

SWEEPING ETHNO-DEMOGRAPHIC CHANGES IN KAZAKHSTAN DURING THE 20TH CENTURY: A DRAMATIC STORY OF MASS MIGRATION WAVES

PART II: INTERNATIONAL MIGRATION IN KAZAKHSTAN SINCE 1991

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ABSTRACT

The long-time formation of a multiethnic population in Kazakhstan during the Soviet period formed a potential source for population outflow while a sizable Kazakh diaspora abroad was a potential source of immigration to Kazakhstan after 1991. Since the 1991 independence of Kazakhstan, the strategic demographic goals have been to increase its population size and stabilize its ethno-demographic situation. The migration processes that occurred can be divided into two chronological periods. First, the 1990s were marked with a mass outflow of the European population from Kazakhstan. It was a sign of shift towards liberalization in socio-economic, political and other spheres of life as well as the economic downturns related to the collapse of the ruble zone, and the impact of the Asian and Russian financial crises in 1997–1998. The second period marked with the emergence of new migration trends started in the beginning of the 2000s despite the fact that Kazakhstan had still been losing its population due to emigration. The net migration became positive in 2004 and even increased in the following years. The volume of immigration among ethnic Kazakhs under the state policy on ethnic return migration increased. The aim of the second part of the paper is to trace the changes in the total population and its ethno-demographic structure in Kazakhstan from the beginning of the independent state in 1991, and to determine the role of migration in these changes. We also present a conceptualization of the migration policy.

Keywords: Kazakhstan, population, migration, ethnic structure, Soviet Union

1. Introduction

The new phase of international migration flows in Kazakhstan started with the independence of Kazakhstan in 1991. This meant designing and implementation of independent policy aimed at regulating migration of population by taking into account the goals and strategies of population development of the country. In this regard, the intensity and patterns of migration flows for the last two decades of sovereignty changed considerably. The period of the 1990s could be characterised by intensive outflow of population driven by socio-economic, political, environmental and other factors whereas the early 2000s were dominated by the stabilization of macro-economic situation and rapid economic growth and thus by intensive inflow of population.

The aim of the second part of the paper is to trace the changes in the total population and its ethno-demographic structure in Kazakhstan from the beginning of the independent state in 1991, during the third stage of country's ethno-demographic development documented by historical census data which eliminates quantitative dominance of European ethnic groups and ended in the preponderance of autochthonous population – ethnic Kazakhs (Alexeyenko 2011a, 2011b). Moreover, this part aims in determining the role of migration in identified changes and conceptualizing migration policy.

This text directly follows the first part of the paper published earlier (Saparbekova, Kocourková and Kučera 2014). Therefore it refers to the methods and conceptual

foundation specified in the first part. In addition the methods of texts content and contextual analysis were applied in the presented attempt to conceptualize recent and current migration policy of Kazakhstan on the basis of relevant legal and program documents.

2. Data

The presented research is based on data provided by the Agency of Statistics of the Republic of Kazakhstan (ASRK). Thus, the available data on migration of population, generally size and structure of population are mainly obtained from demographic, statistical and ethno-demographic yearbooks, yearly and monthly statistical bulletins, the 1999 and 2009 Census and other materials published by the ASRK (www.stat.kz). For the comparative purposes the immigration and emigration data between Kazakhstan and respective origin and destination countries was taken from the Federal Statistical Office of Germany (www.destatis.de) and Federal State Statistics Service (Russia) – Rosstat (www.gks.ru).

Generally, a number of governmental agencies collects migration-related data in Kazakhstan, in particular the ASRK, the Ministry of Foreign Affairs, Ministry of Internal Affairs, Ministry of Labour and Social Protection of Population, the Border Control Service of the National Security Committee and the Ministry of Transport and Communications. Data on migration is generally based on statistical record cards attached to the arrival and

those attached to the departure. When a person registers a change of permanent residence with the local offices of the Ministry of Internal Affairs, he/she is required to fill in the statistical cards for all family members. The cards are then sent for further processing to municipal statistical divisions in each region. Foreigners complete statistical coupons if they intend to stay in Kazakhstan for longer than six months. Both documents are in the form of questionnaire. Statistical record card attached to the arrival includes the information on: date and place of birth, sex, nationality (ethnicity), the place of (former) registration, the place of former residence, the time of arrival, purpose of arrival, the place of employment and occupation in the former place of residence, the attained level of education, marital status (whether a person arrived with his/her wife/husband for those who are married), the information regarding children under age of 16 if they arrived with their parents. The similar set of information is included to the statistical record card attached to the departure. Initial data gathering, checking the correctness and quality of filled coupons are implemented by municipal statistics divisions verify the coupons for accuracy and, in the event of an error, send them back to the territorial Departments of Internal Affairs. Once a month, all the coupons are submitted to the regional statistics departments which record data electronically and perform additional quality controls. Each month, primary data processed and coded by the regional statistics departments is electronically transferred to Information Centre of the ASRK.

Accuracy of data on migration is considered to be not always satisfactory. First of all it is related to the data collecting system as double counting can occur if the same person changes his or her place of residence twice during the reporting period. Additionally, registration-based migration data is not able to capture movements which occur during periods of less than one year for nationals or less than six months for foreigners and stateless persons (Folden, Manke and Mortensen 2007). Another issue with counting migrants is related to the definition and classification of international migrants according to the duration of their stay – long- and short term migrants. Thus, according to the UN recommendations, the long-term migrant is a person who moves to a country other than that of his or her usual residence for a period of at least a year, whereas a short-term migrant is a person who moves to a country other than that of his or her usual residence for a period of at least three months (but less than a year) except in cases where the movement to that country is for purposes of recreation, holiday, visits to friends or relatives, business or medical treatment (IOM 2004). The Kazakhstani legislation defines immigrant as a foreigners or stateless person arrived in the RK for temporary or permanent residence not specifying the period of residence (Law of the RK 477-IV 22 July 2011 on migration of population – Bulletin of the Parliament of the RK 2011, No. 16 p. 127).

Relatively comprehensive data on migration, based on demographic, socio-economic and other characteristics of migrants is available only since 1999. The main reason was the absence of institution which would be in charge of migration until the formation of the Agency on Migration and Demography of the Republic of Kazakhstan (AMDRK) in 1997. Data on migration were gathered by local Departments of Migration Police under the Ministry of Internal Affairs of the RK and as any law enforcement institutions the data considered to be as those for internal use only. On the other hand mass movement of population, especially mass emigration in the 1990s may have an impact on completeness of existing data.

Since the early 1990s within the declared policy of ethnic return migration considerable number of ethnic Kazakhs had been immigrating to Kazakhstan. However, the data on oralmans (plural form in Kazakh language “*Oralmandar*” means “people who came back” (Orazalyuly 2010)) had not been collected until the 2000s due to the absence of institution as it was mentioned before. Only three years after the establishment of the AMDRK, starting from 2000 data on immigration of ethnic Kazakhs and their families were ex-post estimated on the basis of different types of primary data including those obtained in sample surveys (*ibid.*). Thus, the data had been collecting firstly by the AMDRK and later on, after its dissolution, by Migration Committee of the Ministry of Labour and Social Protection of Population of the RK and by the Migration Police Committee of the Ministry of Internal Affairs of the RK since 2011. These data include such basic characteristics as age and sex, education, countries of origin and main destination regions within Kazakhstan.

As regards to the stock of external migrants in Kazakhstan, these data are available from the Census. Migration data in 1999 and 2009 censuses include information on the place of birth and the place of previous stay, duration of residence in the country, age and sex, educational level of migrants including the ethnic Kazakh immigrants.

3. Migration policy

The management of migration processes and effective policy implementation requires a solid legislation based on international law and human rights instruments. Migration policy refers to the laws, rules, regulations and measures implemented by a state to influence the volume and composition of migration. Accordingly, development of legislation and implementation of policy measures are provided. Since the early 1990s the Parliament and the Government of the Republic of Kazakhstan adopted a plenty of normative documents, however, the migration legislation of Kazakhstan is still considered being in the process of formation.

