

ABSTRACT
of the dissertation work "Public Administration of External Labor
Migration in the Republic of Kazakhstan"
by Syzdykbekov Yerzan Serikovich,
submitted for the degree of Doctor of Philosophy (PhD)
in the specialty 6D051000, – "State and Local Government"

The relevance of the research. External labor migration, being the result of the influence of various factors, represents a complex multifactorial phenomenon characterized by an inherently contradictory nature. On the one hand, the inflow of foreign labor contributes to increased production and economic growth. On the other hand, it places additional pressure on social infrastructure, which may lead to rising social tensions.

For Kazakhstan, as a participant in international migration processes and a country integrated into the global economic system, the tasks of enhancing the effectiveness of migration policy and public administration in the field of external labor migration remain unresolved. The relevance of this research is driven by the active participation of Kazakhstan's population in international labor migration, which necessitates the development of a solid institutional framework on the part of the state, including regulatory and legal instruments and mechanisms for managing migration processes, while ensuring the maximum possible positive economic effect alongside the protection of societal interests.

In addition, the socio-political dimension of migration processes cannot be ignored, despite the fact that public administration traditionally focuses primarily on the economic effects of external labor migration. While economists tend to view external labor migration through the prism of its impact on the national labor market and demographic dynamics, public perception emphasizes issues of public security, including concerns related to extremism, terrorism, and the aggravation of social problems.

Given the above, academic literature over the past decade has increasingly addressed issues of external labor migration and the role of the state in managing this process, as well as in addressing the numerous challenges associated with it. International experience demonstrates that states have a range of policy instruments and regulatory mechanisms at their disposal to influence external labor migration flows effectively.

The degree of scientific elaboration of the problem. Numerous studies by foreign and domestic scholars employing diverse scientific approaches have been devoted to various aspects of external labor migration and public administration in this field.

The development of contemporary academic thought on international labor migration has been significantly influenced by theories and concepts proposed by prominent scholars from different disciplines. Among foreign researchers who laid the conceptual foundations for modern migration studies, particular attention should be paid to the works of E. Ravenstein, A. Marshall, C. Menger, J. Keynes, M. Friedman, P. Samuelson, M. Todaro, J. Harris, E. Lee, M. Piore, D. Massey, O. Stark,

A. Zolberg, R. Boulding, G. Borjas, D. Coleman, D. Bell, W. Segal, R.E. Park, J. Appleyard, P. Martin, J. Taylor, L. Wirth, R. McKenzie, F. Znaniecki, W. Thomas, S. Stouffer, D. Zipf, D. Bloom, G. Bauser, and others.

At the same time, a relatively limited number of studies focus specifically on public administration or regulation in the field of external labor migration. Among foreign scholars addressing these issues are D. Bogue, S. Castles, H. de Haas, M. Sumption, I. Grabowska, and P. McGovern.

Among scholars from neighboring countries whose works explore international labor migration in its various dimensions, the following authors should be highlighted: Zh.A. Zayonchkovskaya, L.L. Rybakovsky, T.I. Zaslavskaya, V.A. Iontsev, V.A. Volokh, D.V. Kolesov, V.I. Mukomel, V.M. Moiseenko, N.M. Markina, V.V. Obolensky, V.I. Perevedentsev, S.V. Ryazantsev, M. Basand, S.A. Trykanova, B.S. Khorev, I.V. Ivakhnyuk, T.N. Yudina, M.V. Kislitsyna, E.V. Maslenkova, E.A. Malyshev, E.V. Tarasova, A.N. Ryzhkova, L.A. Abalkin, R.R. Burnashev, G.S. Vitkovskaya, V.G. Kostakov, A.V. Topilin, and others.

In Kazakhstani academic discourse, issues of population migration in general and labor migration in particular have been examined by sociologists, demographers, economists, and historians. Among them are M.B. Tatimov, E.Yu. Sadovskaya, B.L. Tatibekov, A.T. Zabirowa, S.B. Kozhirova, A.Sh. Khamzin, B.N. Bokaeu, I.A. Chernykh, A.B. Galiev, D.B. Abulkassova, Zh.T. Khishauyeva, N.I. Mustafayev, G.B. Akhmetova, S.A. Kaliyeva, and others.

