

The main directions of state regulation of migration of the labour resources

Meruert Umirzakova, Ulzhan Berikbolova, Dina Aikupesheva

Chair Public Administration of Korkyt ata named Kyzylorda State University,
Ayteke Bee St., 29A, Kyzylorda, Republic of Kazakhstan

Abstract. In this article theoretical concepts of migration of a labour resources and necessity of its regulation are considered. Authors examine the questions of adjusting of migratory processes from position of forming state policy in RK. At the same time gaps in regulation of internal and external migration of labour and mechanisms of attraction of finance by means of migratory processes are presented. The special attention is paid to the migratory policy having consequences for economic safety of RK.

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Introduction

The problem of the migration in a globalization era which has shaken all countries, turned into appropriate and natural processes. Having long-term history movement of the people and now in the era of globalization it's appear of never-ending chaotic process. For each state protection of the rights of the arrived external labour resources which has located in the concrete country, legally or illegally busy subjects, in other words - immigrants became an actual problem. Therefore problems of migration appeared on the international world scene the important making phenomenon.

In our opinion, in a condition of an economic crisis, illegal labour migration became unsafe for any country.

Consequences are visible; first of all from the tax expenses arriving in the state budget, secondly it slows down innovative development, and also conducts to kindling of the national conflicts, to growth of social tension and crime.

At the same time, one of the low-researched parties concerning migration in domestic science can carry a problem of regular money transfers to the country and at return of the worker from abroad. In developing countries and in some CIS countries where low growth rates of economy export of labour is an important source of currency to the country. Such income for the last 15-17 years for these states serves as the protective shock-absorber from economic and social decline, i.e. gives the chance to the country to solve a complex of internal social and economic problems.

When carrying out the analysis of a current state and the future of development of migration came to find out that first of all, it is necessary to designate priorities of the solution of migratory problems, secondly to specify the main directions of their permission in a transition period, to prepare

programs for regulation of migratory processes, and also to specify social and economic stability of planned long-term prospects for possibility of stable development of the country.

To find solutions of designated problems, to analyze the created situation and to define relevance of improvement of the directed measures of validity of a researched theme.

Analysis of the last researches and publications. With problems of the analysis of migratory processes of labour resources was engaged A.P. Kireev (2000), L.L.Rybakovski (2001), T.I. Zaslavskaya (2001), A.U.Homra (1997), Y. Shokamanov, M.Tatimov, M.K.Moldahanova, B.L. Tatibekov (2007) and others.

Research objective

is the state regulation and definition of improvement of processes of labour resources migration.

The main results of research

At analysis of theoretical concepts of migration of a labour resources in the era of globalization it is possible to note, the neoclassical theory of migration. On the origins of neoclassical theory of migration were economists as Fey, Todaro and they were offered the neoclassical direction of researches of migratory processes. Neoclassical theory of migration. The theory of neoclassical migration unites the macro direction, based on its defining structures and the micro direction, based on actions of the personality. According to this theory, results of macro level are the geographical inequality of migration of labour and the capital. This direction is realized by unequal the income and a standard of living, but nevertheless would be observed a surplus of supply and unsatisfied demands. As a rule the migratory flows goes from developing countries to

developed countries. In industrialized countries by opportunity to solve a complex of social and economic problems there was rather high standard of living of the population possessing, generally a certain education level, culture and certainly a salary. Gradual disappearance of a difference in a salary will lead to thorough liquidation of migration and inequality. The micro direction offered by Todaro in the neoclassical theory, defines the reasons inducing to resettlement of employees to other countries. According to the main concepts of its theory of migration the subject begins with improvement of living standards and movement on the places offering higher compensation. Will of the person on such decision is accepted by results of negative consequences and the positive effects gained by the country as a result of migration of labour [1, 2].

In results of analyses of the international migration A.P.Kireev showed economic efficiency of the "exporting" and "accepting" countries [3, 325 p.].

Analyzing many factors of the international migration of a labour resources, he came to a conclusion: "As the main and only reason of movement of interregional labour serves distinctions in compensation levels in the different countries".