3.1 Trends in legislative provisions

The legislation of Kazakhstan on movement of population is based on the Constitution of the Republic of Kazakhstan (Bulletin of the Parliament of the RK 1996, No. 4 p. 217), which affirm the right of individuals for free movement who stay lawfully in the territory of the RK and choose the place of residence as well as the right to leave and freely return. The main legislative instrument dealing directly with migration of population is the Law of the RK No. 477-IV 22 July 2011 on migration of population (Bulletin of the Parliament of the RK 2011, No. 16 p. 127). The Law has two previous versions adopted in 1992 and 1997. Thus, the first legislation regulating the legal status of migrants in Kazakhstan was the Law of the RK No. 1437 26 June 1992 on immigration (Bulletin of the Supreme Council of RK 1992, No. 13–14 p. 314). The Law mainly dealt with organization and regulation of resettlement of ethnic Kazakhs, according to the state policy on repatriation, creation of necessary conditions for refugees and their families. As it was stated in the Law, immigrants were classified as refugees, refugee-repatriants, asylum seekers and those who enter the country by collective, family and labour immigration though it did not give a clear definition of the terms used and did not specified the difference between “refugee” and “refugee-repatriant”. According to the Article 6 each year the President of the RK determines the number of immigration quotas for ethnic Kazakh families. These quotas define the limited number of immigrants to be accepted by type of immigration, indicating their country of origin and financial resources as adaptation benefits. Immigration quotas defined the destination regions in Kazakhstan and the field of economic activity where immigrants were to be employed. Additionally, the Law considered labour migration, particularly the attraction of qualified specialists for the priority sectors of economy.

The further development of legislative base resulted in adoption of the Law of the RK No. 204-1 13 December 1997 on migration of population (Bulletin of the Parliament of the RK 1997, No. 24 p. 341). This Law No. 204-1/1997 on migration of population with some amendments in 2001, 2002, 2004, was replaced by the new Law of the RK No. 477-IV 22 July 2011 on migration of population (Bulletin of the Parliament of the RK 2011, No. 16 p. 127). The Law aimed to diminish the adverse effects of migration by minimizing illegal entry and stay as well as differentiation of migration flows. The Law distinguishes the following types of immigration based on the aim of movements such as return to the historical homeland, family reunification, study, employment, humanitarian and political reasons. The Law additionally clarifies that the foreigners and stateless persons who stay less than 90 days cannot be considered as immigrants along with the persons passing through the territory of Kazakhstan by transit (no more than 5 days), members of diplomatic

missions, mass media and others. The Law clearly defines the spheres of competence of each governmental body which deals with migrants in comparison with the previous versions of the Law, which in turn dealt only with the authorized body in the sphere of migration.

From the beginning of 2000s the Government of the Republic of Kazakhstan adopted special programs that dealt with migration policy issues. Thus, the Program on migration policy for 2001–2010 was approved by the Decree of the Government No. 1371 29 October 2001 (Collection of the Acts of the President and Government of the RK 2001, No. 36–37 p. 480). The Program aimed to form migration policy that creates necessary conditions for sustainable demographic and socio-economic development, creates all necessary conditions for realization of the rights of migrants, as well as strengthens state security. Implementation of the Program was planned in two phases. The first phase covered the medium period from 2001 to 2005 that sought to decrease the negative net migration by creating conditions to decrease emigration, facilitation of return of former compatriots to the homeland and improvement of migration management and legislative base. The second phase covered the period 2005–2010, which aimed to increase the migration factors in the economic development of the country, further improvement of legislation, economic and social bases for realization of the migrants’ rights. Generally, the first phase had reached its goals as the negative net migration turned positive in 2004. As for the results of the second phase, the world economic crisis obviously influenced on the intensity of migration flows as the net migration decreased.

Another important document that has been dealing with the state policy on migration is the Concept of migration policy of the Republic of Kazakhstan for 2007–2015 adopted by the Decree of the President of the RK No. 399 28 August 2007 (*Kazakhstanskaya Pravda* 3 September 2007 No. 137). The Concept in the medium and long term perspectives aimed to improve the quality of existing and develop the new areas of migration management in the Republic of Kazakhstan. The main aim of the national migration policy, which is stated in the document, is to reduce the negative consequences of migration processes in the framework of preserving national identity and security by minimizing illegal migration and creating selective migration. Among the main directions, the policy on illegal migration should be mentioned separately as it seek for maintenance of state security and fight against illegal migration. This can be obtained by strengthening and re-equipment of the state borders, improvement of the system of technical registration and issuance of visas, monitoring migrants for lawful entry and stay and in case of the violation of laws, the application of national and international rules of detention, return procedures.

Along with previously discussed legislation the issue of repatriation to Kazakhstan was considered thoroughly

in the Program “Nurly Kosh” (Blessed migration) for 2009–2011 adopted by the Decree of the Government of the RK No. 1126 2 December 2008 (Collection of the Acts of the President and Government of the RK 2008, No. 45 p. 514). The Program was aimed to rationally resettle and assist to the settlement of ethnic Kazakhs, former citizens of the RK that returned for the purpose of work. According to the Program, the migration processes directed to re-focus on the concentration of economic and labour resources in economically perspective regions, cities and in the areas with favourable climate for living. The Program participants and their family members were eligible for social support which was differentiated according to the zones of resettlement (South, North and Central zones). Additionally, as stimulation for resettlement, the Program provided assistance in housing, employment, resettlement and adaptation of migrants.

3.2 The policy on ethnic return migration

The repatriation of ethnic Kazakhs is one of the main directions of migration policy of the Republic of Kazakhstan. The increase of population size as a whole is one of the main strategic directions of the state policy. In this regard, the choice of the repatriation policy was pre-determined by demographic development of the country prior to the 1990s. Thus, the policy on ethnic return migration aimed to increase the size of population as well as the share of Kazakhs in the population. Diener (2009: 249) points out that the main motive was “ethno national exuberance and desire to counter depopulation”. Consequently, the Government of Kazakhstan has been actively encouraging ethnic Kazakhs to return to historical homeland since independence. It was counted that approximately 5 million Kazakhs live outside Kazakhstan (UNDP 2006), most prominently in Uzbekistan – 1.5 million, China – 1.5 million, Russia – 1 million, Turkmenistan – 100 thousand, Mongolia – 80 thousand and considerable number of Kazakh Diaspora reside in Turkey, Afghanistan and Iran.

The first document initiating return of ethnic Kazaks was the Decree of the Government of the Kazakh SSR No. 711 18 November 1991 on procedures and conditions for resettlement in the Kazakh SSR for persons of Kazakh

ethnicity from other republics and abroad willing to work in rural areas (n. p.). According to the mentioned Decree under the framework of development of rural areas and generally agro-industrial complex of the Kazakh SSR ethnic Kazakhs who intended to immigrate, whether it is temporarily or permanently, were assisted in transportation of their properties from the countries of residence to Kazakhstan, receiving social payments, providing with education, medical care, etc. At the result the number of ethnic migrants returning Kazakhstan was 61,609 in 1991–1992 (UNDP 2006). The first legislative base of ethnic return migration in the Republic of Kazakhstan was the Law of the RK No. 1437 26 June 1992 on immigration (Bulletin of the Supreme Council of RK 1992, No. 13–14 p. 314). The mentioned Law considered immigration of ethnic Kazakhs as the flows of refugees and refugee-repatriates. Such a distinctive definition was based on the geographic location of the Kazakh diaspora hence different terms appeared in migration legislation. Thus, the term *oralman* was used regarding to ethnic Kazakhs coming from countries of far abroad, whereas Kazakhs coming from former Soviet Union republics were called repatriates. It should be noted that the main legislative instruments in the early 1990s regarding migration was developed poorly that in most cases can be explained with the necessity of urgent actions, including the legislative sphere and it did not clearly stated the interest of state and rights of repatriates. It resulted in adoption of numerous changes and amendments to legislation. The Law of the RK No. 204-1 13 December 1997 on migration of population (Bulletin of the Parliament of the RK 1997, No. 24 p. 341) defined *oralman* as foreigner or stateless person of Kazakhs ethnicity who permanently resided abroad by the moment of independence of the Republic of Kazakhstan and arrived for permanent residence in Kazakhstan.

The legislation that directly dealt with repatriation of ethnic Kazakhs was the Concept of repatriation of ethnic Kazakhs to historical homeland adopted by the Decree of the Government of the RK No. 900 16 September 1998 (n. p.). The Concept generally stated the main principles of the government’s policy during the whole process of repatriation of ethnic Kazakhs families starting from studying migration attitudes of Kazakh diaspora through the diplomatic mission of the RK abroad, assisting in resettlement,

Tab. 1 The allocated quotas and flows of oralman families in the RK, 1993–2010.

Indicator	1993	1994	1995	1996	1997	1998	1999	2000	2001
Allocated quotas	10,000	7,000	5,000	4,000	2,200	3,000	500	500	600
Immigrated families	9,090	6,017	5,742	4,810	3,278	3,130	2,668	5,515	9,105
Indicator	2002	2003	2004	2005	2006	2007	2008	2009	2010
Allocated quotas	2,655	5,000	10,000	15,000	15,000	15,000	15,000	20,000	20,000
Immigrated families	10,270	16,026	18,955	28,239	20,498	22,518	15,000	15,534	10,406

Source: Agency of Statistics of the Republic of Kazakhstan.

initial adaptation in Kazakhstan, etc. Despite the active invitation of ethnic Kazakhs from abroad the Government of Kazakhstan introduced quota system for immigrants in 1993 due to the difficult economic situation in the early 1990s. Thus, it was hardly possible to provide all repatriates with necessary conditions for living in the new settlements. Only those families who were included to the quota could be provided with housing and other benefits as well as assistance in employment, etc.