Relevant studies by scholars in related fields addressing demographic, socio-economic, and legal aspects of migration processes should also be noted, including works by E.N. Musabek, M.Kh. Asylbekov, A.N. Alekseenko, V.V. Kozina, and Yu.K. Shokamanov.

Despite the availability of research in this field, issues of public administration require comprehensive analysis and further justification of approaches aimed at optimizing state governance mechanisms.

Consequently, the need to improve public administration of external labor migration, as well as its practical significance, determined the choice of the research topic, objectives, and tasks.

The purpose of the dissertation is to analyze public administration of external labor migration in the Republic of Kazakhstan and to develop proposals for improving the public governance system in this field.

To achieve this goal, the following **objectives** were set:

- to examine the theoretical foundations of external labor migration analysis;
- to reveal the essence of public administration of external labor migration;
- to study foreign models of public administration in the field of external labor migration;
- to identify the causes, factors, and trends of external labor migration in Kazakhstan;
- to analyze the existing public administration system of external labor migration in the Republic of Kazakhstan and assess its effectiveness;
- to analyze the social environment of the public administration system of external labor migration based on sociological survey data;

- to identify strategic priorities of public administration of external labor migration;
- to develop recommendations for improving the public administration system of external labor migration.

The object of the research is external labor migration in the Republic of Kazakhstan.

The subject of the research is the system of public administration of external labor migration in the Republic of Kazakhstan.

The theoretical and methodological basis of the research includes:

- theories explaining the causes and factors of external labor migration and justifying the application of public administration mechanisms and instruments, including economic theories (human capital theory, labor market theory, dual labor market theory) and sociological theories (push-pull theory, migration network theory, migration systems theory);

- contemporary public administration paradigms: Good Governance, New Public Management, New Public Governance, and the concept of the virtual state (e-government).

The following research methods were used to substantiate the theoretical positions:

- methods of analysis and synthesis aimed at studying and generalizing the theoretical and methodological basis of research, foreign experience of public administration and the definition of strategic priorities of public administration;

- statistical method – for considering migration dynamics, analyzing money transfers, the number of work permits in Kazakhstan, etc.;

- graphical method – to demonstrate the dynamics, identify differences in the series of statistical data, as well as to identify the interrelationships of the elements of the migration system and the public administration system;

- comparative analysis – to compare the indicators of migration flows, remittances, the number of work permits in Kazakhstan, as well as to identify the stages of migration policy formation;

- content analysis – to study the content of official documents: national and international legal acts;

- structural and functional analysis - to identify the roles (functions) and interrelationships of the elements of the migration system and the public administration system;

- a sociological survey of the population of Kazakhstan.

The information base includes academic works by leading foreign and domestic scholars on external labor migration and public administration.

The empirical base comprises national migration policy concepts, international and national legal acts, official documents of the Republic of Kazakhstan, and materials from international organizations (UN, ILO, IOM, EU, EAEU), as well as statistical data from national and international institutions.

As part of the dissertation research, a sociological survey was conducted among citizens of the Republic of Kazakhstan on the topic "External labor migration and public administration through the prism of perception of citizens of Kazakhstan." The

methods of "snowball" and available sampling were used. Its formation was based on the relevance of the respondents to the research topic, and not on the territorial principle. The study included respondents from Central, Northern, Southern, Eastern and Western Kazakhstan, as well as the cities of Almaty and Astana. The participants of the sociological survey were informed in advance about the research objectives and that the results would be used exclusively for scientific purposes. All survey participants were guaranteed anonymity and voluntary participation.

The scientific novelty of the dissertation research. The main results obtained during the dissertation research, their novelty is the following:

1. Systematized theories and concepts explaining the causes and factors of external labor migration, as well as justifying the use of mechanisms and tools of public administration.

2. The conceptual and categorical research apparatus has been clarified and developed in terms of interpreting the definitions of "external labor migration" and "state management of external labor migration".

3. A comprehensive approach to the analysis of external labor migration is proposed, taking into account the interrelationship of historical, socio-cultural, political and economic factors and allowing a more complete assessment of their impact on migration behavior, the development of migration networks, social adaptation of labor migrants, as well as the formation and development of the Eurasian migration system.

