



**ECONOMIC ANNALS-XXI**

ISSN 1728-6239 (Online)  
 ISSN 1728-6220 (Print)  
<https://doi.org/10.21003/ea>  
<http://www.soskin.info/ea/>

Volume 189 Issue (5-1(1))'2021

Citation information: Syzdykbekov, Ye., Jazykbayeva, B., Matayeva, B., & Rakhimova, S. (2021). External labour migration as an object of public administration. *Economic Annals-XXI*, 189(5-6(1)), 69-78. doi: <https://doi.org/10.21003/ea.V189-07>

UDC: 314.748



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## External labour migration as an object of public administration

**Abstract**

External labour migration reflects the consequences of the implemented public policy reforms. Kazakhstan, as a country with a vulnerable and extremely unstable economy, demonstrates the high sensitivity of the population to the complication of economic conditions due to public sector reforms. For a long time, the number of emigrants remains high and poses a threat to the country's labour market. Due to the crisis phenomena in Kazakhstan, work migration processes are intensifying. They are an inevitable consequence of the deterioration of living standards and the difficulty of people's ability to self-sufficiency in the context of an economic downturn while playing a balancing role and potentially beneficial for each country. However, it is very difficult to assess the real scale of Kazakh migration processes and their impact on the state of the national labour market.

The study of migration processes in the context of globalization occupies an important place in the works of both scientists and practitioners in all countries of the world, and is also the subject of the activities of the International Organization for Migration (IOM), the International Labour Organization (ILO), the International Committee on Migration, and the World Health Organization.

The aim of this study is to analyze the current situation of immigration from Kazakhstan and its impact on the economic processes in the state from the point of view of public administration.

The close relationship between migration and economic development is confirmed in our study by significant historical experience. It is still indisputable today. However, at the present stage, the nature of this relationship is much more complex and multidimensional and quite often is not unambiguous. The versatility of modern migration processes in the context of global development makes it necessary to develop new conceptual approaches to the study of the problem of labour migration, which will allow the evolution of migration policy, neutralize the negative consequences and unlock the development potential inherent in labour migration.

**Keywords:** Migration; Public Administration; Economics; Labour; Kazakhstan; Transformation; Population; Regulation

**JEL Classification:** F22; J15; R23

**Acknowledgements and Funding:** The authors received no direct funding for this research.

**Contribution:** The authors contributed equally to this work.

**DOI:** <https://doi.org/10.21003/ea.V189-07>

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**Зовнішня трудова міграція як об'єкт державного управління****Анотація**

Процеси зовнішньої трудової міграції відображають наслідки реформ і державної політики. Казахстан як країна з вразливою та вкрай нестабільною економікою демонструє високу чутливість населення до ускладнення економічних умов у зв'язку з реформами державного сектору. Протягом тривалого часу кількість емігрантів залишається високою та становить загрозу ринку праці країни. У зв'язку з кризовими явищами у Казахстані посилюються трудові міграційні процеси. Вони є неминучим наслідком погіршення рівня життя й утруднення здатності людей до самозабезпечення в умовах економічного спаду, граючи при цьому врівноважувальну роль і потенційно вигідну для кожної країни. Проте оцінити реальні масштаби міграційних процесів та їх вплив на стан національного ринку праці дуже складно.

Вивчення міграційних процесів в умовах глобалізації займає важливе місце у роботах як науковців, так і практиків у всіх країнах світу, а також є предметом діяльності Міжнародної організації з міграції (МОМ), Міжнародної організації праці (МОП), Міжнародного комітету з міграції та Всесвітньої організації охорони здоров'я.

У цьому дослідженні ми ставимо за мету проаналізувати поточну ситуацію з еміграцією з Казахстану та її впливом на економічні процеси в державі з погляду управління.

Тісний взаємозв'язок між міграцією та економічним розвитком підтверджується значним історичним досвідом. Це безперечно й сьогодні. Однак на сучасному етапі природа цих відносин набагато складніша й багатовимірніша, вона досить часто не є однозначною. Багатогранність сучасних міграційних процесів у контексті глобального розвитку обумовлює необхідність розробки нових концептуальних підходів до вивчення проблеми трудової міграції, які дозволять трансформувати міграційну політику, нейтралізувати негативні наслідки та розкрити потенціал розвитку, властивий трудовій міграції.