The annual number of immigration quotas throughout the 1990s changed significantly showing the lowest numbers in 1999 and 2000 – 500 quotas per each indicated year (Table 1). This period coincides with economic downturn that affected by Russian financial crisis in 1998. With the improvement of socio-economic conditions in the 2000s the number of quotas increased starting from 2,655 persons in 2002 and reached 15,000 persons in 2005. For the period 1995–2007 the number of immigrating ethnic Kazakh families surpassed allocated quota showing the highest value in 2001 that was 15 times more than the annual quota. This could be explained with general conditions in the countries of origin of ethnic Kazakhs. Thus, most of the ethnic migrants came from Uzbekistan, particularly from the disastrous regions in the south of the Aral Sea (UNDP 2006). The other major origin countries included Russian Federation and rest of the Central Asian region. Despite the increase in the numbers of quota to 20 thousand since 2009 only 77.7% and 52.0% of annual quotas were used in 2009 and 2010 respectively. This could be explained by declining attitude to migrate among ethnic Kazakhs residing abroad that also stimulated by global economic crisis.

The major origin countries were Uzbekistan, Turkmenistan, Russia and Tajikistan among CIS countries, while the share of migrants from Mongolia, China, Iran and Turkey was high among other countries. The main destination regions within Kazakhstan were South-Kazakhstan, Almaty and Mangystau oblasts. Regional distribution of oralmsans showed that immigrants of these regions came from neighbouring countries with which the oblast has common state border. It can be explained with the similar natural and climatic conditions of southern regions as majority of immigrants came from Central Asia, low housing prices, and conditions for conducting

a farm, etc. Thus, the majority of oralmsans from Uzbekistan, Tajikistan and Iran resided in South-Kazakhstan, whereas considerable share of oralmsans from Turkmenistan and Iran settled in Mangystau oblasts. Most of oralmsans from Mongolia resided in Akmola, Karaganda, Almaty and East-Kazakhstan oblasts. The oralmsans who came from Russian Federation mostly concentrated in the North and North Western regions of Kazakhstan which have the common borders with Russia (except Akmola and Mangystau oblasts).

4. Dynamics of international migration in the Republic of Kazakhstan

New dynamics in migration flows started during the years of *perestroika* in the 1980s. This period could be marked with the liberalization of exits and acceleration of emigration (Sadovskaya 2009). The number of emigrants from Kazakhstan during these years was high comparing with other republics. The share of emigrants from Kazakhstan in the total outflows from the Soviet Union was 18.2% – 7.1 thousand out of 39.1 thousand in 1987. The share gradually increased to 21.8% (23.6 thou.) and 22.6% (53 thou.) in 1988 and 1989 respectively. The main destination was western republics of the Soviet Union, whereas destination countries outside Soviet Union were Germany, Israel, and Greece.

4.1 The period of the 1990s

The leap in emigration flows occurred in 1991 with the independence of Kazakhstan. The political changes and systematic economic downturns after the collapse of the USSR caused mass spontaneous and involuntary movement of population between the CIS countries (Sadovskaya 2001). The peak of emigration was observed in 1994, consequently showing the highest level of negative net migration (–)25.2 per 1,000 persons (Table 2). By 2000 negative net migration started to decrease with exception in 1998 due to the impact of Russian financial crisis. Nevertheless, the intensity of emigration decreased at the beginning of 2000s though net migration remained negative.

Tab. 2 External migration in the RK, 1991–1999.

Indicator	1991	1992	1993	1994	1995	1996	1997	1998	1999
Immigrants (in thou.)	170.8	161.5	111.1	70.4	71.1	53.9	38.1	40.6	41.3
Emigrants (in thou.)	228.5	317.8	330.1	477.1	309.6	229.4	299.5	243.7	164.9
Gross migration (in thou.)	399.3	479.3	441.2	547.5	380.8	283.3	337.5	284.3	206.3
Net migration	–57.7	–156.3	–219.0	–406.7	–238.5	–175.5	–261.4	–203.0	–123.6
– per 1,000 inhabitants	–3.5	–9.5	–13.4	–25.2	–15.1	–11.3	–17.0	–13.5	–8.3
Effectiveness index (in %)	–14.4	–32.6	–49.6	–74.3	–62.6	–62.0	–77.4	–71.4	–59.9

Source: Calculations based on the data from the Agency of Statistics of the Republic of Kazakhstan.

Immigration to Kazakhstan during the 1990s comprised inflows of ethnic Kazakhs returning to their historical homeland under the stated policy on repatriation of ethnic Kazakhs. Thus, Kazakhstan received 35,985 families of ethnic Kazakhs or 137,170 oralmans by 1999. Approximately, 60% of Kazakhs came from the CIS countries, namely Uzbekistan, Turkmenistan, Tajikistan, Russia and other countries. Starting from 1993 the Government of the RK, taking into account the socio-economic situation in the country introduced immigration quotas for ethnic Kazakh families. For the period 1993–1999 immigration quotas were allocated for 31,680 families. Generally, the number of oralman families in Kazakhstan exceeded the number of quotas. For example 2,668 ethnic Kazakh families immigrated to Kazakhstan in 1999 while the number of immigration quotas was sharply decreased to 500 comparing to the previous years. The quota basically considered the travel costs, financial and other social benefits that were paid by the republican budget and reduction of quota did not target to reduce the immigration flows to Kazakhstan.

The emigration of population in the previous years mainly resulted in the decrease of population size to 14,953 thousand that showed reduction by 1,246 thousand persons according to the first Census in independent Kazakhstan conducted in 1999 (ASRK 2000a). In regard to immigration, Table 3 shows number of those who arrived between 1989 and 1998. As it was expected, most of population arrived from former Soviet republics (ASRK 2000b), which after dissolution of the USSR formed the CIS, excluding three Baltic States.

The origin countries of population that arrived for permanent residence in the RK during the period 1989–1998

were Russia – 46.4%, Uzbekistan – 18.8%, Turkmenistan – 15.8% followed by Kyrgyzstan – 5% and Ukraine – 4.1% among countries of CIS and Baltic States (ASRK 2000b). The other countries of origin included Mongolia – 78.5%, Iran – 5.4%, China – 3.7% and Turkey – 3.2%. The destination regions within Kazakhstan were Mangystau, Almaty, South Kazakhstan and Zhambyl oblasts and Almaty city that received most of the migrants from CIS and Baltic States. Immigrants from countries other than CIS mainly settled in Karagandy, Almaty, Akmola, Pavlodar and East Kazakhstan oblasts (ASRK 2000b).

The 1999 Census in regard to the ethnic composition of population showed the most anticipated results – the increase of the share of Kazakhs in total population from 40.1% in 1989 to 53.4% in 1999 (ASRK 2000c). Additionally, the size and share of Uzbeks and Uyghurs among other ethnicities had also increased comparing to 1989 Census. On the other hand, decrease in size and the share in total population were observed among Germans, Ukrainians, Russians and Tatars. This can be explained with mass emigration of mentioned ethnicities starting from 1990s. The considerable decline both in size and share observed among Germans as their size decreased 3 times comparing with approximately 946.9 thousand Germans resided in the Kazakh SSR in 1989. This is followed by outflow of Slavic population that mostly emigrated to Russia, Ukraine and Belorussia.

4.2 The period of the 2000s

The migration flows of the 2000s could be marked with the emergence of positive trends in its development in the frame of economic growth in the 2000s (Sadovskaya 2009).

Tab. 3 Population and international migration in the RK, 1989–1999.

Population category	Population size (in thou.)		Index 1999/1989 (1989 = 100)	Population residing not since birth (in thou.)	Arrived population in 1989–1998 (in thou.)	
	1989	1999			from CIS and Baltic countries	from other countries
Total	16,199	14,953	92.3	3,429	253.7	54.8
Males	7,847	7,202	91.8	1,513	122.0	28.3
Females	8,353	7,751	92.8	1,916	131.7	26.5

Source: Agency of Statistics of the Republic of Kazakhstan.

Tab. 4 The size and ethnic structure of population according to the 1989 and 1999 Censuses.

Ethnicity	Population (in thou.)		Share (in %)		Index 1999/1989 (1989 = 100)
	1989	1999	1989	1999	
All population	16,199	14,953	100.0	100.0	92.3
Kazakhs	6,497	7,985	40.1	53.4	122.9
Russians	6,062	4,480	37.4	30.0	73.9
Ukrainians	876	547	5.4	3.7	62.5
Germans	947	353	5.8	2.4	37.3
Tatars	321	249	2.0	1.7	77.6
Uzbeks	331	371	2.0	2.5	112.0
Others	1,166	968	7.2	6.5	83.0

Source: Agency of Statistics of the Republic of Kazakhstan.