It is possible to understand the reasons of migration of the labour population from developing countries in developed, or migrations from the less economically developed European countries in more industrially developed – from Turkey, Spain, Portugal to England, France, Germany, etc. But what economic bases affect population shift between the USA and Canada, England and the USA, in movements of huge mass of people between EU countries – that is between economically developed countries which are on "one-serial level" from the point of view of social, cultural, living conditions of life of the population? Most likely, there are such factors, not always economic which influence migratory processes. These are factors of humanitarian, cultural, ecological, psychological, legal orders [4]. They will amplify in process of alignment of levels of social and economic development of the countries, strengthening of integration potential, first of all in EU countries, and – the most important – when a problem of search of a daily bread will stop being a prime problem [5]. All of these does a problem of the international migration of labour in the developed countries difficult, connected at all only with actually economic factors, but also increase of value of such concepts as "social comfort", socio-political conditions, welfare, psychological conditions, etc.

Nevertheless, migratory processes are represented for society not only the attractive parties. For example, if a chaotic flow of migrants to one

country, concentrate a surplus of a labour resource, in other countries its shortage is felt, and it reduces efficiency of use of the worker of forces. In case of a surplus of a labour resources economic interest of introduction and application of achievements of science and technology, improvement of the organization of work and professional development of workers considerably will weaken. And in the other case, deficiency of a labour resource capital investments and fixed assets completely aren't used, labour load of workers raises and it leads to decrease in production efficiency.

Immigrants provide regional structure of a labour resource influence a state and level of natural growth, influence at all stages of growth.

After comparison with natural movement, migration reflects regional, spatial movement of the people, which is change of its regional geography.

When within the region there are resettlement processes they don't influence population number. The number and structure of the population changes in certain regions of the isolated part of the country [6].

Movement of the people influence on efficiency of work, full use of migratory labour, change of many structures in economy [3, 44 p].

Therefore, migration of inhabitants – necessary and natural process of social and economic development of society. It is a continuous growing factor of a labour resources at all levels, has considerable impact on economy lifting. Also volumes, character and the migration directions completely depend on economic development and need of separately taken region and all society.

In the period of an economic crisis regulation of migratory processes, will be characterized on special most likely. T.I.Zaslavskaya offers, to order migration by means of the planned and changing factors, indirect regulation by the state [7, 56 p.].

According to A.L.Perkovsky: "Migration depends on a natural increase of the population, and this process is uncontrollable; migrations it is characteristic a randomness. Therefore direct influence on migration by any kinds only complicates a problem"[8, 14 p.].

A. U. Homr, separately points to economic, moral, administrative measures. In this case the scientist means certain rules of law and the standards fixed in documents of the international organizations, regulating processes of movement by "measures" [9, 65 p.].

In general in science management and regulation of migration is explained by migration policy. The purpose of migration policy of the Republic of Kazakhstan is preservation of safety and

national unity of the country, within development of reduction of illegal migration by formation of migratory selection, reduction of negative sides of migratory processes.

In recent years Kazakhstan passed from category of the countries of emigrants into group of the countries accepting an active stream of foreign labour and became a peculiar center of gravity of immigrants. To that the economic growth begun in 2000 in Kazakhstan and in this regard increase in workplaces, salary level growth of the income of the population is the main reason. Deficiency of labour is explained the domestic labour market by several reasons. One of which is lack of demand for the low-qualified work, for example, in agriculture, in construction, in services industries. Certainly the reason for that – a low wage. The facts mentioned above show, that "the state migration policy is a combination of mechanisms of regulation of migratory processes and scientifically reasonable actions of government body the authorities understanding migration as difficult social and economic process, smoothly passing into activity of the person.

Considering such justifications, there is a wish to note that the state migration policy is in close interrelation with following factors:

- economic policy, first of all regional structures. In the circumstances migratory processes are in close contact with movement of the capitals. The economic policy pursued in the republic defines to the concrete country and the region a necessary labour resource and creates opportunity for economic incentives of population shift in full volume and in the necessary direction. Migratory processes also influence economic policy and effective, and unacceptable sides:

- social policy. Migratory processes influence not only "stimulating" factors, but also engender social inconvenience. As a result of migration, people meet complex material problems, lose property, etc. therefore by it from the state necessary conditions for adaptation on a new place have to be created.

