

NEWS

OF THE NATIONAL ACADEMY OF SCIENCES OF THE REPUBLIC OF KAZAKHSTAN

SERIES OF SOCIAL AND HUMAN SCIENCES

ISSN 2224-5294

<https://doi.org/10.32014/2020.2224-5294.47>

Volume 2, Number 330 (2020), 133 – 139

UDC 331.556

IRSTI 06.77.65

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**THE CONCEPT OF “LABOR MIGRATION”
AS AN OBJECT OF PUBLIC ADMINISTRATION**

Abstract. Contradictions associated with the variety of definitions of the concept of migration are characteristic both for the scientific sphere and for the field of its legislative regulation, where it still remains loose in the legislation of the Republic of Kazakhstan. It is usually not specified what exactly is meant by this phenomenon or process, and such a general concept as “migration” is used. The article analyzes the definitions of the concepts “migration” and “labour migration” presented in domestic and foreign literature. In addition, interpretations are provided that are used in international and Kazakhstani regulatory acts relating to issues of population migration and labour migration. An attempt was made to formulate the concepts of “migration” and “labor migration”, consistent with the practice of application in government and research experience. Based on the analysis of the definitions of the term “migration” found in the scientific literature, an attempt was made to group them. The definitions of migration given below make it possible to single out its characteristic features, on which the majority of researchers focus. These include, firstly, the fact of spatial displacement, secondly, a permanent or temporary change of place of residence, and thirdly, the territorial redistribution of population.

Keywords: migration, social mobility, horizontal mobility, labour migration, migrant worker, national labour market.

Introduction

The main problems in the implementation of migration policy, the formation of effective instruments of state management of migration processes, as well as in economic assessments of the impact of labor migration on economic security, lie in the multidimensional nature of migration itself. This is because migration processes are too diverse and multifactorial to get a convincing explanation from the standpoint of only one scientific theory.

In the scientific literature there is no unity in the definition of the concepts of “migration” and “labor migration”. At the same time, it is obvious that the ambiguity of interpretations makes it difficult to understand and study the problems of labor migration.

One of the first who tried to give a scientific definition of the concept of “migration” was E. Ravenstein, who considered this phenomenon as a permanent or temporary change in a person’s place of residence [1, 38]. E. Ravenstein gave the basic characteristics of migration processes, and his work became the starting point for subsequent research in the field of migration. Today there are more than 40 definitions of this concept [2, 14]. We will focus on some of them.

For a theoretical understanding of the phenomenon of labor migration, characterized by a complex system of relationships, diversity in terms of its causes and forms, the authors chose the method of system analysis. A systematic approach involves the study of labor migration, taking into account the relationships, interactions, changes at the macro and micro levels that occur as a result of involvement in migration processes. The authors emphasize the need for an interdisciplinary study of migration, since the very nature of migration requires a comprehensive study of its relationships and patterns. The work also used the method of comparative analysis of theoretical developments of foreign and domestic authors,

whose works are devoted to the phenomena of “migration” and “labor migration”, their definitions and characteristics.

The study of official documents of international conventions of the United Nations and the International Labor Organization, as well as national laws, concepts and strategic documents in the field of migration, which are devoted to various issues of regulation of migration processes and contain definitions of the concept of “labor migration”, is of great importance in the work. These documents are in the access mode on the official websites of state bodies and international organizations.

Conducting research

In the scientific literature, the term “migration” is often understood as the mobility of the population. So, for example, Bondyрева S.K. and Kolesov D.V. consider that migration is a “natural manifestation of mobility”, motivated by the desire to improve living conditions, to meet needs [3, 38]. In this interpretation, migration becomes a synonym for social mobility: territorial, sectoral and professional. This approach mixes concepts that characterize too different social processes.

At the same time, Sorokin P.A. highlighted territorial mobility as a form of horizontal mobility [4, 121]. However, mobility presupposes potential readiness and ability to act rather than action itself, while migration is already an action, or a process. Therefore, it is necessary to clearly distinguish between the terms “migration” and “mobility”.

The definitions of the term “migration” found in the scientific literature are presented in table 1.