4. The necessity of transition from an institutionally fragmented model of public administration to an institutionally coordinated, integrated system of public administration is substantiated.

5. A basic flowchart of the system of state management of external labor migration has been developed, which can be implemented in the practice of government agencies and to create a digital platform as an architectural scheme of the system.

6. A set of recommendations is proposed for improving the system of state management of external labor migration.

The main provisions of the dissertation research submitted for defense.

1. Improvement and expansion of the conceptual framework in the subject area under study in terms of clarifying the concepts of "external labor migration" and "state management of external labor migration".

2. The need to use an integrated approach to the analysis of external labor migration in order to more accurately assess the factors influencing the migration behavior and social adaptation of labor migrants, as well as the formation of the Eurasian migration system.

3. The need to move from an institutionally fragmented to an institutionally coordinated (integrated) model of government management of external labor migration.

4. Recommendations on improving the system of state management of external labor migration in the Republic of Kazakhstan.

The theoretical and practical significance of the dissertation research. The theoretical significance of this research lies in the increment of scientific theories and

concepts in the field of external labor migration research through the prism of the use of mechanisms and tools of public administration through the author's clarification and interpretation of key definitions, further development of the theory of public administration in terms of theoretical justification of mechanisms and tools for managing external labor migration and improvement of methodological approaches to research based on the application of institutional and a system approach.

The materials and results of the dissertation research can serve as a theoretical basis for determining the priorities of state regulation of migration processes and are used in the teaching of relevant disciplines in higher education institutions, as well as in the development of elective disciplines in the field of studying modern problems of external labor migration for students of the educational programs "State and Local Government" and "World Economy".

The practical significance lies in the possibility of applying the methodological approaches outlined in the work in the process of making managerial decisions in the system of public administration, and the author's suggestions and recommendations in the process of developing policy and strategic documents in the field of public migration management in the Republic of Kazakhstan. Additionally, the results obtained can serve as an alternative or additional source in the preparation of a concept and other regulations aimed at state management of migration processes in Kazakhstan.

Approbation and implementation of research results. The results of the dissertation research were reflected in 17 publications. Of these, 1 is a section in a collective monograph carried out within the framework of the Jean Monnet project "Migration Policy of the European Union" of the Erasmus+ program (101085024-EUMP-ERASMUS-JMO-2022-HEI-TCH-RSCH), 1 is an article in a publication indexed in the international Scopus database, 4 articles in journals recommended by the Committee for Quality Assurance in the Sphere of Education of the Ministry of Education of the Republic of Kazakhstan, 4 articles – in other periodicals (2 articles – in the Proceedings of the National Academy of Sciences of the Republic of Kazakhstan, 1 article – in the Bulletin of KarUK, 1 article – in the Bulletin of SibUPK, included in the RSCI database), 7 articles – in collections of materials of international scientific and practical conferences, including: Kazakhstani – 3 theses, in foreign – 4 theses). There is an implementation certificate from the Migration Service Department of the Karaganda region Police Department.

The structure and scope of the dissertation. The thesis consists of an introduction, three sections, a conclusion and a list of sources used. The main text is presented on 132 pages, the work contains 15 tables, 41 figures and 2 appendices. The list of sources used contains 157 titles.

The first chapter, "Conceptual foundations of Public administration of external labor migration," examines the theories and concepts explaining external labor migration, as well as those necessary for the development of regulatory mechanisms in the public administration system. It is revealed that the leading theories that have found practical application in public administration are economic theories (the theory of human capital, labor market theory and dual labor market theory) and theories within the framework of a sociological approach (the theory of "attraction-

expulsion", the theory of migration networks and the theory of migration interdependence).

The study of the theoretical foundations of external (international) labor migration made it possible to use the provisions of some theories in substantiating the mechanisms of state regulation, as well as to formulate an alternative definition of "external labor migration" as a set of voluntary actions of individuals, including crossing the state border and temporary stay for the purpose of employment, as well as the resulting socio-legal relations on the territory of another State in accordance with the procedure established by its legislation.