Thus, decline in the intensity of emigration and increase in immigration flows, especially among ethnic Kazakhs resulted in the gradual decline of negative net migration. The most positive trend during this decade was observed in 2004 when net migration showed positive value for the first time since 1968, i.e. 2,789 migrants (Table 5). The following years emigration decrease was observed, resulting in the highest value of net migration in 2006, i.e. 33,041 persons. However, the further increase in net inflows in 2008 slowed down due to economic crisis. Despite the growing net migration in 2009 and 2010 it can be noted that the intensity of both immigration and emigration decreased.

Tab. 5 External migration in the RK, 2000–2011.

Indicators	2000	2001	2002	2003	2004	2005
Immigrants (in thou.)	47.4	53.5	58.2	65.6	68.3	74.8
Emigrants (in thou.)	155.7	141.7	120.2	73.9	65.5	52.1
Gross migration (in thou.)	203.2	195.3	178.4	139.5	133.8	126.9
Net migration	-108.3	-88.2	-62.0	-8.3	2.8	22.7
- per 1,000 inhabitants	-7.3	-5.9	-4.2	-0.6	0.2	1.5
Effectiveness index (in%)	-53.3	-45.2	-34.8	-6.0	2.1	17.9
Indicators	2006	2007	2008	2009	2010	2011
Immigrants (in thou.)	66.7	53.4	46.4	41.5	42.0	38.2
Emigrants (in thou.)	33.7	42.4	45.3	34.0	26.5	32.8
Gross migration (in thou.)	100.4	95.8	91.7	75.5	68.5	70.9
Net migration	33.0	11.0	1.1	7.5	15.5	5.4
- per 1,000 inhabitants	2.2	0.7	0.1	0.5	0.9	0.3
Effectiveness index (in%)	32.9	11.4	1.2	9.9	22.6	7.6

The origin countries of immigrants to Kazakhstan were mainly the CIS countries (Figures 1 and 2). Within CIS the share of inflows from Russia and Uzbekistan was at average 85.9% in 1999–2010. The other countries of origin within CIS include Turkmenistan and Kyrgyzstan. The origin countries other than CIS were mainly China, Mongolia and Turkey. In regards to emigration, the main destination countries were Russia and Germany (ASRK). The share of emigrants directed to Russia among all destination countries during the indicated period was 72.2% at average. The share of migrants directed to Germany was 24.7% in 1999–2006. It decreased to 4.6% in 2006–2010. The other destination countries were Belorussia and Ukraine among CIS while Israel, United States and Greece were main destination among countries other than CIS.

The most of immigrants entering Kazakhstan settled in the Southern and South-western regions of Kazakhstan. These are the most populated regions as Almaty, South Kazakhstan and Mangystau oblasts. Thus, positive net migration in 2004 was observed in three mentioned oblasts, followed by Zhambyl and Aktobe oblasts. The main reason of such regional diversification of migrants can be explained with the similar climate condition and common border shared with Central Asian countries which are the main origin countries of immigrants in these regions of Kazakhstan. Additionally, the specific structure of economy of the mentioned oblasts is also considered to be attractive to migrants. For instance, the gross regional product of Mangystau and Aktobe oblasts formed mainly by oil and gas industry and income for employed population is high comparing with other regions.

The net migration of other regions of Kazakhstan on the other hand showed negative value. The northern regions of Kazakhstan, mostly Kostanay, Akmola and Pavlodar oblasts were the main regions sending considerable part of its population prior to 2004. Emigration from these regions decreased significantly in 2004 though net migration still remained negative. At the same time, East and North Kazakhstan oblasts showed the highest

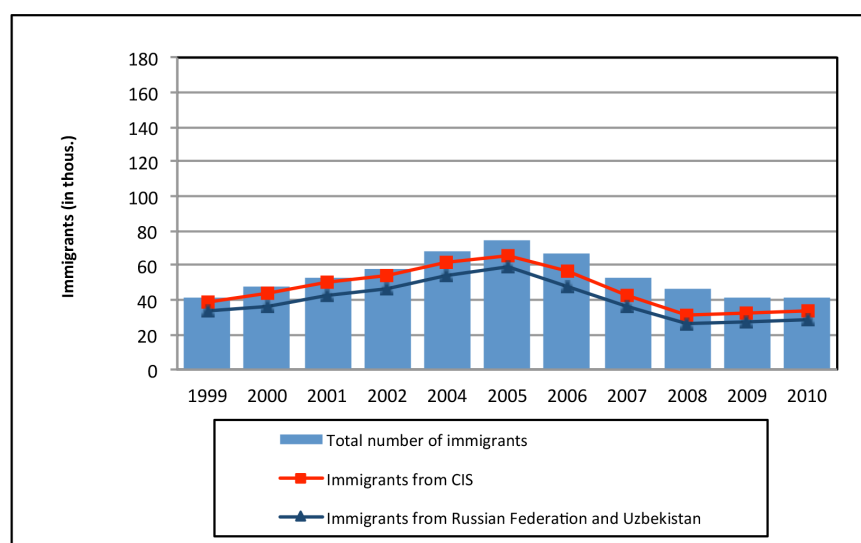


Fig. 1 Immigration flows in the RK, 1999–2010.

Source: Agency of Statistics of the Republic of Kazakhstan.

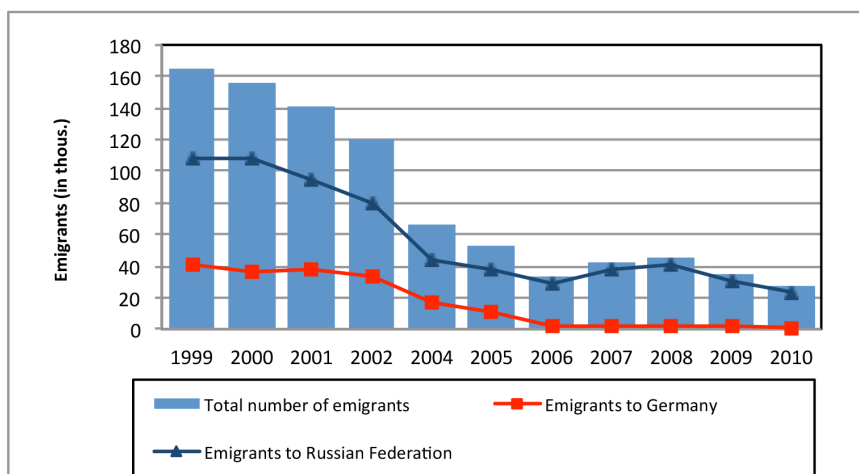


Fig. 2 Emigration flows in the RK, 1999–2010.

Source: Agency of Statistics of the Republic of Kazakhstan.

numbers of net migrants in 2004 with the negative value. This trend can be explained with the ethnic structure of population of these regions. According to the 1999 Census results, 34.1% of population of Akmola oblast, 39.3% – Kostanay oblast, 46.5% – the East Kazakhstan oblast were Russians. Taking into account the mass outflow of European population observed since 1990s the mentioned regions showed negative net migration.

Another trend in migration flows and policy direction that gained more attention during this decade was attraction of foreign labour force. Emigration in the previous years caused decrease of population in productive age with obtained high level of education. This resulted in shortage of labour by the 2000s when economy started to recover after crisis. Additionally, there was a demand for specialist in some spheres of economy that were scarce in the domestic labour market. Thus, the Government of Kazakhstan introduced a quota system to attract foreign labour since 2001. The procedure of quota setting was implemented according to the Rules of quota determination, conditions and procedure of permitting employers to attract foreign workers to the Republic of Kazakhstan approved by the Decree of the Government of the RK No. 836 19 June 2001 (Collection of the Acts of the President and Government of the RK 2001, No. 23 p. 288). Each year the Ministry of Labour and Social Protection of Population of the RK allocates quotas taking into account its programs and large scale investment projects, the availability of relevant proposals in internal market, needs of the economy of regions submits to the Government of the RK a draft document on quotas for coming year. After quotas are allocated the Ministry distributes these quotas among regions and main cities of Kazakhstan. The

number of quotas for attracting foreign workers is annually determined by the Government of the RK, which are issued by the special Decrees.

The quotas had been increasing gradually since introduction (Table 6), in absolute numbers counted as 10.6 thousand foreign workers in 2001, 21.2 thousand in 2004, 33.6 thousand in 2006 and 132.7 thousand in 2008. However, due to the economic crisis started in 2008 the Government of the Republic of Kazakhstan decreased the number of quotas fixed at the level of 0.75% to economically active population which was approximately 63 thousand foreign workers. However, recently these quotas were not used fully comparing with the previous years when the number of attracted foreign workers even exceeded the number of quotas. Thus, only 74.0% of total allocated quotas were used in 2007, 46.3% in 2008, 48.9% in 2009, and 41.6% in 2010. At the same time, most foreigners entered and worked aside from allocated quotas.