- demographic policy. Now migratory processes in many countries influence to demographic situation. If in one countries influence fall of "the demographic pressure", in other countries give the chance to refund expenses of a natural increase of the population. At resettlement to the migratory countries inhabitants of certain regions influence an age inequality of migrants. Migration policy, is considered, how important part of demographic policy.

- geopolitics, the reason for that people redistribution in the territory of the country is

a huge gap. The moved people from known regions, its national and religious structure also define object of expansion. Legal expression of mutual interest of the countries of "accepting" and "directing" migrants, is carried out in the form of two - or multilateral international agreements concerning migration and is connected with national policy. Migration closely intertwines with ethnic processes and arising international conflicts, there are compelled migrants.

The migration problem, at the present time is actual. Integrated in the Customs Union, being ready for the Common economic space Kazakhstan considers migration, including, migration of people by business of paramount importance. Regulation of internal labour migration is based on the principles of free movement of the person and a residence choice at will. At the same time, it has to be aimed at the development of economic growth of the country.

Due to the above, there is a wish to note that in the period of an economic crisis placement of productive forces and systematic development of economic growth of the country has to be the main methodological base of state regulation of internal labour migration along with ethno cultural, ecological factors.

We are offering the conditional model of state regulation of internal labour migration in Kazakhstan (Picture 1)

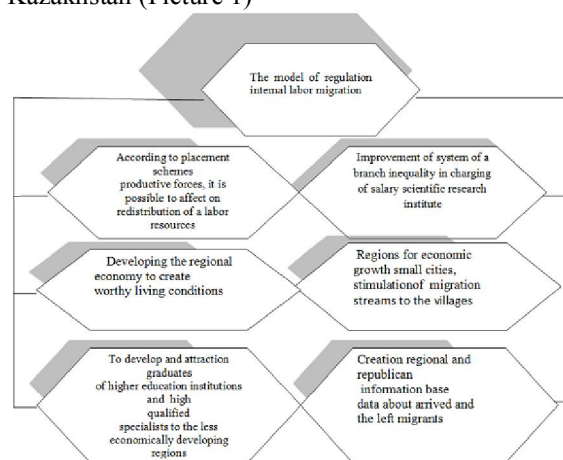


Figure 1. The model of regulation the internal labour migration

The analysis of the above-named legislations of the international level needs to be carried out, considering two main features:

- Experience and strategy of migration will be effective if their legal base is strong and valid the law.

Activity of the International Labour Organization (ILO) provides regulation of intercountry population shift as one of the purposes.

A number of the international treaties accepted the World Health Organization (WHO), contains special norms which concern a physical condition of migrant workers. In documents of UNESCO there are the provisions directed on improvements of education of migrant workers and their families.

The relevant documents of the international organizations are of great importance in relation to the national legislation as when forming national policy in the field of external labor migration requirements of the international conventions have to be considered. Protection of the rights of migrant workers is provided:

- the organization of free services for the help to migrants and providing with their necessary information (Art. 2);
- taking measures against unreliable information and promotion concerning the questions concerning immigration and emigration of citizens (Art. 3);
- taking measures, facilitating all stages of migration: departure, movement and reception of migrants (Art. 4);
- organization of the corresponding health services (Art. 5);
- permission to transfer home earnings and savings of workers - migrants (Art. 9).

Documents of ILO proclaim equality of migrants with citizens of the country of residence as well in minimum wage level, and in those countries where it is provided by national legislations, - opportunity to participate in procedures on establishment of the size of a salary. Thus makes a reservation that the salary the worker - to migrants has to be paid regularly and cash.

Article 9 of the Convention 97 consolidates the right of the migrant worker for the free translation of the received currency means home.

Now there is no the general international migratory regime operating at world level. Acceptance of citizens to other countries for the purpose of employment is based on a state policy and national legislations. Therefore interstate migratory streams can be regulated by means of mutually beneficial relations.

