

# Assessment of South–North Relocation Programme

2021



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# ASSESSMENT OF SOUTH–NORTH RELOCATION PROGRAMME



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# EXECUTIVE SUMMARY

## RELEVANCE OF THE PROGRAMME AND RELOCATION TRENDS

Long-term forecasts for Kazakhstan suggest the deepening of demographic imbalance in the country's regions, leading over time to significant depopulation of already sparsely-populated rural northern areas. *The relocation scheme*, launched under the "Enbek" programme *continues to be relevant, seeking to counterbalance the negative population trends*.

Another objective of the programme – *redistribution of labour resources to meet the needs of northern regions' industrial base – is facing some significant challenges*. Most notably, the southern and northern regions are competing for professional and technical specialists. Labour market situation is very difficult in the area of education and science where still more vacancies are offered in the south.

Although overall the Programme continues to respond to the northern regions' demand for relocation of families, available official statistics suggest that some relocated persons fail to integrate in the destination regions – according to the data, provided by the regions, out of the total of 9,206 persons relocated to the North Kazakhstan and Kostanay regions, 770 (8.3%) returned to the regions of origin. This highlights the need to understand factors making integration difficult.

Analysis of the geography of the surveyed respondents' relocation flows indicates certain patterns of movement. Turkestan residents moved in large numbers to North Kazakhstan, Kostanay and Pavlodar regions while Pavlodar and East Kazakhstan were selected by many of the respondents, originating from the Almaty region. These results coincide with the general trends, revealed by official statistics.

## PRE-DEPARTURE STAGE OF RELOCATION

Through analysis of both the media reports and of the interviews with local officials, the assessment team realized that the proper targeting (selecting participants with the matching motivation and competences) as well as level of preparation directly prior to the departure (with regard to information as well as other types of assets) are crucial determinants of the general integration success.

*Effective matching of the needs of the participants with those of the regions of destination requires close cooperation and coordination between the regions of departure and regions of destination*. Interviews with local officials indicate that the regions of destination crucially depend on the support from their southern counterparts for receipt of relevant documents and information on the candidates.

Most of the surveyed relocated persons had made a decision to move on their own, within the circle of their family. The opinions of relatives and friends, including those who had relocated already, were taken into account. Other sources of information about the Programme included internet and social networks (especially for men), employment centres and mass media (especially for women).

In the current formulation, the Rules of the voluntary resettlement of individuals to increase labour mobility do not foresee in the pre-departure stage of a preliminary comprehensive review of applicants for relocation or of providing comprehensive information about the localities of destination.

Prior to the onset of the COVID-19 pandemic, information fairs in both regions of departure and destination provided opportunities for face-to-face contact between the candidates for relocation and representatives of employment centres and employers in the regions of destination. The lockdown measures have augmented the use of online tools, in particular of the Enbek State portal for labour information exchange.

Based on the analysis of 354 survey forms from the four destination regions, *the most important incentives for participation in the programme were employment opportunities (51.6%) and the purchase or renting of own housing (35.2%)*. Significant numbers of respondents have been interested in starting own business (12.0%) or in securing financing for this purpose (19.8%). Long-term development prospects have been cited as well – either in terms of opportunities for personal and family's development (16.6%) or as improved prospects for children's education (7.4%).

The Programme participants' priorities in securing stable livelihood and accommodation appear to have been influenced by their experience of precarious living and financial conditions. Prior to departure, the largest group (31.6%) of respondents had shared living quarters with their parents and in three of the four regions, between 38 and 40 per cent of the surveyed participants reported the need to repay bank loans, which they had taken before leaving.

Interviews with beneficiaries confirm that they rely on information about vacancies in the destination regions provided by employment centres in their choice of locality. *Among the criteria for selecting destination regions, employment-related issues (opportunities for employment, including that matching own qualifications, and working conditions) have together been named by the largest number of survey respondents (46.6%)*.

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Opportunities for starting a business were also among the top three reasons named, indicated by 19.5 per cent of those surveyed. Men were twice as likely to indicate opportunities for starting own business than women (26.5% compared to 12.9%). However, only 4.9 per cent of the respondents in the destination regions (20 in total) declared that their income came from business activity. Another 35 respondents (8.6%) reported relying on supplementary income apart from wages, which might be understood as independent business activities. The largest group (181 or 44.6%) indicated wages to be the only source of income.

*Climate conditions and the difficulties associated with heating the living quarters do appear to be of slightly higher concern for surveyed women than for men.* This indicates a traditional gender role attribution, where women are mainly responsible for childcare and home care, thus ensuring that non-expensive, accessible, easy to use heating methods will play a role in the success of the programme as well.

The vast majority (85.6%) did not on the whole find the process of collecting necessary documentation to be difficult. Nonetheless, as many as 19.6 per cent of the Pavlodar region residents and 27–36.5 per cent of the surveyed persons who relocated to the other regions could not collect documentation in less than a month. Also, as many as 25 respondents (around 7%) had to wait for a decision on their applications for over three months.

An issue identified in the course of the assessment is the *absence of an officially approved standard pre-departure package* as each region of departure independently generates and publishes information about the opportunities for participation in the programme. This might account for significant differences in the respondents' assessment of whether the provided information was useful. Overall, 82.1 per cent of the surveyed relocated persons considered the received information to have been very useful in their relocation. However, the rate varied from 68.2 per cent of the North Kazakhstan respondents to 90.4 per cent of those in the Pavlodar region. While the overall satisfaction levels are high and interviews with the beneficiaries and officials in the North Kazakhstan region did not reveal major issues in this regard, the interregional variation suggests the need for harmonization of the process and procedures for information provision (especially, considering special needs of certain groups of beneficiaries across all regions of departure and destination).

Between 52 per cent and 62 per cent of the respondents reported *not having received individualized pre-departure personal assessment of their situation and needs*. At the same time, a vital factor, identified during interviews, was the level of cooperation with the regions of origin and specific information on the profile of the given beneficiary's needs. The latter could be significantly improved with the broader use of pre-departure individual needs assessment and by ensuring handover and follow-up of each case.

## POST-ARRIVAL STAGE

Gender- and age-sensitive analyses are important to make sure that the Programme recognizes the specific needs of vulnerable groups. Currently, interviews with the officials of the Ministry of Labour and Social Protection of the Population confirm that *the programme does not include special orientation work for women or young people*.

In the majority of regions of destination, the surveyed participants reported the time required to relocate to a new destination was less than a month (220 or 62% of the respondents in total). Only in the East Kazakhstan region, as many as 46.4 per cent respondents reported the period to last between 1 and 3 months. Rural residents were more likely to move in less than one month than city dwellers (67.9% compared to 50.4%). The difference was less pronounced when age is taken into account. 65.4 per cent of those under 30 declared the period of moving to take less than a month relative to 60.1 per cent of those 30 and older.

*Issues related to securing housing were among the top concerns in the period directly upon arrival.* These included firstly problems encountered in search for accommodation (to be rented or bought) (70 respondents), and for a smaller share of respondents (49), purchasing own house or apartment. These survey results and interviews confirm interest among the beneficiaries in acquiring own premises to live, which would meet the needs of the family. The relocated persons are entitled to temporary accommodation and are provided with financial aid, compensating rental expenses for 12 months upon arrival. At the same time, limited number of accommodation centres, their location in regional urban centres (and absence in the rural areas) and the small design capacity to settle all those in need of housing have been among challenges in meeting the housing needs of the relocated persons.

*The period of search for housing varied significantly among respondents in different regions:* as many as 35.4 per cent of the respondents needed at least a month to find a place to live, compared to 26.5 per cent of those surveyed in North Kazakhstan, 19.5 per cent of those relocated to the Pavlodar region and 19.4 per cent of those who arrived in the Kostanay region.