The analysis of the theoretical foundations of public administration made it possible to reveal the essence of public administration, in relation to the object of management – external labor migration, as a process and as a system of socio-economic and legal relations. A definition of the concept of "public administration" was proposed as a practical, organizing and regulating influence of the state on the object of management, based on authority, aimed at ensuring national interests. Based on this, the State management of external labor migration is considered as a practical, organizing, regulating, and national-interest-oriented government influence on the process of external labor migration, as well as the legal and socio-economic relations that arise in this regard.

It is revealed that the leading paradigms of public administration at the present stage are:

- the paradigm of effective public administration ("GoodGovernance"), based on the expansion of horizontal links and the number of participants in the management process in the public administration system;

- the paradigm of new public administration ("NewPublicManagement"), based on a market approach in fulfilling the "agent" (government) order of the "principal" (citizens) to achieve the best result;

- the concept of e-government or virtual state, which is based on the use of digital technologies for users to receive information and services from government agencies.

It is noted that external labor migration is a special object of public administration and regulation, since, depending on its level and scale, it requires flexibility of the public administration system and dynamic changes in regulatory mechanisms.

It is determined that the state management of external labor migration is an institution and a process. The institutional component is represented by the organizational and regulatory foundations of the activities of government agencies responsible for the development of migration policy and its direct implementation at all levels. The procedural component of public administration includes migration policy implemented by the authorities, as well as methods and tools for its implementation on the ground.

As a result of studying foreign models of state management of external labor migration, it has been revealed that their effectiveness is based on compliance with a number of key conditions: institutional integration, digitalization, economic

feasibility and selectivity of attracting labor migrants, as well as social adaptation and integration of labor migrants.

From the practice of the most successful foreign models, the following measures applicable to Kazakhstan are highlighted:

- introduction of an interdepartmental digital migration accounting system for integrating databases of various departments;
- development of a quota system for individual industries, as well as the use of a combined model combining a quota mechanism and price and tax mechanisms within the framework of regional quotas;
- creation of a Center for the Adaptation of migrant workers with the implementation of special courses on the study of the state language and legal culture;
- implementation of a legal support system for citizens traveling abroad to work;
- Strengthening interagency coordination through the creation of a separate structure in the Government on migration and digital reporting.

The introduction and implementation of these measures makes it possible to move from traditional administrative control to strategic management of external labor migration, which should be based on a balance of economic development and social stability.

It was noted that the adaptation of foreign practices requires the development of a clear migration strategy, improving the legal infrastructure, and creating the necessary conditions for the social integration of migrants.

The second chapter, "Analysis and assessment of the institutional framework for the state management of external labor migration in the Republic of Kazakhstan," identifies current trends in external labor migration in Kazakhstan, which have specific features due to various factors (historical, socio-cultural, ethnodemographic, political, and economic) that influenced the formation of the Eurasian migration system. At the same time, it is noted that the non-economic factors that emerged as a result of migration processes in the colonial and Soviet periods and caused mass emigration in the 1990s and early 2000s remain relevant and influence the processes of external labor migration and the development of migration networks.

Kazakhstan plays a special role in the Eurasian migration system, acting as a transit country (migration flow from Central Asia to Russia through Kazakhstan), a donor country (migration flow from Kazakhstan to Russia) and a recipient country (migration flow from Central Asia to Kazakhstan) at the same time. It is noted that Kazakhstan is one of the examples of migration transition from the position of a donor country to the position of a recipient country of the labor force within the emerging Central Asian migration subsystem.

An integrated approach to the analysis of external labor migration has allowed for a more accurate assessment of the impact of various factors on migration behavior and social adaptation of migrant workers, which must be taken into account when developing migration policy and its implementation through the public administration system.