Table 1 - Groups of definitions “migration”

Definitions	Igroup	IIgroup	IIIgroup
Characteristics	combine the concepts of “movement” and “mobility”	allow the mixing of various types of social movement	include only spatial or geographic component
Authors	Chapek V.N., Moiseenko V.I., Larmin O.V., Shamileva L.L., Perevedentsev V.I., Zaslavskaya T.I.	Shchepansky Y., Piskun O., M.V. Kurman., Bondyрева S.K., Kolesov D.V., Eisenstad S.	Totsky N.N., Sadovskaya E.Yu., Denisenko M.B., Iontsev V.A., Khorev B.S.
The essence of definitions	Migration as a form of migration mobility [5, 7]	Migration as a form of social movement. [6, 34]	Migration as a territorial movement of people. [7, 12], [8, 20]
Note – Compiled by the author according to [5, 7], [6, 34], [7, 12], [8, 20]			

Within the framework of the fourth group, different approaches have developed: a wide approach is used by authors who relate all spatial movements to migration; a narrow approach excludes pendulum migration, which is a special form of resettlement [9, 9].

The most acceptable, reflecting the modern understanding of this phenomenon, is L. Rybakovsky’s definition, emphasizing that migration is “territorial displacement, regardless of purposefulness, regularity and duration” [10, 21]. Also noteworthy is the definition of Sadovskaya E.Yu., who considers migration as “movement of the population across state borders” [8, 20]. She connects such movement with a change of place of residence and insists on the need for its state regulation.

Labor migration is one of the types of migration in which a decision is made independently or under the influence of socio-economic factors. The basis of such a decision, as a rule, is the desire to satisfy their own needs [9, 39]. The contradiction between needs and the possibilities of their satisfaction in a particular area becomes the cause of labor migration. In other words, it is human need that serves as the main factor in deciding on migration.

In the scientific and educational literature, along with the concept of “migration”, the concepts “labor migration” and “international migration” are also used. A comparison of these concepts shows that, as a rule, the domestic market serves as objects of labor migration, and we are talking about movement within the framework of a single national economy [11, 102]. In the second case, we are talking about both internal and external migration [12].

The subject of labor migration is the carrier of a part of human capital, defined as capital in the form of mental abilities, obtained through formal training or education or through practical experience.

Sometimes human capital is considered as one of the most important forms of capital, defined as the production capabilities embodied in human beings [13]. Indeed, the development of human capital is carried out in an economic space that is always geographically localized. Everyone is interested in a more complete realization of their abilities and needs, both in time and space, and this can be maximally realized in the process of labor migration. In other words, labor migration is such a spatial action of the individual in which the realization of human capital is carried out.

In the context of socio-economic relations, labor migration refers to the movement of human resources (labor capital) from one territory to another, which involves a change of place of residence – temporarily or permanently. An important point is the crossing of borders, administrative or state. From here follows the division of migration into internal and external (international) migration.

From the point of view of international law, migrant workers are represented by persons moving for the purpose of employment in another country for a temporary or permanent term, and also moving to another country periodically. All international legal acts on labor of migrants can be divided into three groups:

1) acts of the United Nations (UN) (for example, the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families of 1990);

2) acts of the International Labor Organization (ILO) (for example, Convention No. 97 of 1949 and Recommendation No. 86 on migrant workers);

3) acts of regional international organizations (for example, the European Convention on the Legal Status of Migrant Workers No. 185 of 1977).

International legal acts do not define labor migration, but determine the legal status and rights of migrant workers. For example, ILO Convention № 97 on Migrant Workers considers them to be persons who migrate from one country to another for the purpose of hiring a job, which applies to any person who is officially allowed into the country [14]. But this definition does not include illegal labor migrants, internal migrants, border workers, etc.

According to the Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, adopted by the UN General Assembly on April 18, 1990, “migrant worker” means a person who will engage in, engage in, or engage in paid activity in the state of which he or they are not [15].