In general, the search for housing was believed to be relatively easy (this option was marked by 63.5% of all the respondents). However, in some regions, significant numbers of respondents indicated “very high” difficulties in securing accommodation. This included 12.9 per cent respondents in North Kazakhstan, 10.9 per cent of those in East Kazakhstan, 11.9 per cent of surveyed Kostanay region residents, and 8.7 per cent of those in the Pavlodar region. Among the main difficulties reported

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consistently by surveyed respondents were the high price, limited offer on the local market and quality not corresponding to price.

*Finding a job was along with search for accommodation a top issue* encountered upon arrival in North Kazakhstan (17.6% of responses), the second most common post-arrival problem reported in the Pavlodar region (9.9% of respondents) and the third most common issue in the other two regions – reported by 13.6 per cent of the East Kazakhstan residents and 11.9 per cent of those who arrived in the Kostanay region. It was more often declared by persons of 30 years of age and older (14.3% compared to 11.8% among under-30-year-olds). The analysis of these results by gender did not reveal substantial differences between men and women with regard to the three most commonly reported issues – problems with getting a job, finding and purchasing housing.

*Substantial differences could be observed in sectors of employment in destination regions between women and men.* While as many as 29.1 per cent of surveyed women were employed in education, the share among men was nearly half that (15.9%). Another sector where women are concentrated in the regions of destination is health care and social protection (22.3% compared to only 11.4% of men).

A substantial part of the relocated persons are graduates of universities or technical secondary schools. Slightly more women considered their employment to match their educational background (69% compared to 66.7% of men). Also, fewer women reported mismatch in this regard (10.5% relative to 13.7% of men). Overall, large majorities of the respondents in the North Kazakhstan and East Kazakhstan regions (57.6% and 60.9% respectively) and as many as 76.1 per cent of those in the Kostanay region and 79.3 per cent of those in the Pavlodar region declared being employed at the time of the survey in jobs matching their educational background. Interviewed civil servants from the regions of destination indicated that they were in touch with local employers to assess the demand for additional labour as well as for specific qualifications and skills.

Official statistics of applicants for employment assistance indicate *steady growth of interest of Kazakhstani citizens in the services of employment centres* – the total number of applicants rose between 2017 and 2019 by over 10 per cent. The recent increase is mainly attributed to strong demand for centres' services among women (8.7% more female applicants than in 2018). The dynamics is particularly striking in the southern regions of departure of relocated persons. Between 2018 and 2019, 44 per cent more women applied for assistance in the Mangystau and Turkestan regions while the city of Shymkent recorded a 70 per cent rise of interest among women. At the same time, the northern regions of arrival for relocated persons (marked orange) saw the numbers of female applicants stagnant or declining. This may suggest a need for employment centres to consider targeting their messages toward women and using appropriate channels of communication more effectively.

The assessment considered sources of assistance, reported to have been actually used by the respondents in the process of relocation. *A significant share of respondents reported not relying on any external assistance in moving:* 44.7 per cent in North Kazakhstan, 44.0 per cent in East Kazakhstan, 37.0 per cent in Pavlodar and 28.4 per cent in Kostanay. Employment and social protection offices of the regions of origin were named as sources of assistance by 47.2 per cent and 40.25 per cent of Kostanay and North Kazakhstan respondents respectively. However, the rate of use of their services was much lower in the two other investigated regions, being reported by 20.5 per cent of those surveyed in East Kazakhstan and 15.7 per cent in Pavlodar. Interviews with local officials pointed to the role that the proactive approach taken towards the beneficiaries by the administration of the destination regions played in making sure that the services were actually used.

The respondents were also queried regarding the purposes for which they used financial assistance in the process of relocation – options included the entitlements, such as subsidies for moving, compensation for rental of accommodation, payment of monthly utilities as well as education and professional courses. *Subsidies for the process of moving were the most popular form of financial support received* by as many as 277 respondents (accounting for 72.7–83.7% of those surveyed in the various regions). Compensation for rental expenses was reported to have been received by as many as 207 respondents. Strong regional variation could be observed, however. While from 59 per cent to 69 per cent of persons relocated to East Kazakhstan, Kostanay and Pavlodar regions were granted aid for renting accommodation, a lower share (44.0%) of those in North Kazakhstan received it. The rate of disbursing aid for payment of utilities (indicated in total by 49 beneficiaries) varied widely as well – from 5.5 per cent of the respondents in East Kazakhstan to 21.4 per cent in North Kazakhstan.

*More attention needs to be paid to the barriers in the reception of the standard subsidies associated with age (youth) and gender (women).* Significantly fewer of the 18–29-year-olds reported receiving moving subsidies (69.1% compared to 84.3% of those above 29 years of age). The group of those who reported not having received any of the standard subsidies at the time of the survey was small (18 respondents or 5.1%). However, twice as many young people reported not having received any of the standard subsidies (compensating moving, rental, utility costs) (10 respondents or 7.4% compared to 3.7% in the older age group). Similarly, twice as many female respondents (12 women or 7.1%) as men (6 respondents or 3.3%) did not receive any financial support. At the same time, it is worth noting that women were slightly less likely to rely on external assistance in the process of relocation (40.9% of female respondents compared to 37.9% of men).<sup>1</sup>

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1. Unfortunately, the quantitative method of assessment and a limited sample of in-depth interviews did not allow for definite identification of the particular factors determining those barriers. According to the survey, out of the 12 women who did not receive assistance at the time of the survey, 5 were married. A cultural aspect might be at play as one of the female interviewees stated that “the husband knew more” of the Programme.

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Given the difficult financial conditions of some of the relocated persons, the speed with which aid was disbursed affected greatly their short-term welfare. *Majority of surveyed participants did not have to wait for assistance for more than a month* (68.4%) and in fact as many as 33.1 per cent received them either before departure or immediately upon arrival. However, significant differences could be observed among investigated regions. While as many as 44.7 per cent of those who relocated to North Kazakhstan received financial aid immediately upon arrival, the share was much lower (13.4%) in the Kostanay region.

When analysed by the respondents' marital status, it is apparent that more single persons (39.1%) than married (31.9%) or divorced (35.1%) received assistance either before departing or immediately upon arrival. Fewer of the single persons had to wait for assistance for over a month (21.9%) than either married persons (32.5%) or divorced ones (32.4%).

Non-financial assistance, aiming at reducing various adaptation barriers is a crucial aspect of post-arrival support. The beneficiaries were asked about various types of courses, which they had taken in the process of relocation: language, professional, communication and other soft skills. Unfortunately, around half of the respondents in the East Kazakhstan and Pavlodar regions and majorities of those in the Kostanay and North Kazakhstan regions reported not having received any types of courses from the local employment and social protection offices. Professional courses aimed at acquisition of new specialization were most often named (from 21.8% to 35.0% of the respondents) while State-provided free-of-charge language courses were attended by relatively few surveyed Programme participants.

Interviews with local officials and beneficiaries helped identify other forms of *non-financial assistance, offered by local executive bodies upon arrival free of charge*: assistance in transporting children to school, help in operating the heating stove in the living quarters or in managing the livestock. Some of the interviewed beneficiaries pointed to the importance of support from their neighbours and workmates in better adjustment to the new conditions.

Interviews with local officials indicate a growing awareness of the need for stronger institutional support that could provide for comprehensive integration of relocated persons upon arrival. They raised the question about the need to provide adaptation and integration services based on the experience of the Kandas adaptation centres, covering not only economic support but also cultural orientation and enhancement of language and communication skills of the beneficiaries.