As a result of the analysis of the system of state management of external labor migration, the following problems have been identified:

- insufficient elaboration of the conceptual and categorical apparatus in domestic normative legal acts - lack of definition of the concept of "external labor migration", despite the use of this term in the Concept of Migration Policy;
- the lack of a specialized law specifically regulating external labor migration;
- the lack of a scientific approach, theoretical justification and conceptual framework in the Concept of Migration Policy as a strategic document;
- lack of specific quantitative and qualitative indicators of the effectiveness of migration policy implementation;
- the lack of references to information sources in the Migration Policy Concept when using statistical data;
- insufficient interagency coordination to monitor the work activities of Kazakhstani citizens abroad;
- insufficient implementation of the analytical and predictive functions of the competent authorities: poorly developed monitoring and analysis of migration flows;
- Lack of social integration programs for migrant workers;
- the presence of intersections and duplication of functions between key departments (the Ministry of Health, the Ministry of Internal Affairs, the Ministry of Foreign Affairs), which leads to excessive administrative barriers for both public services themselves and migrant workers;
- disintegration of databases of competent authorities;
- lack of a single analytical center for external labor migration;
- lack of regular interagency performance assessment.

The effectiveness of the public administration system is assessed satisfactorily, but there remains a steady growth potential, which can be facilitated by the modernization of institutions, the development of interdepartmental coordination and orientation towards long-term strategic goals and objectives.

This section also highlights the key components of the social environment that affect the social effectiveness of government management of external labor migration.:

- public opinion and discourse on social media form the mass image of a migrant worker and influence the degree of tolerance on the part of the local population towards migrant workers;
- cultural differences and the experience of practical interaction of the local population with migrant workers affect the social adaptation and integration of migrant workers into the local community.

It is noted that the level of support from the local population for the current migration policy, including the attitude of the local population towards the policy of attracting foreign labor: support or rejection and resistance, is of great importance in determining the social effectiveness of public administration.

Based on the analysis of the results of the sociological survey, it was revealed that:

- the multidirectional perception of migrant workers by the population with a predominance of skepticism indicates the absence of a state integration policy or insufficient implementation;

– the presence of negative assessments and attitudes among a part of the population is a signal of social tensions, which requires attention and additional measures from government agencies.;

– uncertainty in assessments and opinions indicates the need for transparency and media coverage of government agencies' activities in the field of migration, raising public awareness through information campaigns, improving communication between government agencies and society, and regularly monitoring the impact of labor migration on economic development;

– There is a social demand for a balance between strict control and humanism: migrant workers are generally acceptable, but there are problems with illegal migration and weak integration, which causes concern among the civilian population.

– The sociological survey makes it possible to adapt the public administration system to the interests of society, to make it more adaptive and sensitive to public sentiment.

The third chapter, based on the identified causes, factors and sustainable trends of external labor migration, presents alternative migration policy strategies, highlights a scenario approach for applying a combined migration policy strategy, as well as strategic government priorities such as curbing the emigration of qualified personnel, attracting foreign qualified personnel, protecting the domestic market, labor rights of citizens of the Republic of Kazakhstan and regulation of labor immigration, countering illegal employment of immigrants, strengthening migration ties, encouraging return migration, as well as protecting the rights of Kazakhstani citizens working abroad.

Based on the above, the main proposals and recommendations for improving the system of state management of external labor migration in the Republic of Kazakhstan were formulated.:

1) improve the statistical accounting of external labor migration by using an integrated approach that includes interagency cooperation and technological solutions;

2) to create a unified mechanism for interdepartmental coordination and coordination in the system of state management of population migration;

3) to systematize and codify regulatory legal acts in the field of migration - to develop the Migration Code of the Republic of Kazakhstan;

4) create a Center for socio-cultural adaptation and integration of migrants (in regions, cities of national importance and the capital);

5) expand the institute of mentoring Kazakhstani workers;

6) introduce a temporary migration program aimed at meeting the demand for low/unskilled workers;

7) introduce a combined model for regulating the flow and attraction of migrant workers to the labor market – a combination of a quota mechanism with pricing mechanisms and tax regimes;

8) to monitor and analyze public opinion, attitudes, and perceptions as the social environment of the public administration system of external labor migration;

9) to implement the developed flowchart of the system of state management of external labor migration in the practice of government agencies as a methodological

tool, in strategic documents as an organizational model of the management system, and to create a digital platform as an architectural scheme of the system.

Using the results of the study, taking into account the suggestions and recommendations made, can help improve the effectiveness of the public administration system for external labor migration in Kazakhstan.

Dissertator

A handwritten signature in black ink, consisting of a large, stylized loop followed by a horizontal stroke and a small flourish at the end.

Y.S. Syzdykbekov