The ambiguity in understanding labor migration is found in Kazakhstani regulatory documents in the field of public administration, where when using the general concept of “migration” they usually do not specify what is meant by this phenomenon. The exception is the Law of the Republic of Kazakhstan “On Population Migration” in 2011, where the definition of the concept of “migration” is widely represented, and labor migration is interpreted as “temporary movement of individuals from other states to the Republic of Kazakhstan and from the Republic of Kazakhstan, as well as within the state for the implementation of labor activity” [16]. As you can see, the Law does not clearly divide labor migration into internal and external, but at the same time, the terms “internal migration”, “immigration” and “foreign labor force” are cited and used.

The scientific definitions of external and internal labor migration go beyond narrow legal definitions. From the point of view of the Russian scientist V.A. Iontseva, international or external labor migration - this is migration associated with crossing the state border in order to sell their labor and receive remuneration for it - wages. He also considers frontier workers to external labor migrants, but excludes the possibility of referring them to businessmen who cross the state border with the aim of buying and selling goods. To define this phenomenon, another category is introduced - “economic migrants”, or “shuttles” [18].

Labor migration must be considered not only as a process representing any kind of change, but also as a system of relations: economic, social, legal, political and others. Such a system can be defined as a combination of structurally and functionally interrelated elements of labor migration. The entire network of elements and their correlation form the state of the system. At the same time, the migration process can be defined as interaction within the spatial system of relations.

Thus, labor migration does not come down to a single process, it is always wider. The significant difference between the migration-system of relations and the migration-process is that the migration-

system aims to study the latter as a phenomenon of the way a person acts, and the migration-process as such is an integral part of the migration-system of relations.

Labor migration as a system of relations is in constant change. At the same time, in any system there is a stable, stable – the structure of the system. The structure gives rise to patterns of behavior of the entire migration process, changing it, you can change these patterns.

To study labor migration as a system of relations, it is necessary, first of all, to determine the structure of relations between all its basic elements, which forms its original integrity, as well as the purpose of its functioning.

As the main elements of labor migration as a system, one can name the subject, object, and the process of labor migration itself. The nature of labor migration as a system of relations is determined, on the one hand, by the environment (national labor market) in which it is located, and on the other, by the features of structural relations between elements of the system. The interconnection of migration elements is based on the principle of relations. This approach reflects the “network” method of studying labor migration. This method allows you to identify the relationship between individuals, cities, countries in order to understand how migration relations are based on the interaction of subjects of labor migration.

The subject of migration relations is primarily a labor migrant with its individual characteristics and characteristics that determine the level of its migratory mobility. The subject of migration relations is a subject of the labor market. Here he is faced with another subject of the labor market - a local resident, but there is a difference between them. A migrant is more active in relation to the labor market, and to some extent he will transform it. Thus, the labor market is the object of activity of a migrant. Migrants primarily replenish the “hidden” labor market.

The signs that distinguish a migrant subject from other entities that make spatial movements are:

- change of permanent place of residence and place of employment;
- crossing the administrative boundaries of territories;
- prolonged or permanent stay of the subject in a new place of residence.

The object of migration is the ultimate goal of the path (state, region, city, workplace).

So, labor migration is a set of territorial or spatial movements that are associated with employment and job search. Migration is usually caused by the desire to change the parameters of life, the workplace, as well as external conditions.

Of all the definitions encountered, the most acceptable, reflecting the modern understanding of migration, are those that include the spatial component.

The definitions we know allow us to highlight the essential signs of migration, which include: 1) spatial (territorial) movement; 2) permanent or temporary change of place of residence; 3) territorial redistribution of the population.

In a broad sense, labor migration is displacement, the purpose of which is employment, including moving to a permanent place of residence in the case where the main goal is to look for work. In a narrow interpretation, labor migration is presented as temporary displacement aimed at employment in another region or country.

International legal documents give characteristics of a migrant worker, thereby implying an external labor migrant, while international law does not regulate internal labor migration and does not characterize this process.

Kazakhstan regulatory documents give a fairly broad definition of the concept of “labor migration” and indirectly define external labor migration, but do not disclose its concept. In addition, Kazakhstani legislation introduces the concept of “immigrant”, and in the context the concept of “foreign labor” is used, which can be considered synonymous with the term “external labor migrant”.