Thus, negotiation of the governments at all levels for the purpose of formation of fair and mutually advantageous policy in the sphere of labor migration is necessary. Certainly, negotiations of this sort between the countries can become complicated under the influence of political forces and human factors and implementation of migration policy will hardly take place both for the countries of donors, and for the countries of recipients. Bilateral or multilateral negotiations on labor migration which don't exist yet would analyze sense of such obstacles

and would predetermine an inefficiency of some moments.

As the main obstacles in the social and economic plan it is possible to specify the following factors:

- Feature of a geopolitical arrangement of Kazakhstan between Asia and Europe which is as the transit country;
- Various standards of living of the people between CIS countries and Kazakhstan;
- At national level, and also corruption in the highest echelons of power on the international migration.

We'd like to note here it is a national level. State regulation of labor of the labor market is carried out on the basis of national legislations of the accepting and exporting countries, and also interstate and interdepartmental agreements. Also, state regulation is based according to the financed program of the budget directed on restriction of foreign labor or stimulation return of immigrants home.

Many countries in regulation of immigration make great demands. Example of high requirements to quality of arriving labor need of passing of procedure of recognition of documents available for the migrant testifies to education or vocational training, and also available experience in the specialty. The age qualification is one of widespread selection criteria of immigrants and works in favor of younger applicants. Among other requirements imposed to quality of labor, are allocated:

- good health at the arriving migrant (it is characteristic for a number of the Scandinavian countries and the USA);
- the additional professional requirements relating to a number of specialties or professions (in the USA the foreign programmer has to own the software accepted in the country to be familiar with the relevant computer systems);
- restrictions of the personal and psychological plan. (for the Republic of South Africa, and in the USA)

At the same time it must be kept in mind that value of any qualitative sign at selection of immigrants isn't constant and can change in favor of other priorities. But on a number of characteristics, such as the age qualification, existence of the labor certificate, possession a profession and vocational training, requirements are rather steady in time.

Main categories of necessary workers:

- Workers who agree to perform a harmful and hard work for minimum wage (seasonal and rotational workers);
- Experts for new and intensively developing branches (engineers, programmers, bio technicians);

- The experts, seldom meeting professions (the doctors applying nontraditional methods of treatment);

- Persons with a world name in the field of science, culture, art and sports;

- The representatives of business investing the capital in economy of the host country.

Legal regulation of immigration is realized by host countries many legislations. Except the above-named requirements the main installations of immigration laws are:

- Numerical restrictions (defines number of arriving emigrants in a year);

- the temporary restrictions defining time of stay of immigrants in the country since long stay of foreigners can be reflected in an internal political situation, tendencies of development of national cultures;

- Long stay of foreigners also can be reflected and in rates of economic development, a condition of the balance of payments;

- Geographical priorities, equalities concerning migrants irrespective of their nationality, racial accessory, religion, a floor:

- Ban. The spheres of employment which are closed for foreigners.

During global crisis creation of a new, liberal orientation in migration policy depends on several factors:

- first, from nature of adoption of the listed laws for realization of mechanisms of acts;

- secondly, loyalty of subjects of migration policy, implicit implementation of laws of the sphere of migration and fight against corruption measures;

- in the third, a political freedom to the persons, ready to make changes to control modes of migration and novelty in management of the sphere of migration.

Due to the above, we suggest to consider, created by us mechanisms of improvement of state regulation of external labor migration in the period of an economic crisis (Figure 2).

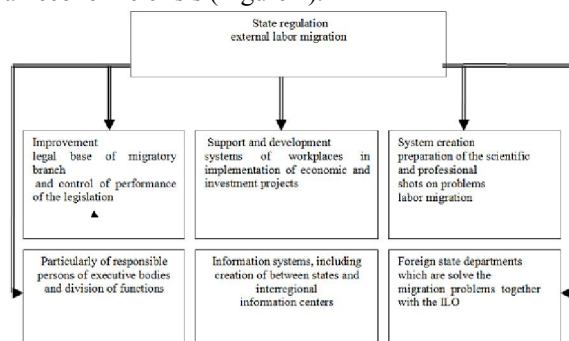


Figure 2. The improvement of state regulation of external labor migration

Several years ago, the head of state set the task to bring population to 20 million levels for the people of Kazakhstan. Certainly, the demographic policy is a difficult and long-term program, but intention of Kazakhstan to enter in the next years ranks of 50 developed countries and characteristic to that the processes happening in the country, the accelerated rates approach us to the treasured purpose. Therefore, the Government of Kazakhstan is faced by all new and new tasks [10].