## LONG-TERM INTEGRATION AND GENERAL ASSESSMENT OF THE PROGRAMME

*Only between 6.5 per cent and 9.1 per cent of the residents of the four regions still experience adjustment difficulties* while overwhelming majorities (ranging from 88.2% in East Kazakhstan to around 90% in the three other regions) claim to have adapted to the new environment. When asked what feelings or inconveniences were experienced, between 46.4 per cent and 53.3 per cent of the respondents in three regions (East Kazakhstan, Kostanay and Pavlodar) said that they did not experience any particular difficulties.

Adaptation difficulties were more often reported among persons who prior to departure had lived in villages (52.6% of them reported "some difficulties" compared to 44.6% for the entire sample). In contrast, residents of small and medium-sized towns were the least likely to report significant adaptation difficulties (16.7%), which might be a result of relocation to settlements of similar size. However, due to a small size of the sample, these figures might have to be considered as merely indicative and in need of confirmation through larger-scale query.

*Marital status appears to be a characteristic differentiating between those who reported no adjustment issues and those who experienced some adaptation hurdles.* While the majority (53.1%) of single respondents could not recall any adaptation issues, most (54.1%) of the persons who were divorced experienced some adjustment difficulties.

The reported problems centred on interpersonal relationships, availability of support or sharing own concerns. Around 12 per cent of the surveyed persons felt lonely and a similar share reported strained relations with new community. Altogether, *fewer women than men reported being free from various forms of psychological discomfort in the relocation process* (43.1% of women compared to 51.4% of men). Women were more likely to experience anxiety (14.4% compared to 8.6% men) and strained relations with the local community (14.4% relative to 11.4% men). More women than men declared difficulties in accommodating to a different rhythm of life after moving to an unfamiliar environment (urban or rural) (18.6% compared to 12%). Approximately even shares of men and women reported sense of loneliness (12% of men and 11.4% of women) in the destination.

Some of the adjustment difficulties experienced by women could be attributed to the strain due to the change of the type of settlement: while prior to departure, 12.9 per cent of them lived in regional urban centres and another 10.5 per cent in suburban areas ("urban-type village settlements"), over two-thirds (68.4%) of women moved to villages where opportunities for human interaction are significantly lower and considerable lifestyle adaptation may be a source of stress. This issue might be particularly severe for persons who do not enjoy interaction outside of home, for instance women who are on maternity leave.

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Also, the group of persons who were divorced was more prone to experience certain discomfort or distress during and after relocation. Most notable is the higher-than-average occurrence of fear (reported by 16.2% of divorced respondents compared to 11.2% of the married persons and 4.8% of the single ones) and loneliness (declared by 18.9% of the divorced persons relative to 10.7% of the married ones and 12.7% of the single persons). These trends underline the importance of community support upon arrival, particularly for persons who are divorced or widowed who are lacking extended family support and may even be confronted with stigma. They are the vulnerable groups for which more targeted services are necessary.

Between approximately 52 per cent and 60 per cent of the respondents of three destination regions (North and East Kazakhstan, Kostanay region) and nearly 80 per cent of the surveyed Pavlodar region residents view themselves as local residents without reservation. However, it is notable that 20 per cent of the surveyed residents of North Kazakhstan (17 respondents) do not consider themselves locals in the region of destination.

*The general assessment of the Programme by the participants is very positive.* Overall, around 90 per cent of the surveyed participants found the Programme up to their expectations. Approximately three-quarters of the surveyed persons who had moved to the Kostanay and Pavlodar regions found the Programme to be “completely effective”. In turn, the opinion that the Programme was altogether ineffective was limited to five respondents from North Kazakhstan, and none of the respondents in the three other regions shared such an assessment. The total of only 15 respondents (11 of which resided in the North Kazakhstan region) believed it was “rather ineffective”.

## INSTITUTIONAL CAPACITY

In addition, the assessment included a limited number of interviews with both central-level (Ministry of Labour and Social Protection) and local State bodies (akimats, employment centres) in both the regions of departure and arrival. Analysis of the institutional capacity at both levels involved the identification of three types of assets: legal and operational competence (laid down in legal acts, strategic policies as well as internal orders), sufficient and qualified personnel and necessary financial and technical equipment (in particular, availability of information).

The assessment, relying on public information, allowed for identification of some gaps on the central and local levels of governance. Firstly, *no separate body has been set up that would be specialized in the field of assisting voluntary relocation and improving mobility of the labour force within the country.* However, the analysis of the Ministry of Labour and Social Protection’s (MoLSP) competencies indicates that in particular the Department on Monitoring of Migratory Processes is well suited to the urgent and continued task of formulation of State policy in the area of labour, social protection and migration, foreseeing the implementation of sociological and analytical studies.

The team conducted analysis of several executive regulations, determining the functions of the local Departments of coordination of employment and social programmes at the five northern regions. The objective of implementation of State migration policy is altogether absent from the mission statement and definition of tasks of the Departments in the Kostanay and Pavlodar regions. In contrast, this task is reflected in various forms in the regulations of the Departments in the East Kazakhstan, Akmola and Karaganda regions. The North Kazakhstan Department has not included in its regulation the responsibility of developing proposals for regional quotas of reception of relocated persons.

To *ensure greater consistency in the delivery of services, the MoLSP’s Committee on labour, social protection and migration could play a major role in the development and implementation of a unified approach to the definition of mission statements, activities and functions of the local executive bodies.* The Committee is well positioned for this task as it is responsible for supporting local executive bodies by offering methodological guidelines in the field of migration management.

Monitoring of progress of relocation is conducted in akimats and the general statistical information is sent to the Ministry. Starting from 2021, an electronic system has enabled local executive bodies to enter data on how many people were relocated, and into which areas or districts. However, *for the monitoring to be comprehensive, it will need to rely on a broader set of data, in particular those collected as part of individual needs assessment.* Of importance will be the profile of needs in terms of support, considering each beneficiary’s age, educational background, professional qualifications, skillset (including communication skills), work experience in specific sector and language proficiency.

In addition to this presentation of findings, the team has prepared *a diagnostic matrix of the Programme as an example of a tool for identifying gaps at all stages of the policy cycles,* from designing and planning assistance, through effective allocation of resources and implementation of activities to monitoring and evaluation of the Programme. The matrix follows the core chapter of main findings.

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# INTRODUCTION

Unbalanced geographic distribution of population and labour resources has been recognized by the Republic of Kazakhstan as an issue that needs to be resolved through facilitating internal migration (relocation). Mobility of labour resources is in particular named as one of the seven tasks of the Programme for the Development of Productive Employment and Mass Entrepreneurship for 2017-2021 (Enbek).<sup>2</sup> Within this Programme, the South-North Internal Relocation Programme has been launched that is the first comprehensive scheme in Kazakhstan that includes dedicated integration assistance, providing beneficiaries with employment and housing subsidies and grants for business start-ups. While the initiative demonstrated the advantages of implementing a coordinated approach to internal migration, its effectiveness has been limited.

Of particular importance is tackling some of the barriers to beneficiaries' sustainable socioeconomic and sociocultural integration, in particular those faced by groups with special needs, such as youth whose educational and skill backgrounds do not always match the requirements of the regions of destination or divorced or widowed women who require targeted support, lacking assistance from their families. Another set of issues concerns the capacity of local executive bodies in the regions of departure and arrival for coordinating their actions, sharing information on the beneficiaries' profiles and assistance needs as well as monitoring the progress of integration and addressing emerging issues.

In response to those issues, the International Organization for Migration (IOM) in Kazakhstan – the UN Migration Agency in cooperation with the Ministry of Labour and Social Protection of Population in Kazakhstan has launched an Assessment of the South–North Internal Relocation Programme, aiming to contribute to the development and integration of socioeconomic vulnerability criteria into the Programme, with a particular focus on youth and women that are facing difficulties in accessing decent employment and making use of existing support mechanisms. The assessment was carried out in December 2020 – February 2021 by a team of consultants under supervision of the IOM mission in Kazakhstan within the framework of the “Kazakhstan: Enhancing Migration Management and Governance of Labour Mobility” project, funded by IOM Development Fund.