**Ключові слова:** міграція; державне управління; економіка; праця; Казахстан; трансформація; чисельність населення; регулювання.

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**Внешняя трудовая миграция как объект государственного управления****Аннотация**

Процессы внешней трудовой миграции отражают последствия проводимых реформ и государственной политики. Казахстан как страна с уязвимой и крайне нестабильной экономикой демонстрирует высокую чувствительность населения к усложнению экономических условий в связи с реформами государственного сектора. В течение длительного времени число эмигрантов остается высоким и представляет угрозу для рынка труда страны. В связи с кризисными явлениями в Казахстане усиливаются миграционные процессы, связанные с поиском работы в других регионах. Они являются неизбежным следствием ухудшения уровня жизни и затруднения способности людей к самообеспечению в условиях экономического спада, играя при этом уравновешивающую роль и потенциально выгодную для каждой страны. Однако оценить реальные масштабы миграционных процессов и их влияние на состояние национального рынка труда очень сложно.

Изучение миграционных процессов в условиях глобализации занимает важное место в работах как ученых, так и практиков во всех странах мира, а также является предметом деятельности

Международной организации по миграции (МОМ), Международной организации труда (МОТ), Международного комитета по миграции и Всемирной организации здравоохранения.

В данной работе мы ставим целью проанализировать текущую ситуацию с эмиграцией из Казахстана и ее влияние на экономические процессы в государстве с точки зрения управления.

Тесная взаимосвязь между миграцией и экономическим развитием подтверждается значительным историческим опытом. Это бесспорно и сегодня. Однако на современном этапе природа этих отношений гораздо сложнее и многомернее, она довольно часто не является однозначной. Многогранность современных миграционных процессов в контексте глобального развития обуславливает необходимость разработки новых концептуальных подходов к изучению проблемы трудовой миграции, которые позволят эволюционировать миграционной политике, нейтрализовать негативные последствия и раскрыть потенциал развития, присущий трудовой миграции.

**Ключевые слова:** миграция; государственное управление; экономика; труд; Казахстан; трансформация; численность населения; регулирование.

## 1. Introduction

External labour migration reflects the consequences of the implemented public policy reforms. Kazakhstan, as a country with a vulnerable and extremely unstable economy, demonstrates the high sensitivity of the population to the complication of economic conditions due to public sector reforms. For a long time, the number of emigrants remains high and poses a threat to the country's labour market. Due to the crisis phenomena in Kazakhstan, work migration processes are intensifying. They are an inevitable consequence of the deterioration of living standards and the difficulty of people's ability to self-sufficiency in the context of an economic downturn while playing a balancing role and potentially beneficial for each country. However, it is very difficult to assess the real scale of Kazakh migration processes and their impact on the state of the national labour market.

## 2. Brief Literature Review

The study of migration processes in the context of globalization occupies an important place in the works of both scientists and practitioners in all countries of the world and is also the subject of the activities of the International Organization for Migration (IOM) (Jason, 2016), the International Labour Organization (ILO) (Goldstein, 2016), the International Committee on migration, and the World Health Organization (Abramitzky, 2017).

During this time, many theories and conceptual approaches were created within various branches of knowledge, which at the present stage of the development of scientific thought allow for a comprehensive analysis of the migration process (Hornung, 2014). The specificity of sociological studies of migration is that sociology considers migration as a social process and studies the changes that it leads to in societies of emigration and immigration at the macro, meso, and micro levels (Lleras-Muney, 2015).

Features of social interactions of migrants with each other and representatives of host countries became possible thanks to the development of the theory of social action, structural and behavioural approaches (Fassio, 2019). They study the behaviour of individuals who feel the influence of the environment and under this influence form new patterns of behaviour (Hunt, 2011). Today, more and more researchers are emphasizing the need for translational research and the use of an interdisciplinary approach to the migration process (Sequeira, 2017).

In this regard, an important basis for our study of the features of external labour migrations was the «synthetic» theory of migration (Ward, 2015), which is a comprehensive interactive model and combines the theoretical provisions of classical socio-migration theories (Ward, 2017). Its author believes that the factors of dynamics and volume of migration depend on the level of development of the country and the phase of the migration cycle in which it is located (Spitzer, 2015), and international migration occurs in the course of social, economic and political transformation (Long & Siu, 2018). This makes it possible to explain migration as a process characterized by a limited life span, despite strong tendencies to self-preservation and strengthening, and social networks are becoming the determining determinant of migration (Coulter, 2018).