In this direction it is necessary to carry out regulation of a state policy of internal migration of the population, it needs to be directed on that that, the able-bodied part of the population quickly adapted to changing conditions of a regional labor market, and probably, on improvement of convenient movements for the population. The scheme of placement of productive forces of Kazakhstan has to be a component of labor population shift [11].

In general, migration is an expensive process. It and for the countries with advanced economy is inadmissible luxury. Therefore for the countries of the migrants accepting huge weight, with one of important points of the national budget the considerable share of expenses on migration borrows. As this point is accepted not only in an official order, annually the share of expenses only increases. But payback and efficiency of these financial expenses by means of migrants is obvious. Unfortunately, at present Kazakhstan can't while reach similar result.

By the dates of the ILO, money transfers of migrant workers make 35% of gross domestic product of Tajikistan, 18% of gross domestic product of Uzbekistan, 17% of gross domestic product of Kyrgyzstan, 10% of gross domestic product of Armenia. This income in the homeland of migrants influences activity level, gives the chance to live adequately to many families, to educate children and to receive medical services.

Regulation of labor migration in Kazakhstan it was created as an actual and social and economic problem. At the heart of problems of such character absence of the account and registration of migrants lies. In this plan the domestic researcher B.L.Tatibekov suggests to make "The attaché on employment". Activity of the called body wouldn't be limited to control of registration of migrant workers, at the same time would help to translate officially money through banks of various level. Also they would give help in the organization of creation of insurance funds which in turn would protect migrant workers from emergency situations [12,215p].

In our opinion, on the basis of a public consent, having combined all the efforts to us it is necessary to define the priority directions of migratory processes for placement and preservation

of the population of the Republic of Kazakhstan, strengthening of safety and economic development for providing the social and economic and political rights of citizens.

By calculations of the ILO on migration the salary of migrant workers averages 200-400 dollars a month. [13,2p.]. Leaning on such facts, it is possible to tell with confidence that each foreign migrant worker on the average in a year transfers about 1000-1500 dollars to the country. In 2007 migrant workers, from the Kazakhstan economy it is possible to tell took away, about 1 billion dollars and it only according to the registered bank accounts.

Money transfers of migrant workers in Kazakhstan for the last 11 years increased by 6 times and made more than 500 million US dollars, and in 2006 made 3 billion [11]. In 2006 this indicator made 3,6% of gross domestic product, in Kazakhstan, This indicator is almost equal to an indicator of Saudi Arabia where gross domestic product makes 3,9%.

Considerable part of this finance "takes away" - Uzbekistan (38,6% of money transfers arrive to this country; on the second and third place Kyrgyzstan (25,5%) and Tajikistan (16,8%) act. The statistics shows that the cash flows leaving Kazakhstan, bypass tax authorities and this process goes on increasing a progression.

Thus, the "accepting" country of labor migrants should risk economic security. And during financial crisis decrease of the huge sums of money out of borders of the state will bring irreparable injury to the external economic and financial positions of the country.

Therefore, the Government of Kazakhstan needs to take measures for legalization of money transfers of migrant workers by stimulating methods.

That is, thus to reveal cash flows and not to give chance for activation of illegal immigrants and financing of shadow and criminal business.

For implementation of these purposes the RK National Bank has to:

- To be engaged in creation of primitive systems of the taxation on the income of migrants;
- Creation of the legislative base, considering drastic measures of fight against the employers, illegal migrants attracting for work;
- Creation of the special programs providing privileges for stay in the country of seasonal workers;
- It is necessary to distribute among migrants information on types bank services.