The assessment team would like to acknowledge the support provided by the IOM mission in Kazakhstan, in particular by Svetlana Zhassymbekova and Gulbakhyt Tursymbaeva, as well as the guidance, provided by Michael Newson and Ionela Timofte of the IOM Regional Office in Vienna. The implementation of the assessment has been facilitated by the ongoing assistance provided by the Ministry of Labour and Social Protection of Population in Kazakhstan as well as local executive bodies in several regions of Kazakhstan.

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2. Unfortunately, the quantitative method of assessment and a limited sample of in-depth interviews did not allow for definite identification of the particular factors determining those barriers. According to the survey, out of the 12 women who did not receive assistance at the time of the survey, 5 were married. A cultural aspect might be at play as one of the female interviewees stated that “the husband knew more” of the Programme.

# 1. SCOPE AND METHODS OF THE ASSESSMENT

This report summarizes the main findings of the analysis, carried out as part of the assessment of the South–North Relocation Programme of the Republic of Kazakhstan in December 2020 – February 2021.

In line with the methodological framework, approved in December 2020 and finally revised in January 2021, the assessment looks into the main determinants of vulnerability at various stages of the relocation process of Kazakhstani nationals, in particular at the pre-departure stage (selection and preparation) and the post-arrival stage (integration, use and effectiveness of assistance measures) while also examining the current welfare and socioeconomic well-being of already relocated persons. As will be shown below, attention has been given both to the aspects that have been formally monitored under the Programme (income, employment, housing) and to those that, while currently not part of the formal monitoring, represent important elements of successful long-term integration (addressing psychological needs, enabling access to (further) education and to decent employment).

Table 1. Determinants of vulnerability at different stages of relocation (conceptual framework)

Determinants of vulnerability	A. Pre-departure (Selection and preparation)	B. Integration (General service provision)	C. Vulnerable groups (Targeted assistance to vulnerable groups)	Long term
1. Income	A1. Costs of relocation	B1. Cash/material assistance	C1. Indebtedness/loss of breadwinner	Adequate household incomes (esp. headed by women)
2. Employment and entrepreneurship	A2. Long-term unemployment/business	B2. Length of job seeking/business establishment	C2. Loss of employment/business closure	Job stability/business development
3. Education and skill transfer	A3. Educational and skill levels	B3. Education and skill (mis)match	C3. Work below/outside qualifications/skills	Professional/skill development, opportunities for growth
4. Housing and place of residence (incl. climate adjustment)	A4. Housing/residence conditions prior to departure	B4. Initial housing/residence conditions (matching needs/expectations)	C4. Loss/deterioration of housing/residence conditions	Decent housing/residence conditions
5. Psychological needs	A5. Pre-departure orientation	B5. Counselling	C5. Emergency psychological support	Improved psychological condition
6. Community ties and support, empowerment	A6. Support from family and friends, decision-making	B6. Contact with family and friends, establishment of new ties	C6. Emergency support from family and friends, coping ability	Sustainable intra-community ties (long-term social integration)
7. Language and cultural integration	A7. Pre-departure language courses	B7. Communication issues upon arrival	C7. Additional problems in language and culture	Long-term cultural and language integration

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In accord with the two main objectives of the assessment, the team has proceeded by (1) mapping out the determinants of vulnerability so as to identify additional assistance needs, experienced by participants of the Programme at various stages of the relocation; and (2) analysing the current system of support delivery and monitoring of its effectiveness so as to determine gaps, insofar as those do not sufficiently consider those vulnerability factors and resulting assistance needs.

This document presents an overview of the assessment's main findings regarding programme participants' vulnerabilities and assistance needs, combining various research methods (surveys and interviews with beneficiaries, analysis of legal and policy documents as well as of official statements, presentation of statistical data, testimonies of central- and local-level officials). It concludes with a list of key recommendations on ways in which (1) the programme could be adjusted so as to reduce identified vulnerabilities and improve targeting and impact of assistance, (2) legal, institutional and operational foundations could be laid for ensuring that the programme managers are able to pre-empt emerging risks to the Programme's implementation and scale up assistance to meet the growing demand.

Apart from capturing the current needs of beneficiaries and scope and modalities of assistance delivery, the assessment has helped elaborate certain tools, which could be applied as part of regular monitoring and evaluation by the Government of the Republic of Kazakhstan – in particular, the Ministry of Labour and Social Protection of Population, akimats (local executive bodies) and employment centres in both the regions of departure and arrival of the relocated persons. These include:

- The diagnostic matrix, organized by main stages of the programme cycle (design, implementation and monitoring), presenting a set of targeted self-assessment questions that may be used by programme planners and overseers to improve the consistency, effectiveness, targeting and impact of the programme. Considering limitations of this assessment, the matrix has been developed on the basis of public information and a small number of interviews with central- and local-level officials. It could be further developed in the future into a comprehensive checklist for identification of indicators upon collecting additional information on the institutional assets and needs. The matrix follows the core chapter with the detailed main findings.
- A set of recommendations, covering the main factors for sustainable integration as well as identified necessary capacity-building measures to ensure necessary institutional capacity of central- and local-level State bodies.
- The survey and interview questionnaires for beneficiaries, which are structured to track their broader socioeconomic welfare at three stages of integration, and which operationalize the framework of assisted reintegration, considering all the determinants of vulnerability.
- The templates of interview questionnaires for officials at central and local levels, arranged in such manner as to reveal the current capacity and indicate needs with regard to essential assets, such as personnel, information or budget.

The next section concentrates on the samples of various categories of respondents, relating the progress achieved to the planned scale of fieldwork.



## 2. SAMPLE PROFILE

The assessment has been conducted by following a single methodological framework, outlined above with the use of standard survey and interview forms, which have covered groups of topics, corresponding to the main challenges, faced by relocated persons at different stages of relocation. The fieldwork instruments were developed in a complementary manner, following the analysis of public information, preliminary interviews with local and central officials as well as through the reflection on the conclusions from partial fieldwork results.

### 2.1. STRUCTURE OF THE SAMPLE OF SURVEY RESPONDENTS

The sample of respondents was adjusted after consultations within the team in light of two main factors: progress of relocation and the COVID-19 restrictions at the time of the research. As a result, it was resolved that certain regions would be represented with larger numbers of interviews to make up for the limitations, encountered in other regions.

Table 2. Number of surveyed beneficiaries in regions of arrival

Regions	Planned target	Carried out as of 1.3.2021
North Kazakhstan	110	85
East Kazakhstan	80	110
Kostanay	50	67
Pavlodar	110	92
TOTAL	350	354

The final sample size covers 100 per cent of the planned sample size, which ensures the reliability of the data. In the regional context, the actual number of respondents differs from the planned volume: 25 less respondents in the North Kazakhstan region, 18 less in the Pavlodar region. In the East Kazakhstan region, 30 more respondents were interviewed, and in the Kostanay region, 17 more respondents were interviewed than planned. This is due to access to displaced persons, the availability of contacts and Internet connections in the regions.