## 3. Purpose

To analyze the current situation of immigration from Kazakhstan and its impact on the economic processes in the state from the point of view of public administration.

#### 4. Materials and Methods

The centre of research on labour migration is the definition of its professional qualification structure. Thus, according to scientists, in most cases, labour migrants are unskilled or low-skilled workers, since it is for such work that there is the greatest demand in immigration countries (Coulter, 2018). The second type-migration of highly qualified personnel is:

- 1) migration associated with the dissatisfaction of specialists with the level of material, technical, and information support for their professional activities (while mainly there is a change of place of work, but not specialty because migrants are attracted not by the opportunity to get a job, but to get better working conditions and higher wages);
- 2) migration of employees of multinational corporations (TNCs) and multinational corporations of international organizations, which, due to the specifics of these entities, are forced to change their place of work from time to time (but only geographical location). The third type of labour migration - intellectual - is the migration of scientists, university teachers, and employees of research institutes who work mainly in their specialty based on short-term or long-term contracts in immigration countries, where they receive better working conditions and higher wages than at home.

By motivation, according to scientists, intellectual migration is similar to the previous type of labour migration (Burzynski, 2018). Another type of labour migration is the migration of businessmen-investors who invest money in existing or create new enterprises in places (countries) that are not their place of permanent residence (Anderson, 2017).

#### 5. Results and discussions

##### 5.1. Impact of Migration on the Labour Market in Kazakhstan

Today, Kazakhstan has acquired a threatening scale and pose a threat to national interests. Periodic bursts of emigration, in particular their illegal labour migration, determine its decisive impact on demographic development, employment structure, and the labour market. The economic downturn has caused an increase in the number of unemployed, and dozens of highly qualified personnel can apply for one job. The insufficient number of jobs with acceptable wages and the low level of social guarantees have led to the fact that certain categories of our fellow citizens have left and are looking for places to apply for work abroad (Hornung, 2014).

Unfortunately, there is now a long-term trend of labour migration, and the policy of our state only contributes to this process, although we are losing qualified and motivated workers.

Labour migration, depending on its scale, can have a decisive impact on the country's labour market. The theoretical basis for studying the consequences of migration processes on balancing the national labour market can be presented based on a general model of the labour market, in which supply and demand are considered as a function of wages.

If there is a shortage of labour in the labour market in certain industries, the country as a whole, or at the regional level, then this market can be balanced by immigration of labour resources, which allows enterprises to leave wages unchanged (Figure 1). This shortage can be caused both by a shortage of employees in the relevant profession and by a discrepancy between the optimal market level of wages and what employers can pay.

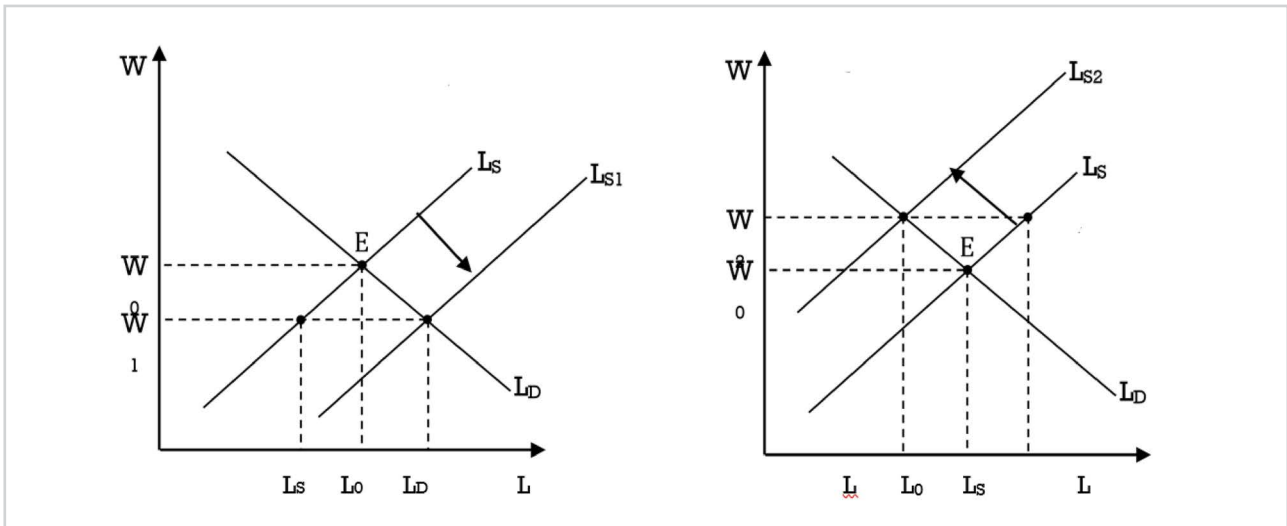
If there is a surplus of labour in the labour market of a country, or a particular industry, or at the regional level, then unemployment occurs (Figure 2). The reason for this may be the excess of actual wages over the equilibrium one; a crisis phenomenon in production that causes a shortage of jobs. Under such conditions, migration processes can balance the labour market through the outflow of labour, that is, the emigration of labour. Every ex-pat in other labour markets will be able to find a job that meets their qualifications, professional requirements, and expected salary levels.