Conclusion

Thus, the analysis of scientific and legal literature allows us to formulate the following definitions for the purpose of researching the public administration of external labor migration:

1. Migration is the territorial (spatial) movement of individuals from one state to another, as well as within the state, regardless of purposefulness, regularity, and duration.

2. External labor migration is short-term or long-term movements of citizens of one country to another country for the purpose of hiring or searching for work with subsequent employment, which do not imply a change of permanent residence.

3. An external labor migrant is a citizen of one country who temporarily resides in the territory of another country in order to find work and carry out labor activities.

4. Internal labor migration is temporary movement of citizens across the territory of their country in order to carry out labor activity or to seek work in a region other than the place of permanent residence.

5. Internal labor migrant is a citizen of a country who temporarily moves to another region of his country in order to carry out labor activity or to look for work.

6. Immigration is an entry of foreigners or stateless persons into the Republic of Kazakhstan for temporary or permanent residence.

The presented analysis of theoretical developments on the definition of the term “labor migration” indicates that labor migration is a multifactorial phenomenon. The dominant importance of the economic factor in the study of labor migration determines the important role of economic studies of migration processes. Given the significant scale of international labor migration, particular attention should be paid to the formation of interdisciplinary methodological tools for such studies.

The main aspect of the methodology for studying labor migration is the theoretical study of this phenomenon, the identification of patterns and relationships, the formation of the structure of scientific knowledge, criteria for science and the system of research methods used. The formal aspect is related to the analysis of methods of studying labor migration in terms of the logical structure and formalized approaches to the construction of theoretical knowledge, its truth and argumentation.

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МЕМЛЕКЕТТІК БАСҚАРУ МАҚСАТЫ РЕТІНДЕ «ЕҢБЕК КӨШІ-ҚОНЫ» ТҰЖЫРЫМЫ

Аннотация. Көші-қон саясатын іске асырудағы, көші-қон процестерін басқарудың тиімді құралдарын қалыптастырудағы, сонымен қатар еңбек көші-қонның экономикалық қауіпсіздікке әсерін экономикалық тұрғыдан бағалаудағы негізгі проблемалар көші-қонның көп өлшемді сипатында жатыр. Себебі көші-қон процестері алуан түрлі және көп факторлы, тек бір ғана ғылыми теория тұрғысынан нақты түсініктеме алуға мүмкіндік береді. Көші-қон түсінігінің әртүрлі анықтамаларына байланысты қайшылықтар ғылыми салаға да, оның Қазақстан Республикасындағы заңнамалық реттеу саласына да тән. Әдетте бұл құбылыс немесе процесс нені білдіретіні көрсетілмейді және «көші-қон» сияқты жалпы ұғым қолданылады.

Бұл мақалада отандық және шетелдік әдебиеттерде ұсынылған «көші-қон» және «еңбек көші-қоны» ұғымдарының анықтамалары талданады. Сонымен қатар халықаралық көші-қон және еңбек көші-қоны туралы халықаралық және қазақстандық ережелерде түсіндірмелер берілген. «Көші-қон» және «еңбек көші-қоны» ұғымдарын мемлекеттік тәжірибеге және зерттеу тәжірибесіне сәйкес қалыптастыруға әрекет жасалды.

Ғылыми әдебиеттерде кездесетін «көші-қон» терминінің анықтамаларын талдау негізінде оларды топтастыруға әрекет жасалды. Төменде келтірілген миграцияның анықтамалары көптеген зерттеушілер басшылыққа алатын оның сипаттамалық ерекшеліктерін бөлін көрсетуге мүмкіндік береді. Бұл, біріншіден, кеңістіктегі орын ауыстыру фактісі, екіншіден, тұрғылықты жерінің тұрақты немесе уақытша өзгеруі, үшіншіден, халықтың аумақтық қайта бөлінуі. Формалды аспект еңбек көші-қонын зерттеу әдістерін және теориялық білімді қалыптастырудағы формалды тәсілдерді, оның ақиқаты мен дәлелдемелерін талдаумен байланысты. Әдістеменің мазмұнды аспектісі сыртқы еңбек көші-қонының экономикалық қауіпсіздікке әсерін теориялық зерттеуді, заңдылықтар мен қатынастарды анықтауды, ғылыми білім құрылымын, ғылымның критерийлерін және қолданылатын зерттеу әдістері жүйесін қамтиды.