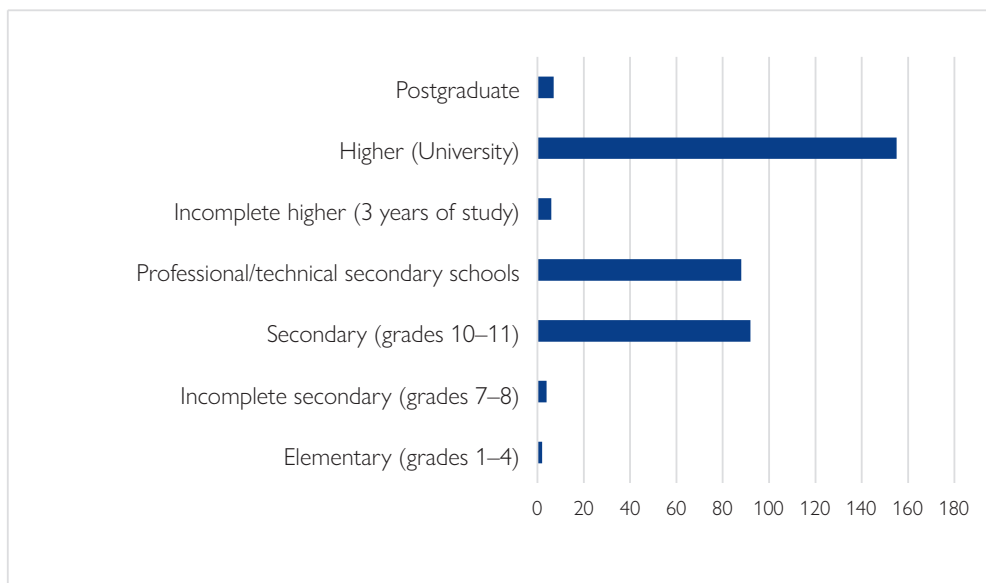
To properly reflect on the determinants of vulnerability at both the pre-departure stage and upon arrival and in the longer perspective, the team ensured participation of two main groups of Programme's beneficiaries – those who had been relocated over a period of less than 12 months and those with a significantly longer period of residence (Table 3). The category of recent arrivals (under 12 months) accounts for between 32.8 and 40 per cent of the total arrivals to the destination regions while between 15 to 27 per cent of the respondents have stayed in the destination regions for at least 3 years.

Table 3. Period of residence of surveyed beneficiaries in regions of arrival

		Less than a year	1-3 years	3-5 years	Over 5 years	Hard to answer
North Kazakhstan	Respondents	30	32	13	7	3
	%	<b>35.3%</b>	<b>37.6%</b>	<b>15.3%</b>	<b>8.2%</b>	<b>3.5%</b>
East Kazakhstan	Respondents	44	32	10	20	4
	%	<b>40.0%</b>	<b>29.1%</b>	<b>9.1%</b>	<b>18.2%</b>	<b>3.6%</b>
Kostanay region	Respondents	22	28	8	2	7
	%	<b>32.8%</b>	<b>41.8%</b>	<b>11.9%</b>	<b>3.0%</b>	<b>10.4%</b>
Pavlodar region	Respondents	32	36	17	4	3
	%	<b>34.8%</b>	<b>39.1%</b>	<b>18.5%</b>	<b>4.3%</b>	<b>3.3%</b>
ALL REGIONS	Respondents	128	128	48	33	17
	%	<b>36.2%</b>	<b>36.2%</b>	<b>13.6%</b>	<b>9.3%</b>	<b>4.8%</b>

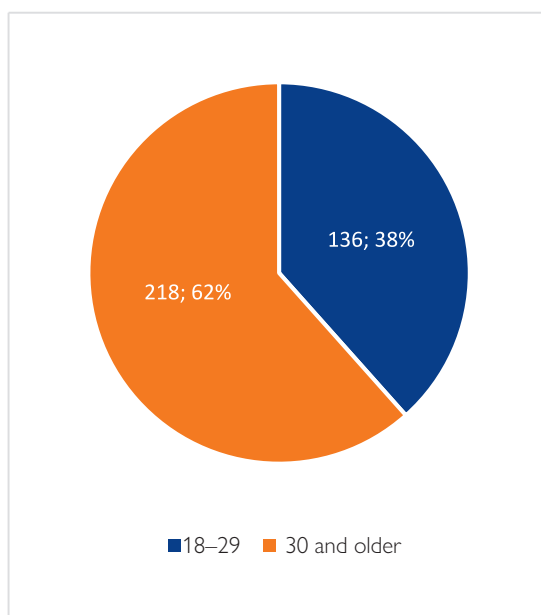
Another important variable, considered in the assessment, is the role of educational and professional background for the relocated persons' integration success. Around 45 per cent of the respondents are university graduates and only 27.7 per cent have not completed secondary education (Figure 1).

Figure 1. Educational level of the surveyed beneficiaries



Given the assessment's preoccupation with the relative socioeconomic position of youth, over 38 per cent of the respondents were under 30 years of age (Figure 2).

Figure 2. Age of surveyed beneficiaries



The team made efforts to ensure high representation of *women* among the surveyed respondents (see table 4). In total, 171 women took part in the survey, representing 48.3 per cent of the total sample. The rate of women's participation in the survey ranged from 41.3 per cent in the Pavlodar region to 53.6 per cent in the East Kazakhstan region. Significant shares included homemakers or women on maternity leave (from 9.8% of the respondents in the North Kazakhstan region to 15.8% in the Pavlodar region). In total, 25 women who were on maternity leave were surveyed (14.6% of all female respondents). These groups were selected as they were temporarily inactive in the labour market.

Table 4. Gender representation in the sample, % of surveyed beneficiaries

Regions	Men	Women
East Kazakhstan	46.4%	53.6% (incl. 13.6% homemakers or on maternity leave)
North Kazakhstan	51.8%	48.2% (incl. 9.8% homemakers or on maternity leave)
Pavlodar	58.7%	41.3% (incl. 15.8% homemakers or on maternity leave)
Kostanay	50.7%	49.3% (incl. 15.2% homemakers or on maternity leave)

Marital status of the respondents differed between genders. While as many as 76.5 per cent of surveyed men were married, 63.8 per cent of women were married. A significant number of female respondents were divorced (33 or 19.3% of all surveyed women compared to only 4 or 2.2% of men). In addition, 3 women were widowed. Additional analyses were carried out to verify whether persons with experience of divorce experienced additional issues in integration. 269 survey respondents (76%) reported having children.

## 2.2. IN-DEPTH INTERVIEWS WITH PROGRAMME BENEFICIARIES AND STATE OFFICIALS

The importance of the pre-departure stage was acknowledged by the inclusion of additional in-depth interviews with respondents in three regions of origin (Turkestan, Zhambyl, Shymkent). As of 4 March 2021, 27 out of planned 28 in-depth interviews have been carried out (see Table 5). The data collection proved difficult as a result of two factors: limited access to the list of relocated persons (encountered in the East Kazakhstan region) and time restrictions on the implementation of interviews (working respondents were free to be interviewed only in the evenings).

Table 5. Number of in-depth interviews with beneficiaries

	Planned total	Carried out with men	Carried out with women	Carried out in total
North Kazakhstan	4	2	2	4
East Kazakhstan	4	2	2	4
Kostanay	4	2	2	4
Pavlodar	4	2	2	4
Turkestan	4	2	2	4
Zhambyl	4	2	1	3
Shymkent	4	2	2	4
<b>TOTAL</b>	<b>28</b>	<b>14</b>	<b>13</b>	<b>27</b>

The total of 37 interviews were conducted with representatives of the Ministry of Labour and Social Protection (MoLSP) and the local executive bodies.