Taking into account the place in the system of international economic relations, as well as based on national interests, countries should act in the direction of easing the contradictory manifestations of the international labour movement, both macro and micro-levels, which has an impact on the labour market both positive and negative.

According to the World Bank (data.worldbank.org), money transfer flows worldwide have reached USD 5 550 billion. In 2019, it was projected to grow to USD 7 700 billion. In 2020, Kazakhstan entered the top 10 countries in terms of the number of labour transfers (Table 1). However, this situation rather indicates negative aspects of international migration. The economically

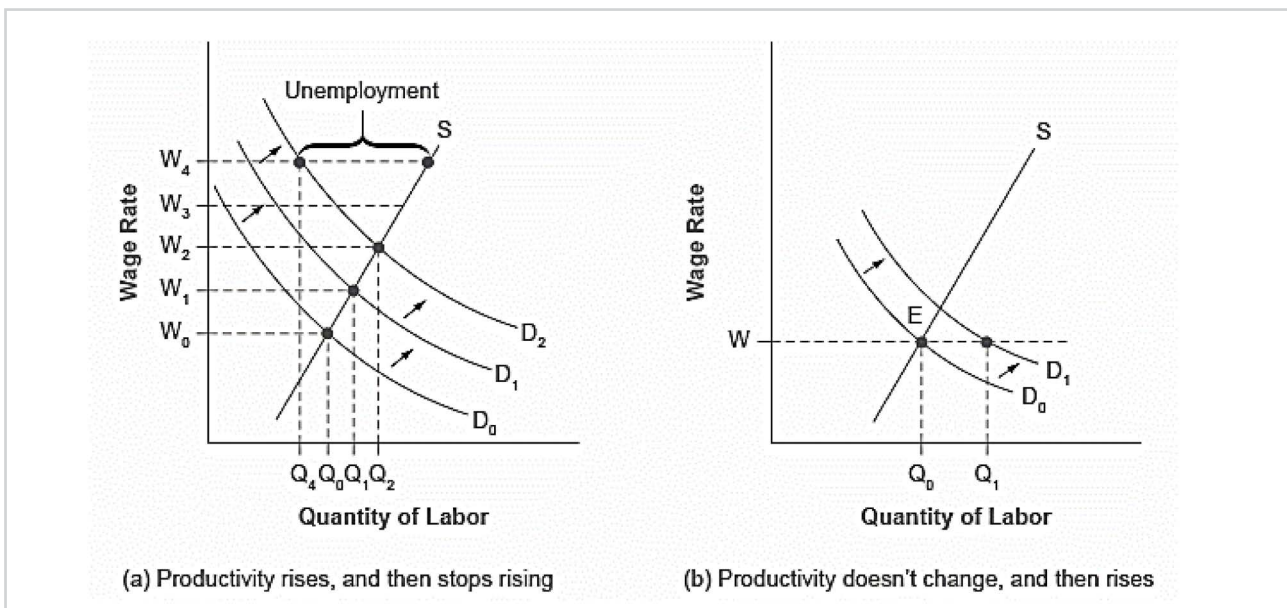
active population, people with higher education, and young qualified personnel are leaving Kazakhstan. And as a result, the opportunities for their development decrease; the pace of scientific and technological progress slows down; and overall competitiveness in the labour market decreases; budget revenues are decreasing as a result of reducing the number of potential taxpayers.