The 2009 Census showed increase of population by 1,028 thousand comparing with 1999. The ethnic structure of population showed increase of Kazakhs by 2,085 persons in 2009. The share of Kazakhs in total population had increased to 63.1% comparing with 53.5% in 1999 (ASRK 2010a). Such an increase occurred partially due to immigration of 715 thousand ethnic Kazakhs during the period 2000–2010 and showed 82.7% of total inflows of oralmans since 1991. In regard to other ethnic groups, the number of Uzbeks also increased during this period by 86 thousand. The number of Russians decreased by 687 thousand as well as its share in total population – from 29.9% in 1999 to 23.7% in 2009. The decrease in numbers as well as the share in total population could also be observed among Ukrainians, Germans and Tatars.

Tab. 6 The quotas for attracting foreign labor to the RK, 2001–2010.

Indicator	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Allocated quotas (% of economically active population)	0.15	0.14	0.14	0.21	0.32	0.45	0.98	1.60	0.75	0.75

Source: The Decree of the Government of the RK for selected years, according to the Rules of quota determination, conditions and procedure of permitting employers to attract foreign workers to the Republic of Kazakhstan approved by the Decree of the Government of the RK No. 83619 June 2001 (Collection of the Acts of the President and Government of the RK 2001, No. 23, 288).

Tab. 7 The size and ethnic structure of population according to the 1999 and 2009 Censuses.

Ethnicity	Population size (in thou.)		Share (in %)		Index 2009/1999 (in %)
	1999	2009	share, in %	share, in %	
All population	14,981	16,010	100.0	100.0	106.9
Kazakhs	8,012	10,097	53.5	63.1	126.0
Russians	4,481	3,794	29.9	23.7	84.7
Ukrainians	547	333	3.7	2.1	60.9
Germans	354	178	2.4	1.1	50.5
Tatars	249	204	1.7	1.3	82.0
Uzbeks	371	457	2.5	2.9	123.3
Others	969	946	6.5	5.9	97.7

Source: Agency of Statistics of the Republic of Kazakhstan.

5. Demographic and socio-economic structure of migrants

The age composition of migrants, both immigrants and emigrants throughout the 1990s showed that majority of migrants were in productive ages. The share of emigrants in the age group 18-59 during the period 1995–1999 was approximately 65%, showing the highest value of 23% in the age group 18–29 (Becker et al. 2005). The share of population aged 60 and above was 22.4% with the highest value in 1998. The share of emigrants in the younger ages (0–17) was at the level of 14%. As regards to the age structure of immigrants, during the same period showed that 75% of immigrants were in productive ages. The highest share among working age migrants concentrated between ages 18–29 (31%) and followed by immigrants in the age group 30–44 (23%). Figures 3 and 4 show the prevalence of immigrants in ages between 20 and 39 in 1999 while the share of emigrants relatively same in the ages between 15 and 44. The age composition

of both immigrants and emigrants shows prevalence of migrants in the ages between 20 and 29 in 2010. The share of young immigrants aged 0–14 increased to 3.8% in 2010 comparing to 2.7% in 1999.

Sex ratio among immigrants in 1999 showed prevalence of men in the ages from 0–4 to 50–54 with the highest value of 1.31 in age groups 35–39. However, female migrants prevailed in the structure of emigrants mostly in age groups 15–19 and 20–24; the sex ratio was 0.97 and 0.91 respectively. The structure of immigrants in 2010 showed prevalence of men in the ages between 30 and 54, the ratio was 1.12 at average. The structure of emigrants prevailed by women as in the previous years though more women emigrated in the younger ages, which are in the age groups 15–19 – the ratio was 0.98. As regards to the age distribution of the net migration the positive value was observed among age groups from 0–14 to 40–44, with exception for the ages 15–29 in 2008 when its value turned negative. However, the net migration for the age groups 45–49 and above showed negative value till 2010.

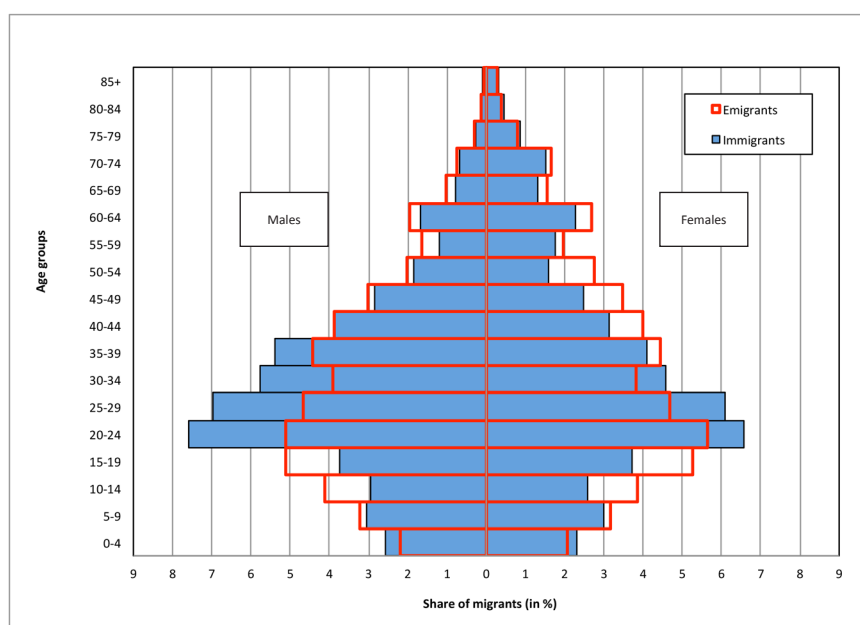


Fig. 3 Age and sex composition of migrants in the RK, 1999.

Source: Calculation based on the data from the Agency of Statistics of the Republic of Kazakhstan.

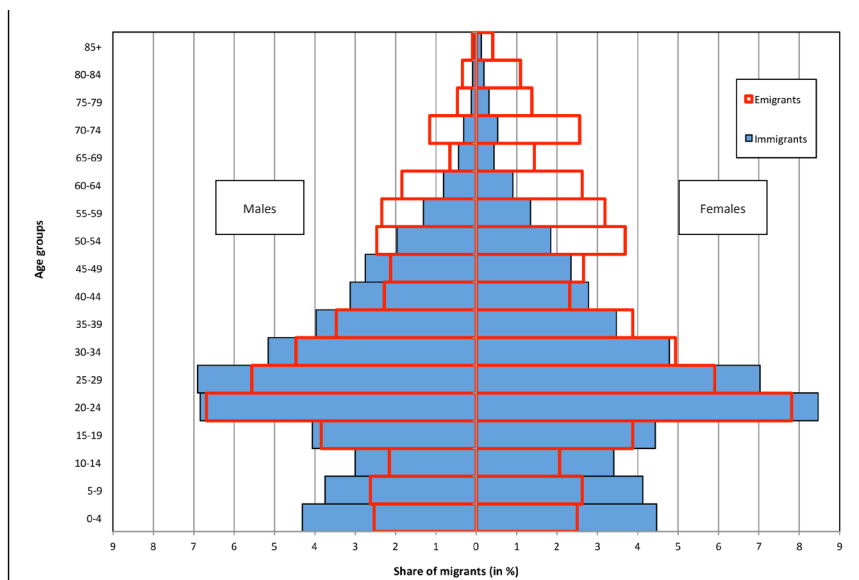


Fig. 4 Age and sex composition of migrants in the RK, 2010.

Source: Calculation based on the data from the Agency of Statistics of the Republic of Kazakhstan.

The outflow of population in productive ages had an impact on structure of labour market and qualitative composition of the labour force in Kazakhstan. Decline in the numbers of economically active population from 7.7 million persons in 1991 to 7.1 million by 2000 accompanied with the steady growth of self-employed population. The 32.5% of self-employed persons had high, unfinished high and special secondary education (Sadovskaya 2009). This category of employees was mostly specialists of the budget sectors of economy who lost their jobs during the crisis years. This could have also caused the outflow of population, who sought for better job and living opportunities abroad. Thus, it is reported that Kazakhstan lost 152.9 thousand persons with high education, 36.9 thousand with unfinished high and 38.4 thousand with special secondary education during the period 1994–2004 (Sadovskaya 2009).

Tab. 8 International migration by level of education (age 15+), selected years (in thou.).