Еңбек көші-қоны кез келген өзгерісті білдіретін процесс ретінде қарастырылады және қатынастар жүйесі ретінде: экономикалық, әлеуметтік, құқықтық, саяси және басқалар көрініс табады. Мұндай жүйені еңбек көші-қонының құрылымдық және функционалды өзара байланысты элементтерінің жиынтығы ретінде анықтауға болады. Элементтердің бүкіл желісі және олардың корреляциясы жүйенің күйін құрайды. Сонымен бірге көші-қон процесі кеңістіктік қатынастар жүйесіндегі өзара іс-қимыл ретінде анықталады.

Еңбек көші-қоны қатынастар жүйесі ретінде үнемі өзгеріп отырады. Сонымен қатар кез келген жүйеде бүкіл көші-қон процесінің мінез-құлқын қалыптастыратын жүйенің құрылымы бар, оны өзгерте отырып, сіз осы заңдылықтарды өзгерте аласыз. Еңбек миграциясын қатынастар жүйесі ретінде зерделеу үшін, ең алдымен, оның тұтастығын құрайтын оның барлық негізгі элементтері арасындағы қатынастардың құрылымын, сондай-ақ оның қызмет ету мақсатын анықтау қажет.

Қарым-қатынастар жүйесі ретіндегі еңбек көпші-қонының сипаты, бір жағынан, ол орналасқан қоршаған орта (ұлттық еңбек нарығы), екінші жағынан, жүйе элементтерінің арасындағы құрылымдық қатынастардың ерекшеліктерімен анықталады. Көпші-қон элементтерінің өзара байланысы қатынастар принципіне негізделген. Бұл тәсіл еңбек көпші-қонын зерттеудің «желілік» әдісін көрсетеді. Бұл әдіс көпші-қон қатынастарының еңбек көпші-қоны субъектілерінің өзара іс-қимылына негізделгенін түсіну үшін, жеке адамдар, қалалар, елдер арасындағы қатынасты анықтауға мүмкіндік береді.

Көпші-қон қатынастарының пәні – бұл, ең алдымен, өзінің қоныс аудару дәрежесін анықтайтын жеке ерекшеліктері мен сипаттамалары бар еңбек мигранты. Көпші-қон қатынастарының пәні еңбек нарығының субъектісі болып саналады. Мұнда ол еңбек нарығының тағы бір субъектісіне – жергілікті тұрғынға тап болады, бірақ олардың арасында айырмашылық бар. Мигрант еңбек нарығына қатысты неғұрлым белсенді және белгілі бір дәрежеде оны өзгертеді. Осылайша, еңбек нарығы – бұл мигрант қызметінің нысаны.

Сыртқы еңбек көпші-қонын зерттеуді ғылымның әртүрлі салалары жүргізеді. Егер оның экономикалық қауіпсіздікке әсер ету заңдылықтары туралы айтатын болсақ, онда, ең алдымен, экономикалық ғылымның әдістері қолданылады. Сонымен бірге экономикалық құбылыстарға қарсы тұрудың жеткілікті тиімді механизмін құруға мүмкіндік бермейтін осы құбылысты зерттеудегі әдістеменің жетілмегендігі біздің алдымыздан шығады. Сыртқы еңбек көпші-қонының экономикалық қауіпсіздікке әсерін зерттеу үшін, сыртқы еңбек көпші-қонын зерттеу әдістемесінің негізгі элементі бола алатын бірыңғай әдістемелік апарат қажет.