Table 6. Number of interviews with officials

State bodies	Regions	Number planned	Carried out
MoLSP	Nur-Sultan	2	2
Akimats (local governments) of the regions of origin	6 regions	2*6=12	11
Akimats of the regions of destination	6 regions	2*6=12	12
Employment centres of the regions of origin	6 regions	1*6=6	6
Employment centres of the regions of destination	6 regions	1*6=6	6
<b>TOTAL</b>		<b>38</b>	<b>37</b>

### 3. MAIN FINDINGS

This document puts together various strands of research (sociological study of vulnerabilities and policy and operational gap analysis) to assess the extent to which the current design and implementation of the Relocation Programme meets the needs of the participants by offering partial conclusions and recommendations. It combines two main perspectives:

- *macro* – highlighted in sections 3.1, 3.2 and 3.6, which embed the Programme in Kazakhstan’s long-term policy priorities and challenges as well as in its institutions’ capacities (most notably, the Ministry of Labour and Social Protection of Population, local executive bodies and employment centres);
- *micro* – forming the core of the analysis (sections 3.3–3.5), in which the results of quantitative fieldwork (surveys), complemented by qualitative methods (in-depth interviews) have helped capture the profile of the Programme’s participants, assess their main motivations for participation in the Programme, their needs with regard to assistance and some of the challenges at three main stages of relocation: pre-departure, post-arrival and in the long run (sustainable integration).

In the course of the investigation, the assessment team needed to make certain adjustments to the focus of the study. As the study is the first comprehensive assessment of the use of the Programme’s services from the perspective of the beneficiaries’ needs, it was resolved to expand the coverage of certain issues, which were identified as most significant factors determining the success of beneficiaries’ integration.

First of all, in order to provide a baseline perspective for further in-depth investigations, the assessment team has paid more attention to the crucial *pre-departure stage*, and has probed more deeply the interaction between both more immediate and long-term socioeconomic needs of the Programme’s participants and the mechanisms of Programme’s assistance.

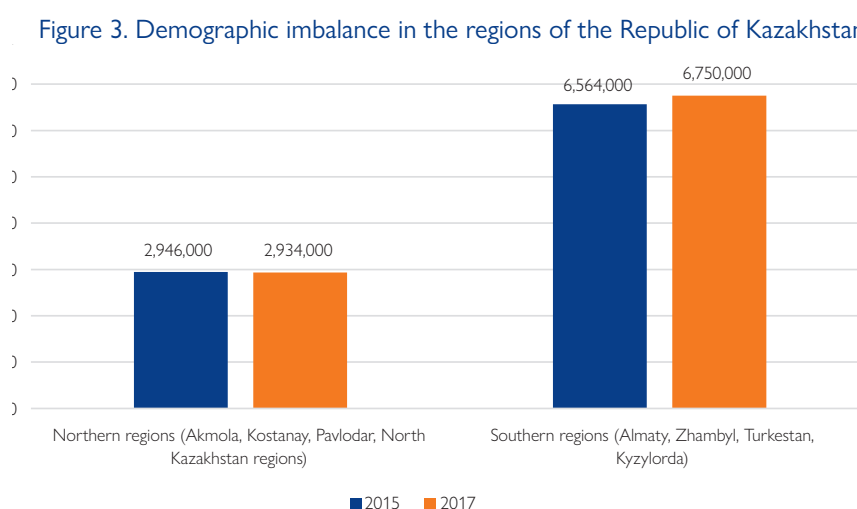
Secondly, while paying attention to the variables of age and gender, the assessment needed to analyse the crucial variable of *geography* as major differences in the satisfaction of participants’ needs and the mix of available services as well as emerging integration challenges identified among various regions of destination.

Finally, although the study covers an entire range of aspects of integration, following largely the model, it quickly became apparent that *two issues*: access to housing and to employment (including that matching qualifications and skills) *are central concerns for the Programme’s participants*. All these considerations have been taken into account when presenting the following picture of the assistance needs of the Programme’s participants.

#### 3.1. RELEVANCE OF THE PROGRAMME

##### 3.1.1. UNBALANCED POPULATION DISTRIBUTION IN THE COUNTRY’S REGIONS

*The current strategic national migration policy document (the Migration Concept of the Republic of Kazakhstan for 2017–2021) noted with concern the significant imbalance in the distribution of population in the country’s territory.* While four northern regions (Akmola, Kostanay, Pavlodar and North Kazakhstan) were sparsely populated and saw the numbers of residents decrease (by 12,000 in 2015–2017), four southern regions (Almaty, Zhambyl, Turkestan and Kyzyl-Orda) were not only over twice as populated but actually saw the population figures increase by 186,000 residents between 2015–2017 (Figure 3).



A more detailed analysis of the demographic tendencies in the decade of 2011-2020 shows that both largest cities of the country (Almaty and Nur-Sultan) record fast growth while the dynamics varies significantly among the other regions, depending on the geographic location (Table 7). All the southern regions recorded significant increases in population, while *all the regions that lose population over time are found in the north* – North and East Kazakhstan regions as well as the region of Kostanay.

Table 7. Population dynamics in regions of Kazakhstan

Region	Persons	Persons (1 January)	Change 2011–2020
	2011	2020	
<b>Metropolitan areas</b>			
Almaty (city)	1 413 152	1 916 822	+503 670
Nur-Sultan (city)	697 162	1 136 156	+438 994
<b>Regions of arrival</b>			
North Kazakhstan	589 421	548 755	-40 666
East Kazakhstan	1 398 078	1 369 597	-28 481
Kostanay	881 656	868 549	-13 107
Akmola	733 281	736 735	+3 454
Pavlodar	746 224	752 169	+5 945
Karaganda	1 352 217	1 376 882	+24 665
<b>Regions of origin</b>			
Almaty region	1 872 844	2 055 724	+182 880
Mangistau	524 185	698 796	+174 611
Kyzyl-Orda	700 511	803 531	+103 020
Zhambyl	1 046 260	1 130 099	+83 839
Turkestan region	2 567 611	2 016 037*	
Shymkent (city)	-	1 038 152	

\* No longer including the city of Shymkent.

Source: <https://stat.gov.kz/official/industry/61/statistic/8>.

When the type of settlement is considered, *a clear pattern of rural-to-urban migration emerges in the northern regions. While in the southern regions*, both urban and rural areas experienced population growth, the rural areas of the northern regions consistently recorded population contraction (Table 8). This striking difference is confirmed by the national statistics – although the country as a whole witnessed an increase in the rural population by 226,579 persons, this figure is eclipsed by a much more robust growth in the urban areas (an increase of 1,964,730 persons between 2011 and 2020).

Table 8. Population change in urban and rural areas in selected regions of Kazakhstan, 2011–2020

	Urban	Rural
<b>Regions of arrival</b>		
North Kazakhstan	+13 957	-54 623
East Kazakhstan	+41 402	-69 883
Kostanay	+60 156	-73 263
Akmola	+5 668	-2 214
Pavlodar	+18 871	-12 926
Karaganda	+42 231	-17 566
<b>Regions of origin</b>		
Almaty region	+13 053	+169 827
Mangistau	+808	+173 803
Kyzyl-Orda	+62 369	+40 651
Zhambyl	+25 370	+58 469

Source: <https://stat.gov.kz/official/industry/61/statistic/8>.

Statistical data for 2020 show that the population gap between the two areas of the country continues to widen, and the government resolution of 2018, launching the “Enbek” State programme cited forecasts, according to which, unless measures are taken, by 2050 the northern regions would lose around 900,000 residents while the southern regions would grow by 5.3 million persons.

### 3.1.2. REDISTRIBUTION OF LABOUR RESOURCES

Apart from addressing the demographic imbalance, the relocation programme under the “Enbek” *scheme seeks to redistribute labour resources*, aiming at filling the labour needs, including ensuring supply of workers in specific sectors. Review of the vacancies in three sectors of economic activity with different skill and educational requirements reveals, however, that the regions of arrival do not offer significantly higher numbers of positions to be filled and that there are strong variations between sectors in the geographic demand.