	1999	2005	2006	2007	2008	2009	2010
(in thou.)	Tertiary						
Immigrants	4.7	6.3	5.9	4.5	4.3	4.2	4.3
Emigrants	16.2	7.8	5.8	7.8	9.5	7.6	6.6
Net migration	-11.5	-1.5	0.1	-3.3	-5.3	-3.4	-2.3
	Special secondary						
Immigrants	9.5	13.2	10.7	8.1	7.2	6.1	7.0
Emigrants	40.2	13.0	8.4	11.0	11.7	8.7	7.0
Net migration	-30.8	0.2	2.2	-2.8	-4.5	-2.6	0.0
	Secondary						
Immigrants	11.8	29.6	28.6	22.2	16.4	15.8	15.6
Emigrants	43.4	15.3	9.5	10.8	10.2	7.4	5.5
Net migration	-31.6	14.3	19.2	11.3	6.2	8.4	10.1

Note: Secondary education includes 3 degrees of 1–11 grade education in secondary schools; secondary special education includes 2–4 years of education in colleges and specialized vocational schools on the basis of secondary education.

Source: Agency of Statistics of the Republic of Kazakhstan.

Table 8 shows the prevalence of emigrants with tertiary and secondary special education during the period 1999–2010. The immigration flows were dominated by persons with secondary education showing the highest value in 2005 and 2006. Additionally, Kazakhstan gained more people with tertiary and secondary special education in 2006, as net migration resulted in 80 and 2,230 persons respectively. However the negative net migration had been preserved in the following years. Only migrants with secondary education showed positive net migration till the end of considered period. Defining the determinants, Mukhtarova (2010) points out that the economic situation of the country directly affects the phenomenon of brain drain. The improvement of economic situation in the 2000s had an impact on emigration of population; however, brain drain in Kazakhstani society still exists. Along with the economic factors, there are certain aspects of domestic politics. Therefore, most of the Russian speaking population tried to enter educational organizations in other countries, mainly in Russia, due to the difficulty in access to high education in the 1990s. Some of them tried to study abroad for the purpose of permanent resettlement. On the other hand, some of the Kazakhstani student studied abroad within the frame of the Presidential scholarship program, who initially supposed to return Kazakhstan, remained after their graduation.

The structure of net migration by occupation in 1999–2010 (Figures 5 and 6) shows prevalence of migrants with technical, economic and pedagogical specialties – 35.3%, 11.2% and 10.9% respectively. The positive net migration with CIS countries for the period 2004–2006 was observed among migrants with such occupations as pedagogy; medicine, agriculture and architecture. The positive net migration for countries other than CIS was observed among pedagogical, technical, medical, agricultural specialties and architecture since 2006. The net migration with CIS countries among technical, economic specialties and law was negative during the indicated

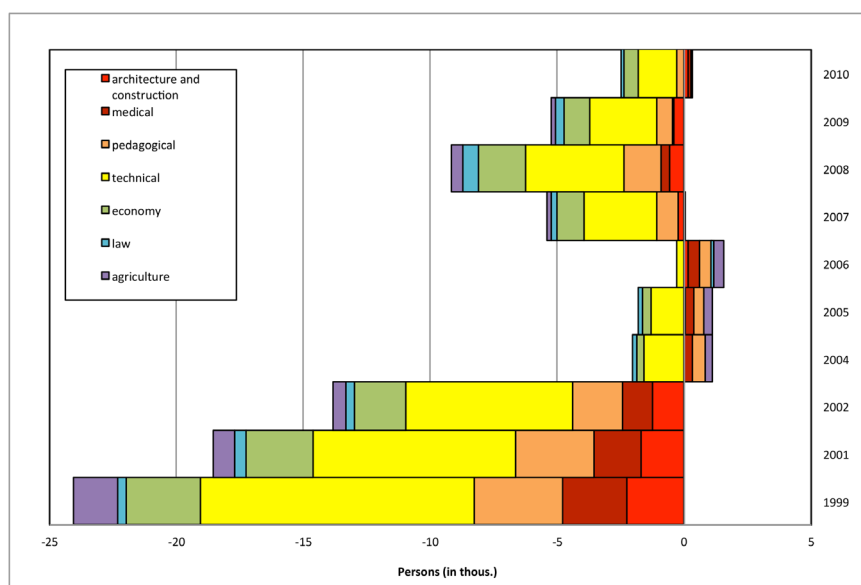


Fig. 5 Net migration of the RK with CIS countries by occupation (age 15+), 1999–2010. Source: Agency of Statistics of the Republic of Kazakhstan.

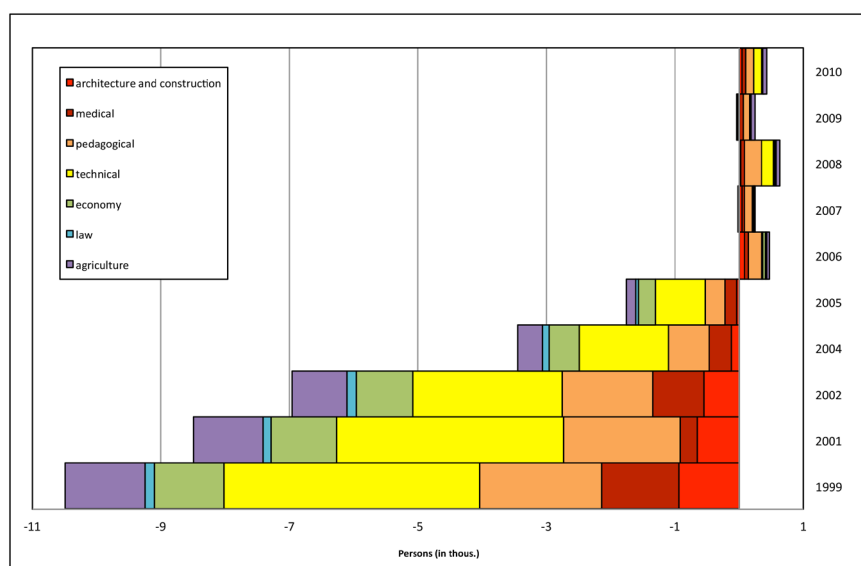


Fig. 6 Net migration of the RK with countries other than CIS by occupation (age 15+), 1999–2010. Source: Agency of Statistics of the Republic of Kazakhstan.

period whereas all specialties showed negative net migration with the countries other than CIS prior to 2006.

6. The ethnic composition of migrants

The policy on ethnic return migration that had been implementing since obtaining of independence by the Republic of Kazakhstan determined the prevalence of Kazakhs in the immigration flows for the whole period 1991–2010. Thus, positive net migration was observed only among Kazakhs while negative net migration preserved till the end of 1990s among other ethnic groups (Table 9). Nevertheless, the intensity of inflows of Kazakhs showed decline by mid-1990s that was three fold decrease in comparison with 1991. This trend continued till the end of the century. The second wave of immigration started from 2000, showing the highest value of inflows in 2004 – 47,161 Kazakhs. The positive net migration among

non-Kazakhs was first observed among Uyghurs in 1999 – 66 people and increased to 1,610 people in 2000 (ASRK). Additionally, the net migration with positive value starting from 2000 was observed among Uyghurs.

The ethnic structure of emigration shows prevalence of Russians, Germans and Ukrainians. The most intensive outflows were observed among Russians showing the highest number of emigrants in 1994 – about 283 thousand persons. The total size of Russians emigrated from Kazakhstan between 1991 and 2010 was over 1.9 million when over 1.4 million of them emigrated during the 1990s. The main factor that caused such intensive outflow was a new socio-economic position of Russians after collapse of the USSR. Thus, following the Kymlicka's statement on the options that minorities have such as emigration en masse; seeking some form of self-government to maintain own societal culture; accepting integration into the majority culture; or accepting permanent marginalization. Dave (2007) points out that most Russians

Tab. 9 External migration by ethnicity, 1991–2010 (in thou.).