An equally significant negative consequence of labour migration from Kazakhstan is the loss of highly qualified personnel, which is called «brain outflow» («intelligence outflow»). The problem



Note:  $W$  is the cost of labour,  $L_s$  is the offer of labour before migration,  $L_{s1}$ ,  $L_{s2}$  is the offer of labour after migration, and  $L_D$  is the demand for labour.

Figure 1:  
**The impact of migration on the country's labour market**  
 Source: Authors' interpretation



Note: The rate of productivity increase has been zero for a time, so employers and workers have come to accept the equilibrium wage level ( $W$ ). Then productivity increases unexpectedly, shifting demand for labour from  $D_0$  to  $D_1$ . At the wage ( $W$ ), this means that the quantity demanded of labour exceeds the quantity supplied.

Figure 2:  
**Unexpected Productivity Changes and Unemployment (a)**  
**Productivity is rising, increasing the demand for labour (b)**  
 Source: Authors' interpretation

is that working mainly at the expense of state budget expenditures, the educational system trains specialists who will create added value outside of Kazakhstan. According to official data of the state statistics service for the period 2002-2020, more than 1,500 candidates and doctors of Sciences left Kazakhstan (Table 2).

The unfavourable investment climate leads to the fact that there is no process of capital accumulation, which would contribute to increasing the productivity of attracted factors of production, including labour.

Thus, most of the foundries in the real production sector are equipped with outdated labour-intensive equipment, there is no (or to a small extent) introduction of new equipment and technology and achievements of STP. Such workplaces have low labour productivity, which does not give grounds to increase the level of remuneration, hence, it remains low.

Another part of the employed (according to ILO estimates, about 30%) is forced to work in the shadow economy. The reason for this is the low level of Economic Freedom of doing business (Kazakhstan ranked 112<sup>th</sup> out of 189 countries in the world in 2016 according to the ease of doing business index). Excessive tax burden and corruption in government bodies do not contribute to getting out of the shadows of a significant number of entrepreneurs (employers). Those employed in the shadow sector receive a relatively high level of wages, while not paying taxes to the budget. Thus, the state loses a significant share of budget revenues. In addition to the above, inappropriate and inefficient use of budget resources plays a huge role.

The combination of the above factors pushes a healthy active, energetic population to labour migration. In modern conditions of military conflict and threats of physical destruction like people or property, the migration activity of the population significantly increases and leads to activation of internal displacement and emigration from the country. According to the state statistics service of Kazakhstan, the level of migration of Kazakh scientists was relatively low during 1991-2008, when the global economic crisis of 2008 also got it, and its significant increase was observed in 2012 and 2020. At the same time, according to a cumulative analysis of interstate migration of urban and rural residents, only by 2004 the number of Kazakh scientists who left exceeded the number of people who came to our state.

It should be noted that in in-migration practices, youth is characterized by a greater intensity compared to the migration of the population as a whole. According to statistics, it is young Kazakh

Table 1:  
**Volumes of private money transfers from abroad to Kazakhstan in 2014-2019, USD billion**

Indicators	Year						
	2014	2015	2016	2017	2018	2019	2020
By transfer receipt channels:							
1. Through banks' correspondent accounts	3290	2872	2962	3264	3292	3298	3312
2. Via international payment systems	2121	1845	2137	2818	3241	4092	4205
3. Informal channels	832	717	791	982	1052	1172	1198
By sources of generating transfers:							
1. Remuneration of labour (excluding taxes and expenses in the host country)	3033	2873	3366	4037	4623	5661	5732
2. Private transfers, including:	3161	2531	2494	3012	2911	2890	2901
- money transfers of workers who have been working abroad for more than a year	2162	1644	1573	1895	1762	1542	1603
- other private transfers	1022	868	935	1114	1161	1362	1377
Total	6169	5381	5873	7025	7538	8544	8633
Volumes of transfers in % of GDP	3.5	4.7	4.1	4.2	4.2	4.8	4.5

Source: Compiled using data by <https://unece.org> (2021)

Table 2:  
**«Outflow of intelligence» from Kazakhstan in 2002-2019**

Year	Number of scientists	Year	Number of scientists
		2012	187
2002	367	2013	153
2003	280	2014	143
2004	217	2015	152
2005	236	2016	130
2006	251	2017	131
2007	262	2018	139
2008	255	2019	53
2009	192	2020	51
Growth rate 2009/2002, %	-165.5	Growth rate 2020/2012, %	-140.1

Source: Compiled using data by <https://unece.org> (2021)

people aged 15 to 34 who make up a significant share of migrants. In particular, in 2018, it ranked first among all age groups in terms of the number of arrivals and departures in all streams (intraregional, interregional, and Interstate migrations) there are people aged 15-19 years (109,028 arrivals and 104,966 departures). At the same time, in 2020, there was a significant decrease in the share of migrants - by more than 50% in each category. Regarding the age distribution, the leader in the number of arrivals and departures has already been young people aged 20-24 (42,294 arrivals and 40,307 departures).