**Table 9. Vacancies by sectors, registered in the regions of origin and arrival at Enbek electronic labour market as of 14.02.2021**

Region	Education, science	Medicine, pharmaceuticals	Agriculture
Metropolitan areas			
Nur-Sultan (city)	189	329	22
Regions of arrival			
North Kazakhstan	66	98	38
East Kazakhstan	183	248	61
Kostanay	90	295	57
Akmola	96	155	66
Pavlodar	64	64	62
Karaganda	66	204	186
<b>TOTAL</b>	<b>565</b>	<b>1064</b>	<b>470</b>
Regions of origin			
Almaty region	527	101	10
Mangistau	80	70	9
Kyzyl-Orda	41	42	10
Zhambyl	107	66	27
Turkestan region	509	272	174
<b>TOTAL</b>	<b>1 264</b>	<b>551</b>	<b>230</b>

Source: [www.enbek.kz](http://www.enbek.kz).

The geographic balance appears to be most advantageous in the field of agriculture. While the regions of origin (five southern regions and the capital city of Nur-Sultan) offer mere 252 vacancies, the number is nearly twice as high in the six northern regions of destination for relocated persons (470). The balance is also positive in the field of health care and pharmaceuticals – 1064 positions, awaiting candidates in the six northern regions relative to 880 in the regions of origin, of which as many as 329 in the capital city of Nur-Sultan. This means that the figure for the six northern regions is twice as high as that for the five southern regions.

However, *the labour market situation is very difficult in the field of education and science*. Vacancies are concentrated in three regions – two in the south (Almaty and Turkestan) and one in the north (Karaganda). Merely 499 vacancies were registered on 14 February 2021 in five northern regions (North Kazakhstan, East Kazakhstan, Akmola, Kostanay and Pavlodar) compared to as many as 1,264 in five southern regions (Almaty, Turkestan, Zhambyl, Mangistau and Kyzyl-Orda).

The assessment team has reflected not only on the official statistics and on the evolution of the legal acts and strategic documents, but also on *recent statements made by the Head of State*, Mr. Kasym-Zhomart Tokaev. President Tokaev highlighted the need for a more effective control of internal migratory processes in order to reduce the pressure for limited social support infrastructure in the southern regions (pointing to the challenges in the area of health care and education).<sup>3</sup> In recent statements, made already in October 2020, Mr Tokaev stressed the priority of ensuring improved living conditions through further investment in social infrastructure as well as through augmented direct financial support.<sup>4</sup>

3. Speech made in October 2019 on the topic of immigration to the capital city of Nur Sultan.

4. Statement made at the fourth session of the National Council of Social Trust in October 2020.

## 3.2. RELOCATION TRENDS

### 3.2.1. RELOCATION STATISTICS OF REGIONS OF DEPARTURE AND ARRIVAL

Monitoring the scale and directions of actually relocated persons is made difficult by the dispersion of the data among regions of departure and arrival and inconsistencies in the format of the data. The assessment team compiled the following two tables (Tables 10 and 11), summarizing the data, submitted by the regions of destination and origin respectively. Comparisons cannot be easily drawn between the two sets of data as some of them are cumulative for the period since 2017 while others cover only 2020. Overall, the data from the regions of destination are of direct relevance to the assessment, which is preoccupied with the category of persons who have arrived in destination regions and continue to reside there.

Table 10. Relocation to the regions of destination since 2017

Region of destination	Number of relocated people	Number of relocated families	Number of children	Number of returnees to the region of origin	Economically active people
Kostanay	2 441	-	1 090	275	1 068 (999 were employed and 69 opened their own business);
North Kazakhstan	6 765	2 045	3 224	495 (128 семей)	3 197 (2242 people were employed, 378 individual entrepreneurs, 440 people are on social leave)
Pavlodar	6 363	1 356	-	-	-
East Kazakhstan	1 421	364	-	-	-

The above data suggest that the North Kazakhstan and Pavlodar regions have attracted the largest groups of relocated persons, exceeding 6,000 in both cases. Two regions (Kostanay and North Kazakhstan) shared data on the scale of economically active persons among those relocated, which ranges from 43.8 per cent in Kostanay and 47.3 per cent in North Kazakhstan.

In addition, the information on the regions of origin of relocated persons was provided by the Kostanay region. Of the 2,441 persons relocated so far, the largest share came from the Turkestan region (738 people or 30.2%), followed by Kyzyl-orda (600 people or 24.6%) and Zhambyl (452 people or 18.5%). Thus, these three southern regions accounted for nearly three-quarters of all arrivals (73.3%). However, it is worth pointing out that some persons were also relocated from the country's largest cities: Nur-Sultan (68 people), Almaty (66 people).

The data from the regions of origin must be treated with certain reservations. Firstly, it should be kept in mind that these figures refer to departures and may not be treated as evidence of completed process of relocation. Secondly, in some cases (e.g. Almaty) these figures refer to independent (not facilitated) movement. At the same time, four regions of departure have provided valuable data on the geographic directions of relocation of their residents. They clearly indicate that for three of them, Pavlodar and North Kazakhstan regions are dominant regions of destination. Thus, the data confirm the general tendency, apparent in the data, submitted by those two regions of arrival above.

Table 11. Relocation from the regions of origin

Regions of origin	Number of relocated persons (cumulative / 2020)	Number of relocated families (cumulative / 2020)	Regions of destination in 2020
Almaty (as of January 1, 2021)	- / 1 116	- / 301	Pavlodar –125 families (531 people); North Kazakhstan – 74 families (269 people); East Kazakhstan – 88 families (250 people); Kostanay – 14 families (66 people).
Shymkent	2 709 / -	738 / -	-
Zhambyl	2 126 / 524 (вкл. 226 детей)	658 / 174	North Kazakhstan – 65 families (191 people); Pavlodar – 40 families (130 people); Kostanay – 36 families (111 people); East Kazakhstan – 33 families (92 people).
Mangystau	- / 342 (вкл. 164 детей)		Kostanay – 125 people; Pavlodar – 108 people; East Kazakhstan – 55 people; North Kazakhstan –54 people.
Turkestan (including data from the former South Kazakhstan region)	6 013 / 732	1 661 / 377	North Kazakhstan – 170 families (416 people); Pavlodar – 98 families (484 people); Kostanay – 50 families (118 people); East Kazakhstan – 29 families (58 people).
Шымкент	2 645 / -	803 / -	-
Кызылординская область	1 530 / 244	527 / 100	-

### 3.2.2. GEOGRAPHY OF SURVEYED RESPONDENTS' RELOCATION FLOWS

The official data can be usefully complemented by the results of the survey to establish the geography of relocation flows. The respondents residing currently in four regions of destination have been asked to name the localities, from which they relocated. The results largely coincide with the statistical data: Turkestan residents (24.3% of all surveyed beneficiaries) moved in large numbers to North Kazakhstan, Kostanay and Pavlodar regions while Pavlodar and East Kazakhstan were selected by many of the respondents, originating from the Almaty region, accounting for 17.2 per cent of the sample. One group, which was captured in the assessment is that of Nur-Sultan (the place of origin of 14.7% of the respondents), the country's capital and the largest city in the north of the country. Relocation of the urban dwellers from Nur-Sultan has been covered more extensively in the study, representing an important complementary set of data to identify some of the challenges, facing those persons relocating to more rural areas.