	1991	1994	1996	1998	2000	2004	2006	2008	2010
Immigration									
Kazakhs	56.6	20.0	16.4	11.0	17.7	47.2	48.7	35.1	29.6
Russians	49.9	31.2	24.0	19.9	18.5	12.4	9.3	6.3	5.7
Ukrainians	5.6	4.6	3	2.5	2.2	1.4	0.9	0.6	0.5
Uzbeks	–	1.0	0.6	0.5	2.2	0.8	1.2	0.4	0.7
Tatars	3.1	2.1	1.5	1.1	1.1	0.8	0.6	0.4	0.4
Germans	2.4	2.8	2	1.5	1.2	0.9	0.6	0.5	0.4
Uyghurs	–	0.3	0.2	0.1	0.1	0.2	0.1	0.1	0.1
Others	53.2	8.4	6.0	4.0	4.4	4.6	5.3	2.9	4.7
Emigration									
Kazakhs	10.2	14.5	9.5	9.3	7.0	3.4	2.3	2.3	1.3
Russians	131.0	283.2	120.4	144.4	91.3	39.1	22.7	31.6	18.7
Ukrainians	14.5	36.9	16.5	22.8	13.7	5.2	2.8	3.7	1.9
Uzbeks	–	3.2	2.5	1.3	0.6	0.2	0.1	0.1	0.1
Tatars	4.2	13.1	5.8	7.0	3.9	1.4	0.8	1.0	0.7
Germans	50.2	92.6	59.0	40.0	28.8	11.8	2.5	3.1	1.5
Uyghurs	–	0.4	0.2	0.2	0.1	0.1	0.0	0.0	0.0
Others	18.4	33.3	15.5	18.9	10.3	4.4	2.5	3.3	2.3
Net migration									
Kazakhs	46.3	5.5	6.9	1.7	10.7	43.7	46.5	32.8	28.3
Russians	–81.1	–251.9	–96.4	–124.5	–72.8	–26.7	–13.4	–25.4	–13.1
Ukrainians	–8.9	–32.3	–13.4	–20.2	–11.6	–3.8	–1.9	–3.0	–1.4
Uzbeks	–	–2.2	–1.9	–0.8	1.6	0.6	1.1	0.3	0.6
Tatars	–1.1	–11.0	–4.2	–5.9	–2.8	–0.6	–0.2	–0.6	–0.2
Germans	–47.9	–89.8	–56.9	–38.5	–27.6	–10.9	–1.9	–2.6	–1.1
Uyghurs	–	–0.1	–0.1	–0.1	0.0	0.2	0.1	0.1	0.1
Others	34.8	–24.8	–9.5	–14.8	–5.9	0.2	2.8	–0.4	2.4

Source: Agency of Statistics of the Republic of Kazakhstan.

had chosen the first option finding themselves as minority to be difficult. This probably had been caused by the gap between the historical status of Russians in all former republics of the Soviet Union, self-perception and their actual condition in the newly independent states.

The emigration of Germans occurred as a result of the adoption of the Law on overcoming the consequences of war at the beginning of 1990s and introduction of annual quotas for Germans from East Europe and the CIS. The number of quotas had been changed throughout the 1990s starting from 250 thousand people. Then quotas were fixed for 50 thousand since 2001. Thus, the outflow of Germans started at the end of 1980s increased sharply with the mentioned pull factor. The share of Germans in total emigration flows directed to the far abroad countries in the 1990s was approximately 90–95%. The total number of Germans emigrated from Kazakhstan since 1992 was 705.3 thousand according to the Agency of Statistics of the RK and it is assumed that all these migrants left for Germany. The data available from the Federal Statistical Office shows additional 81.1 thousand ethnic Germans arrived from Kazakhstan during the same period (Federal Statistical Office 2011).

Generally, the intensity of emigration of Russians, Ukrainians and Germans reduced in the 2000s, though net migration among mentioned ethnicities was still negative. Thus, Kazakhstan lost 13.1 thousand Russians, 1.1 thousand Germans and 1.1 thousand Ukrainians as of 2010. The structure of immigration by ethnicity and country of origin available for the period 1999–2010 showed quite interesting trends. Although mostly European population dominated in emigration to CIS countries, the ethnic structure of immigration, excluding Kazakhs, showed that 19.8 thousand Russians, 2.5 thousand Ukrainians, and additional 1.1 thousand Germans immigrated to Kazakhstan in 1999. The available data shows that out of 92 thousand persons arrived from Germany during the period of 1992 and 2010. 49.1% of those immigrants were Germans. Additionally, 107.9 thousand persons out of total 207.3 thousand immigrants from Russia between 1997 and 2010 were ethnic Russians. This allows making an assumption that people who previously emigrated from Kazakhstan decided to return due to the different factors and conditions in the countries where they previously immigrated.

7. The effects of migration on population development

Between 1991 and 2010 the population development of the Republic of Kazakhstan was significantly affected by migration. The most tangible changes regarded the total population size as well as age and ethnic composition of receiving population. The effect of mass emigration flows throughout the 1990s mostly determined the negative total population change despite the natural increase. The decrease in negative net migration in the early 2000s along with gradual increase in birth rates

allowed increase of population. The most noticeable contribution of migration observed in 2004–2007 due to positive net migration. However, the effect of migration lessened due to the decrease in immigration flows during the years of economic crisis.

Along with the impact on size, immigration affected the age structure of population. Usually, immigrants are young adults and immigration of young population tends to increase the part of receiving population in the same age groups. Figures 8 and 9 show the age and sex composition of immigrants and emigrants for the period 1999–2009 and structure of total population.

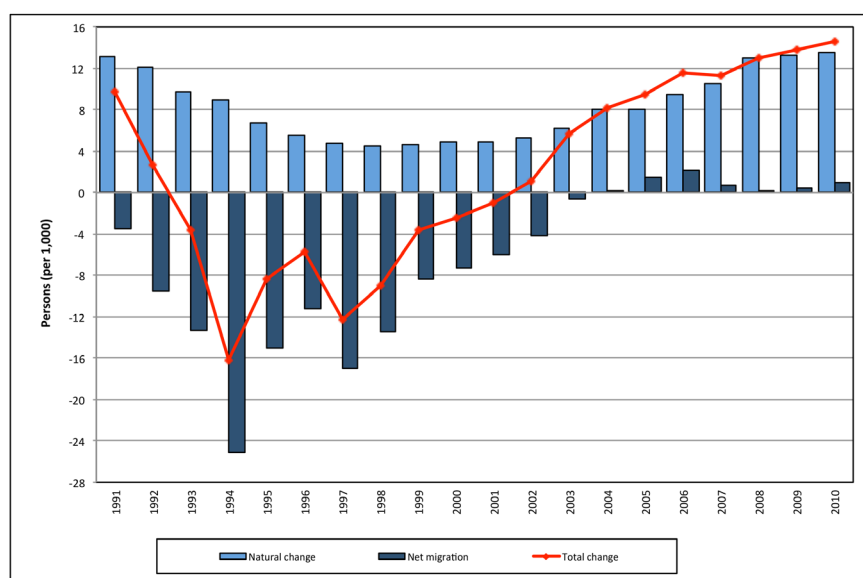


Fig. 7 Population change in the RK, 1991–2010.

Source: Calculations based on the data from the Agency of Statistics of the Republic of Kazakhstan.

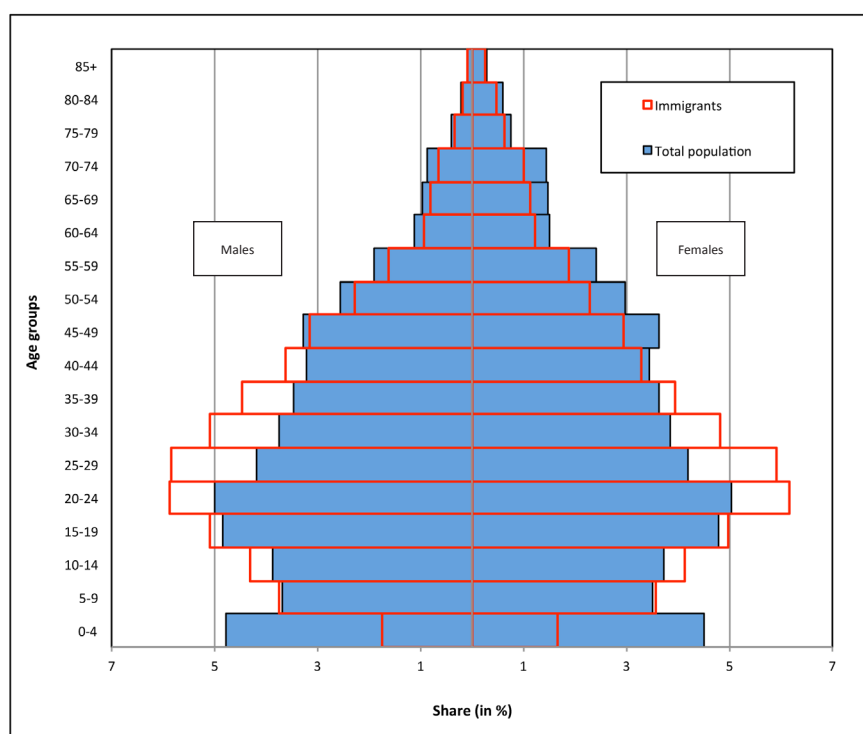


Fig. 8 Age and sex composition of total population and migrants arrived in the RK, 1999–2009.

Source: Calculations based on the data from the Agency of Statistics of the Republic of Kazakhstan.

