those who wanted to return. It legally accepted them to the Ottoman nationality if they abandon the foreign nationality they acquired later. There were people who previously immigrated to America and applied to the Ottoman consulates to return back home. Regarding those people who wanted to return, the Government of Union and Progress thought that it was not right to leave them in a state of poverty and misery. The Government took necessary measures to avoid the problems that might have occurred as a result of returns of the Ottoman citizens with an American passport and it accepted those who wanted to return on the condition that they would leave their foreign citizenships. The estate ownership and land issues of such people were resolved in a legal framework.

The measures taken by the Government of Union and Progress remained inadequate in any case. This emigration movement was evaluated in the side of the Government as evacuation of the country, losses in agriculture and trade and as a

violation of losses in the public military power. The Ottoman Empire acted in a way to investigate and understand the reasons of emigration; to determine what is needed to be done; to protect tax incomes and the emigrating population among the most useful section of the society; to avoid any damages by the emigrants to the Ottoman reputation.

The characteristic feature of the foreign emigration policy of the Unionist Government was that the State tried to ensure social order in a legal framework. In terms of its general features, it was observed that the Government followed a liberal emigration policy in the period of 1908-1914. Civil, economic and social freedoms of individuals were protected. The Government of Union and Progress made necessary regulations without restricting freedom of movement and work of its citizens within the framework of individual rights and freedoms. The State acted in a way to ensure its citizens a safer, cheaper and easier travel.

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