However, the number of migrants remains very large and in this context, it is impossible to ignore the issue of identifying the reasons that encourage people to change their place of residence or work.

For Kazakhstan, immigrants are a threat, especially when they arrive in the country and do not receive support in ensuring normal living conditions. However, all people living in a particular country should have equal access to a minimum set of guarantees, including civil and social rights to education, health care, and housing. This is in line with the basic ethical principles that all people should have access to basic rights. This concept is the basis of the UN International Convention on the rights of migrants. In addition, it is necessary to prevent the emergence of a segment of the population that does not enjoy the rights granted, is exploited, and is in need. Therefore, governments are faced not so much with the question of whether to accept migrants, but above all with how to manage migration in a way that is in the public interest and respects legitimate aspirations, dignity, and Human Rights. Therefore, ensuring the implementation of migrants is a mandatory task of managing Kazakh's migration flows.

Given the trend towards the outflow of the economically active population of Kazakhstan, which has a significant intellectual and labour potential, excessive emigration carries many risks in the field of demotivating, functioning of social and labour relations, preservation and multiplication of cultural values and is a threatening phenomenon from the point of view of the long-term development strategy of the state. To reduce the negative consequences, it is necessary to stimulate re-emigration processes, directing resources to those categories of labour migrants who have the highest intellectual and labour potential and whose return is economically and socially justified. This will simultaneously mitigate the demographic situation, increase the potential for Migration in terms of State Development, and encourage sustainable development.

## 5.2. Characteristics of labour migration

Population migration has always been and remains a significant factor in the formation, functioning, and development of certain communities of people. This explains the increased attention to the regulation of migration processes in the world in general and in each country in particular. But migration links between countries and within each of them can occur in different socio-economic conditions and at different levels of the organization that determines their nature - they can be spontaneous (unintelligent), aimed at positive results, have a destructive character, and so on. In the developed countries of the world, labour migration of the population provides a certain effect, which leads to positive changes in the composition of human resources and the population as a whole (Hunt, 2011).

Labour migration is an essential component of global development and at the same time poses a serious challenge to international and national security. According to the UN, over the past 50 years, the number of people living outside their home country has almost doubled and already in 2009 amounted to more than 190 million faces. However, labour migrants are concentrated in a relatively small number of countries (Cuadros, 2019).

At the same time, an increasing number of migrant workers are finding themselves in an extremely vulnerable legal situation because the labour market is not supported by synchronized Interstate measures in the field of migration management. This leads to a situation where countries, although they need foreign labour, do not have a legitimate opportunity to meet these needs. The inefficiency of legal regulation of labour migration is also reflected in the growth of illegal movements and employment of migrant workers in the shadow economy, which are becoming widespread. States, in turn, respond by strengthening measures to combat illegal migration. This contradiction leads to massive violations of the rule of law and violations of the fundamental rights of migrant workers.

To find out the content and reveal the essential characteristics of labour migration, as well as to assess its impact on the socio-political and economic processes of the state, and on this basis to

develop proposals for improving the administrative and legal regulation of labour migration, let's turn to some works that characterize the essence of migration, in particular labour.

Some scientists characterize labour migration as a kind of movement of the population, its movement within the country with subsequent sectoral, territorial, professional and social redistribution (Burzynski, 2018).

In other words, labour migration is defined as a set of mechanical, professional movements and changes in the spatial position of individuals relative to geographically fixed structures of the population that arise in this regard (Spitzer, 2014).

In some studies, migration, in particular labour migration, is defined as a massive quantitative and structurally complex socio-demographic process (Rodríguez-Pose, 2014).

Many scientists characterize labour migration as virtually any movement in space. The authors of these works, describing the movement as labour migration, are exempt from specific historical, socio-economic, and other interpretations of migration (Long, 2016).