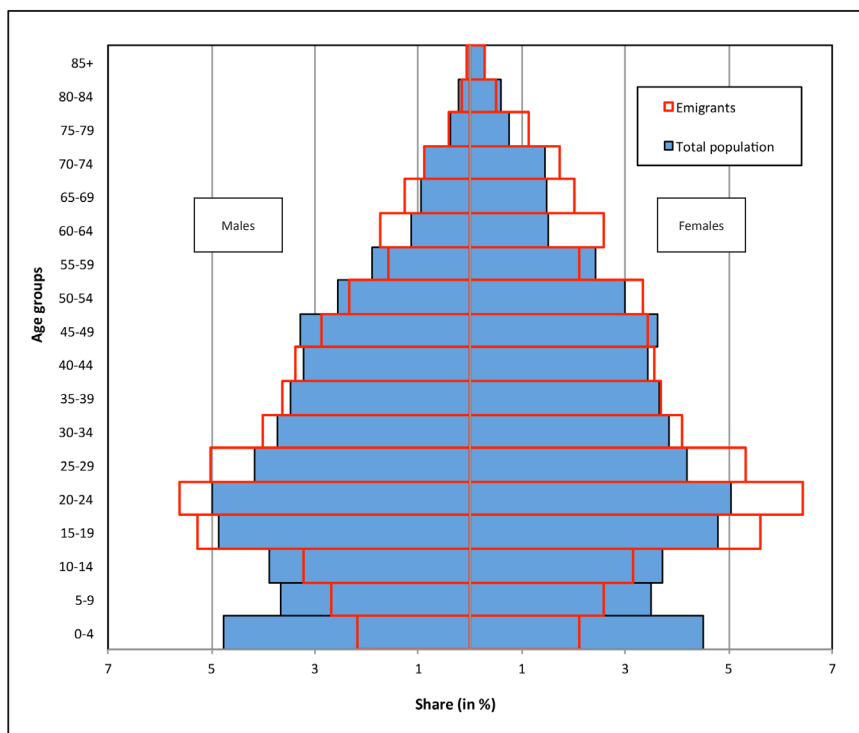


Fig. 9 Age and sex composition of total population and migrants left the RK, 1999–2009.

Source: Calculations based on the data from the Agency of Statistics of the Republic of Kazakhstan.

The prevalence of young population between ages 15 and 29 among both immigrants and emigrants were observed. However, there is a little difference between them. Thus, Kazakhstan received more young people in the ages 20–29, whose share in age structure of arrived population were approximately 23.8%. The share of total population in the same age was 18.4%. At the same time more young people in the ages 15–24 left Kazakhstan (22.9%) while the share of total population in this age group was 19.7%. The share of pension age migrants that is above 60 shows that about 12.8% of migrants left Kazakhstan while the share of immigrants in the same age were 7.7%. The share of total population at the ages 60 and above was 9.7%. It is possible to conclude that the share of emigrants in those ages along with the small share of immigrants in the same ages decreased the aged dependency ratio (hence decreases the financial expenditure on social security payments). Thus, the ratio shows 11.2% among emigrants whereas it was 7.4% among immigrants.

The sex structure of immigrants shows prevalence of women in the age groups 20–24 and 25–29. The sex ratio for the mentioned age groups was 0.95 and 0.98 respectively. Males prevailed in the ages below 20 and between age groups 30–35 and 45–49. The higher ages were represented by women similar to the sex distribution in total population, which showed the prevalence of women starting from the age groups 20–24. Thus, high mobility of women in the ages 20–29 can be considered as potential contribution to the increase of births in Kazakhstan. However, the opposite effect could be expected due to the emigration of women as the sex ratio was below 1 starting from the age groups 15–19.

8. Conclusion

Long-time formation of multiethnic population that had been conserved during the Soviet period formed a potential source for outflow of population while sizable Kazakh diaspora was considered as potential source for immigration to Kazakhstan after 1991. When analyzing migration the new geopolitical situation as well as objectives of the socio-economic development of the new independent state had to be taken into account. The strategic goals in this respect were to increase the size of population and stabilize the ethno-demographic situation.

Migration process which had occurred since independence of the Republic of Kazakhstan could be divided into two chronological periods having specific patterns. Firstly, the period of the 1990s marked with mass outflow of European population. It was a sign of shift towards liberalization in socio-economic, political and other spheres of life in the Soviet Union started in the 1980 and intensified quickly after the independence of the country. Different factors in the socio-economic development during the years of transition, as well as internal political factors in the nation-building process had caused emigration. Additionally, the economic downturns related to the collapse of the ruble zone, the impact of the Asian and Russian financial crises in the 1997–1998 contributed to the outflow of population in search for better life and opportunity abroad. The second chronological period started in the beginning of the 2000s. Despite the fact that Kazakhstan had still been losing its population due to emigration in the early 2000s, this period could be marked with the emergence of new trends in migration. The net migration became positive in 2004 and even increased in the

following years. The volume of immigration among ethnic Kazakhs under the state policy on ethnic return migration increased. Moreover, Kazakhstan became new destination country for labour migrants from the CIS, mainly from the Central Asian countries at the same time keeping the position of transit country for migrants from all over the Asia.

The most tangible effect of migration on population of Kazakhstan could be seen in the size and ethno-demographic composition of population. The outflow of population in the 1990s considerably affected the total change of population. Decline in the intensity of emigration and gradually growing net migration had an impact on population increase starting from mid-2000s. The ethnic structure of migrants showed the dominance of Russian-speaking and other European populations among emigrants, whereas the immigration flows had mostly been prevailing by Kazakhs. The share of Kazakhs had already passed through the 50% threshold in 1999 and reached 63% of total population in 2009. The analysis of immigration flows in Kazakhstan showed that the common land border between Kazakhstan and origin countries, in our case between the Russian Federation, China, Kyrgyzstan, Uzbekistan and Turkmenistan, existence of sizable Kazakhs diaspora in the mentioned countries as well as in Mongolia, Turkey are the main determinants of immigration in Kazakhstan. Thus, it is assumed that the institutional factor such as the policy on ethnic return migration represented in the analysis by immigration quotas is one of the main determinants of immigration. To sum up, the ethnic return migration had been and still remains the main policy direction since obtaining independence by the Republic of Kazakhstan. However, the institutional framework of migration policy need to be further developed. Issue relating to the integration of oralman, their intensive internal resettlement, and illegal employment of foreigners need more attention within the state legislation formation.

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RESUMÉ

Rozsáhlé etnicko-demografické změny v Kazachstánu v průběhu 20. století: dramatický příběh masivních migračních vln 2. část: Mezinárodní migrace v Kazachstánu od roku 1991

Pestré národnostní složení obyvatel Kazachstánu s vysokým zastoupením etnik pocházejících především z evropské části

tehdejšího Sovětského svazu se formovalo v průběhu značné části 19. a 20. století. Již několik desetiletí před rozpadem svazku sovětských republik bylo vysoké zastoupení alochtonních etnik významným faktorem migračního odlivu obyvatelstva z dotčeného území. Nehledě na tento vývoj, představovala etnická struktura potenciálně velmi významný zdroj emigrace i v samém závěru sovětské éry. Na druhé straně početná kazašská diaspora nacházející se především v sousedních zemích byla považována za významný zdroj přistěhovalců. Od samého počátku existence nezávislé Kazašské republiky zároveň patřilo k jejím explicitně formulovaným strategickým cílům růst počtu obyvatel a stabilizace etno-demografické situace. Touto stabilizací se rozumělo především zvýšení podílu kazašského etnika, jehož příslušníci byli podle výsledků posledního všesvazového sčítání z roku 1989 v zemi svého původu v porovnání s příslušníky evropských národů v menšině. Rozpad Sovětského svazu tak znamenal uvolnění migračního potenciálu na obou stranách hranice. Následný migrační vývoj můžeme rozdělit do dvou období. V prvním z nich, které zahrnuje celá 90. léta, docházelo k masovému odlivu obyvatel evropského původu. Byl to důsledek posunu směrem k liberalizaci v sociálně-ekonomické, politické a dalších oblastech života, jakož i důsledek hospodářského útlumu v souvislosti s kolapsem rublové zóny a dopadu asijské a ruské finanční krize z let 1997–1998. Druhé období začalo na začátku 21. století. Navzdory tomu, že Kazachstán v prvních letech po roce 2000 stále ještě své obyvatelstvo emigrací ztrácel, začaly se v té době postupně projevovat zcela nové vývojové tendence, které vedly ke změně celkové migrační bilance. Kladné saldo migrace bylo zaznamenáno poprvé v roce 2004 a v následujících letech pak dále rostlo. Souviselo to jak poklesem počtu vystěhovalých ze země v důsledku její postupné ekonomické stabilizace a značného vyčerpání původního migračního potenciálu, tak také s růstem přistěhovalců etnických Kazachů v rámci repatriační politiky státu. V kontextu popsané intenzivní migrační výměny obyvatelstva a jejích vývojových změn si druhá část naší práce klade za cíl vysledovat a popsat změny celkového počtu obyvatel Kazachstánu a jeho etnodemografické struktury od vzniku samostatného státu v roce 1991 a podíl migrace na těchto změnách. Významná pozornost je věnována také vývoji migrační politiky Kazachstánu v daném období a jeho konceptualizaci.

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