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КОНЦЕПЦИЯ «ТРУДОВОЙ МИГРАЦИИ» КАК ОБЪЕКТ ГОСУДАРСТВЕННОГО УПРАВЛЕНИЯ

Аннотация. Основные проблемы в реализации миграционной политики, формировании действенных инструментов государственного управления миграционными процессами, а также в экономических оценках влияния трудовой миграции на экономическую безопасность лежат в многоаспектной сущности самой миграции. Это объясняется тем, что миграционные процессы слишком разнообразны и многофакторны, чтобы получить убедительное объяснение с позиции лишь какой-то одной научной теории. Противоречия, связанные с разнообразием определений понятия миграции, характерны как для научной сферы, так и для области ее законодательного регулирования в Республике Казахстан. Обычно не указывается, что именно подразумевается под этим явлением или процессом и используется такое общее понятие, как «миграция».

В данной статье анализируются определения понятий «миграция» и «трудовая миграция», представленные в отечественной и зарубежной литературе. Кроме того, представлены толкования, которые используются в международных и казахстанских нормативных актах, касающихся вопросов миграции населения и трудовой миграции. Была предпринята попытка сформулировать понятия «миграция» и «трудовая миграция» в соответствии с практикой применения в правительстве и исследовательским опытом.

На основе анализа определений термина «миграция», найденных в научной литературе, была предпринята попытка сгруппировать их. Приведенные ниже определения миграции позволяют выделить ее характерные особенности, на которые ориентируется большинство исследователей. Это, во-первых, факт пространственного перемещения, во-вторых, постоянное или временное изменение места жительства и, в-третьих, территориальное перераспределение населения. Формальный аспект связан с анализом методов изучения трудовой миграции и формализованных подходов к построению теоретического знания, его истинности и аргументации. Содержательный аспект методологии включает теоретическое изучение влияния внешней трудовой миграции на экономическую безопасность, выявление закономерностей и взаимосвязей, формирование структуры научного знания, критериев научности и системы используемых методов исследования.

Трудовая миграция рассматривается как процесс, представляющий какого-либо рода изменения, и как система отношений: экономических, социальных, правовых, политических и других. Такую систему можно определить как совокупность структурно и функционально взаимосвязанных элементов трудовой миграции. Вся сеть элементов и их взаимосотнесение образуют состояние системы. Вместе с тем, миграционный процесс определяется как взаимодействие в рамках пространственной системы отношений.

Трудовая миграция как система отношений находится в постоянном изменении. Вместе с тем, в любой системе имеет место структура системы, которая порождает закономерности поведения всего миграционного процесса, изменив ее, можно изменить и эти закономерности. Для исследования трудовой миграции как системы отношений необходимо, в первую очередь, определить структуру связей между всеми ее основными элементами, образующую ее изначальную целостность, а также цель ее функционирования.

Характер трудовой миграции как системы отношений определяется, с одной стороны, средой (национальный рынок труда), в которой она находится, а с другой – особенностями структурных связей между элементами системы. Взаимосвязь элементов миграции построена на принципе отношений. Такой подход отражает «сетевой» метод исследования трудовой миграции. Данный метод позволяет выявить связи между индивидуумами,

городами, странами для того, чтобы понять, как складываются миграционные отношения на основе взаимодействия субъектов трудовой миграции.

Субъектом миграционных отношений в первую очередь является трудовой мигрант с его индивидуальными особенностями и характеристиками, которые и определяют уровень его миграционной подвижности. Субъект миграционных отношений является субъектом рынка труда. Здесь он сталкивается с другим субъектом рынка труда – местным жителем, но между ними существует отличие. Мигрант более активен по отношению к рынку труда, и в какой-то мере он преобразует его. Таким образом, рынок труда является объектом деятельности мигранта.

Исследование внешней трудовой миграции проводится различными отраслями наук. Если говорить о закономерностях ее влияния на экономическую безопасность, то здесь применимы, прежде всего, методы экономической науки. В то же время мы сталкиваемся с несовершенством методологии в исследовании данного феномена, что не позволяет сформировать достаточно эффективный механизм противодействия угрозам экономической безопасности. Для изучения влияния внешней трудовой миграции на экономическую безопасность необходим единый методический аппарат, который может служить главным элементом методологии исследования внешней трудовой миграции.

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