In such aspect, we in return, offer attraction of finance by means of migratory processes. The offered option as the mechanism of mortgage registration schematically is displayed in figure 3. Operation of the mortgage mechanism:

- For obtaining permission the foreign citizen together with the documents pays a certain part of money. The part of this sum is raised on the basis of penalties, and in the second the part of money depends on time of stay and probably is subject to return.

- At the same time, extension of temporary stay in the country till 3-6 months is necessary. The stream of such money would be filled up by the local budget and local government would show economic interest. This money has to belong to the local budget. Undoubtedly, such mechanism would be favorable to local managing directors of bodies;

- as, registration of migrants is in competence of the Ministry of Internal Affairs, the offered mechanisms of the facilitated form of registration (the mechanism of registration of pledge) would influence realization of the measures concerning ensuring state security.

For example, to lawfully arrived and registered foreign citizens, it is necessary to grant permission for implementation of the activity as the hired worker. And in delivery of the rights for occupation by independent work it is necessary to apply the above-named mortgage mechanism. That is instead of 2-month expectation on obtaining permission for occupation of the activity, the migrant having paid a certain sum of money, (for example, depending on stay duration for the purpose of the activity, following the results of annual average earnings, the tax would be estimated) gets permission. Then, working, the migrant behind the expiration of sometime having provided the documents certifying about payment of a certain sum as a tax, to its return the mortgage sum, and from this money of 20% or 15% hold in a type of a penalty.

The offered mechanism would find effective application in regions for realization of functions on permission to be engaged in work. First, it gives the chance to pursue flexible policy in the employment sphere; secondly, would generate the competition for manpower between regions; and in the third, would raise level of special control in safety system

Also, we offer improvement of the mechanisms promoting migrants to put of investments into economy of Kazakhstan and to obtain nationality. In other words, this mechanism is aimed at preferential granting to the investors, putting investments into the social sphere (including in municipal services). Such investors can give out permission to stay in the country till 5 years, and then considering volumes of an investment put (not put), investors need to prolong (not to prolong) stay terms.

Now this norm doesn't work and volumes of an investment aren't determined. And in the future, when carrying out a package of measures on

improvement of legal regulation of the migration, the offered mechanism will find the application.

This mechanism will be able to create effective strengthening of control "arriving" and to legalize illegal migrants in the country. Volumes of financial receipts in the budget increase. Will help to reduce an activation of illegal immigrants in financing of shadow and criminal business, to resist to corruption. The most important, will give the chance to receive a real picture and reliable information, to analyze a situation on a labor market, to predict, develop a labor market.

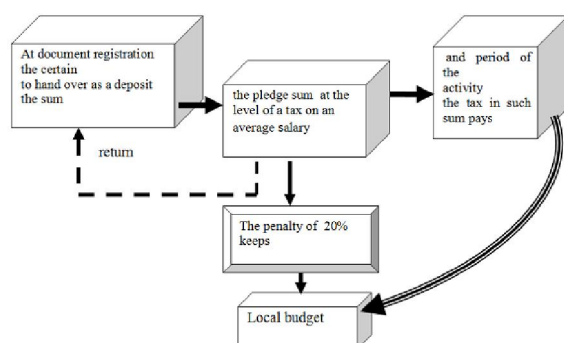


Figure 3. The activity of registration mortgage mechanisms

Conclusions

In the period of an economic crisis, regulation of migratory processes and methods of management could be embodied much more effectively. Development of management of migratory processes of a manpower, can objectively influence improvement of placement of a manpower.

The solution of labor migratory actions can affect national economy intensity of migratory streams and define structure of professional qualification of labor migrants. Growth of number of labor migrants is influenced by numerous difficulties and at the same time the interconnected factors. Interaction of mechanisms of these factors, and also serious analysis of a labor market and as a whole on all economy would serve as important incentive to elaboration of strategy of migration.

Corresponding Author:

Dr. Umirzakova Meruert
Chair Public Administration of Korkyt ata named
Kyzylorda State University.
Ayteke Bee St., 29A, Kyzylorda, Republic of
Kazakhstan, Candidate of Economic Sciences

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