Another researcher of migration and its impact on the economy, scientists believe that labour migration of the population is an objective process of personnel movement, which is inextricably linked with the development of productive forces and industrial relations. It plays a special role in the socio-economic life of society and acts as a process that, on the one hand, is very sensitive to changes in the life of society, and on the other hand, is an important factor that has a significant impact on the formation of dynamic and structural parameters of these changes (Goldstein, 2016).

Developed countries, such as Germany, the United States, and Canada, are characterized by labour immigration from developing countries. It is accompanied not only by economic aspects, but also by historical, political, and so on.

In turn, migrants can be divided into:

- seasonal workers are people who work in a state that is not their state for some part of the year because the work they do depends on seasonal conditions;
- migrant workers associated with the implementation of a project are migrant workers who are admitted to the state of employment for a certain time to work exclusively on a certain project;
- migrant workers working under a contract that imposes restrictions on the duration of employment and the type of work performed by the migrant;
- temporary migrant workers are people who are allowed to enter a country that is not their own country to perform certain professional activities for a limited time. They can change employers and renew their work permit without having to leave the country of employment;
- well-equipped migrant workers are migrant workers who, after staying in the country of employment for several years, are granted a residence permit (residence permit) in this country with an indefinite period and a work permit without special restrictions. Well-equipped migrant workers do not need to leave the country of employment when they do not have a job, and they are usually granted the right to reunite with family members if certain conditions regarding the job and housing security are met;
- highly skilled migrant workers are migrant workers who, due to their qualifications, are granted a favourable regime for admission to a country that is not their own country, and therefore are subject to fewer restrictions on the length of stay, change of place of work, and family reunification.

A migrant worker may be an employee on both legal and illegal grounds. With this in mind, when analyzing international labour migration, it is important to take into account the presence of a significant number of people who have formally moved to another country for employment and are not migrants but may become employees in the host country. These include foreign interns, tourists, international students, and refugees. So, to analyze the real situation developing in the economy of a particular country, in particular in the labour market, it is important to take into account a fairly wide range of international migrants who can participate in economic labour activity.

As noted above, external labour migration is regulated through international legal treaties at both the universal and regional levels. They also give a special place to the definition of «migrant worker».

## 6. Conclusion

At the end of the XX-beginning of the XXI century, the problems of international labour migration acquire primary theoretical and practical significance, taking into account several factors.



**First**, acute demographic problems in industrialized countries create imbalances in existing labour markets. As a result, not only the development but also the functioning of the economy itself becomes impossible without attracting migrant workers.

**Second**, the increase in life expectancy, the decline in the birth rate, and significant pension costs are causing significant damage to the budgets of industrialized countries. Instead, by importing taxpayers, aging societies ease tax pressure.

**Third**, international labour migration largely eliminates the negative consequences of large-scale restructuring, which is taking place in many countries of the world and is accompanied by an increase in the number of unemployed, worsening problems of poverty, and economic inequality.

**Fourth**, international labour migration is accompanied by strong remittances from migrants, helps in the fight against poverty, and promotes the use of additional sources of financing for developing countries.

**Fifth**, international labour migration has a positive impact on the stability of stock markets.

The close relationship between migration and economic development is confirmed by significant historical experience. It is still indisputable today. However, at the present stage, the nature of this relationship is much more complex and multidimensional and quite often is not unambiguous. The versatility of modern migration processes in the context of global development makes it necessary to develop new conceptual approaches to the study of the problem of labour migration, which will allow the evolution of migration policy, neutralize the negative consequences and unlock the development potential inherent in labour migration.

For Modern Kazakhstan, the issue of the impact of labour migration on the development of the state economy has been quite relevant for quite a long time, because administrative and legal regulation of labour migration processes, which have their characteristics during the period of economic transformation, is an important component of the social policy of the Republic of Kazakhstan

But the current processes of economic transformation, accompanied by a rather difficult financial situation caused by many factors, require an assessment of the role of labour migration in the formation of the state economy, its impact on social development, analysis of the current state of administrative and legal regulation of labour migration based on accumulated international experience, which would allow us to develop recommendations for the formation of migration policy, which would contribute to the maximum combination of labour migration with the goals of economic development of Kazakhstan.

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Received 24.04.2021  
 Received in revised form 19.05.2021  
 Accepted 21.05.2021  
 Available online 10.06.2021