Table 12. Geographic structure of relocation flows in 2020 (% of respondents)

		Almaty region	Zhambyl region	Kyzyl-orda region	Turkestan region	Almaty	Nur-Sultan	Shymkent	Mangystau region	Orenburg (Russia)	Mongolia
North Kazakhstan	Respondents	5	6	12	25	4	26	6	1	0	0
	%	5.9%	7.1%	14.1%	29.4%	4.7%	30.6%	7.1%	1.2%	0.0%	0.0%
East Kazakhstan	Respondents	31	22	9	16	13	8	7	4	0	0
	%	28.2%	20.0%	8.2%	14.5%	11.8%	7.3%	6.4%	3.6%	0.0%	0.0%
Kostanay region	Respondents	3	3	16	22	0	11	7	1	2	2
	%	4.5%	4.5%	23.9%	32.8%	0.0%	16.4%	10.4%	1.5%	3.0%	3.0%
Pavlodar region	Respondents	22	12	8	23	4	7	12	4	0	0
	%	23.9%	13.0%	8.7%	25.0%	4.3%	7.6%	13.0%	4.3%	0.0%	0.0%
ALL REGIONS	Respondents	61	43	45	86	21	52	32	10	2	2
	%	17.2%	12.1%	12.7%	24.3%	5.9%	14.7%	9.0%	2.8%	0.6%	0.6%

N=354.

Significant shares of the respondents came from large cities (37.6%). They were most prominent among persons relocated to Kostanay and North Kazakhstan (40.3% and 42.4% respectively) (Table 13). On the other hand, relatively large groups of respondents came from the countryside – accounting for 41.1 per cent of the sample and as many as 44.6 per cent of those relocated to the Pavlodar region. Some challenges in integration in the destination region may be a result of the need to adjust to a different rhythm of activity when moving from urban to rural or from rural to urban settlements (see section 3.5.1 below).

Table 13. Type of settlement in respondents' previous place of residence (% of respondents)

		Regional capital	Other large city	Mid-sized or small town	Large village	District capital	Village
North Kazakhstan	Respondents	9	27	6	5	12	26
	%	10.6%	31.8%	7.0%	5.9%	14.1%	30.6%
East Kazakhstan	Respondents	9	31	5	12	21	32
	%	8.2%	28.2%	4.5%	10.9%	19.1%	29.1%
Kostanay region	Respondents	9	18	3	2	11	24
	%	13.4%	26.9%	4.5%	3.0%	16.4%	35.8%
Pavlodar region	Respondents	14	16	10	9	11	32
	%	15.2%	17.4%	10.9%	9.8%	12.0%	34.8%
ALL REGIONS	Respondents	41	92	24	28	55	114
	%	11.6%	26.0%	6.8%	7.9%	15.5%	32.2%

N=354.

### 3.3. PRE-DEPARTURE STAGE OF RELOCATION

Through analysis of both the media reports and of the interviews with local officials, the assessment team realized that *the proper targeting (selecting participants with the matching motivation and competences) as well as level of preparation directly prior to the departure (with regard to information as well as other types of assets) are crucial determinants of the general integration success.* For this reason, it was decided to heighten the focus of the study on the process of selection of participants and the role that the regions of origin play in the assessment of participants' capacities and needs for assistance.

#### 3.3.1. ROLE OF THE REGIONS OF DEPARTURE AND ARRIVAL

The successive stages from the moment citizens apply to the Employment Centre of the region of departure to moving to the receiving region and concluding a social contract for the provision of State support measures are clearly shown in Figure 4. The diagram indicates that the regions of departure collect information about the family composition, education, profession, specialty of the applicant for relocation and transmit it to the employment authority of the receiving region.

Figure 4. Standard procedures of relocation from regions of origin to destination



Source: Assessment team's analysis.

Effective matching of the needs of the participants with those of the regions of destination requires close cooperation and coordination among both the regions of departure and arrival. Interviews with local officials indicate that the regions of destination crucially depend on the support from their southern counterparts for receipt of documents and information on the candidates. An official from the southern region of Zhambyl thus described the process:

*«Every year, until January 15, they approve the list of vacancies, then they pass it to us. To begin with, we are sent lists of vacancies and, according to these vacancies, we can send people. First, we send a resume, but before that we find out the conditions that will be offered to the migrants. For example, housing for displaced people is being built in the North Kazakhstan and Pavlodar regions. In general, we need an appropriate specialty for immigrants, we introduce them to the proposed housing conditions, relocation, and other conditions.» (Zhambyl region).*

In turn, the regions of destination conduct an analysis of local demand for jobs, determine the number of migrants that they can accept and send the data to the Ministry of Labour and Social Protection of Population. The interviewed officials of the local authorities (akimats) in these regions underlined that prior to submitting proposals for the quota, they verified the local demand for labour. The process of assessing the destination region's capacity is participatory, offering opportunities for inputs from the municipal and lower-level provincial authorities, as exemplified by the statement of an official from the Akimat of the Kostanay region:

*«Every year, we collect from our region's 20 districts and cities the information about the jobs in demand and then we come up with a quota, considering also the proposals of regional and urban employment centres. At the same time, we propose the quota on the basis of a letter, stating how many people are planning to adopt one or another area.»*

The process of assessing demand and forming a quota considers the level of skills and qualifications of labour force. As an official from one of the destination regions stressed, priority is given to the qualified employment during the definition of the quota for relocation. The process starts with the identification of sectoral needs by the municipal and district employment centres:

*«If we have 4.5 thousand jobs, half of them are unskilled labor, that is, we do not take them into account, we cannot relocate them. We take only qualified vacancies and send them to the southern regions. Monthly requests are generated in employment centres in cities and districts.»*

This is in line with the requirement of the Programme that at least one member of the relocated household can demonstrate specialized qualifications or skills.

### 3.3.2. ORIENTATION AND PREPARATION FOR RELOCATION

Analysis of 354 surveys from the four destination regions indicated that 73.3 per cent of the relocated persons in all these regions had made the decision to move on their own, in the circle of their family (Table 14). A clear division could be made between East Kazakhstan and Kostanay regions where between 61 and 66 per cent of respondents decided independently and the two other regions where this share rose to around 83 per cent. Apart from North Kazakhstan, where the opinion of relatives and friends who had relocated already and had relevant experience was more common (10.6% of the answers), in the three other regions, the advice of relatives and friends living locally was the main consideration in making the decision (as reported by around 21–22% of those who moved to the East Kazakhstan and Kostanay regions).

Table 14. Making a decision to relocate (% of respondents)

		Independently (in the family circle)	Consulted relatives, friends	Consulted relatives, friends who had relocated already
<b>North Kazakhstan</b>	Respondents	71	5	9
	%	83.5%	5.9%	10.6%
<b>East Kazakhstan</b>	Respondents	73	23	14
	%	66.4%	20.9%	12.7%
<b>Kostanay region</b>	Respondents	41	15	11
	%	61.2%	22.4%	16.4%
<b>Pavlodar region</b>	Respondents	76	12	4
	%	82.6%	13.0%	4.3%
<b>ALL REGIONS</b>	Respondents	261	55	38
	%	73.3%	15.5%	10.7%

N=354.

Given the highly informal nature of decision-making, relying mainly on internal assets (opinion being formed in the family circle), relatively few of the respondents indicated sources of external information (Tables 15 and 16). The small sample of answers (as few as 8 in the case of the East Kazakhstan region) does not allow for determining clear tendencies – the North Kazakhstan subset offering the widest base (70 answers).

Over a third (130 persons or 36.7% of the total) of the respondents were able to indicate the main source of information about the Programme. Friends, acquaintances and relatives have been among the top sources of information about the Programme for respondents residing in the North Kazakhstan and Kostanay region, accounting for 45–55 per cent of the answers. However, some new channels of information have become apparent in certain regions. Internet websites and online social networks have been named by 25.7 per cent of the respondents in North Kazakhstan and by 12.5 per cent of the surveyed residents of the Kostanay region. In turn, 32.1 per cent of the respondents from the Pavlodar region East Kazakhstan respondents declared that that information about the programme had been received from the employment centre. While mass media (including TV) play a minor role, they are nonetheless the source of information in approximately 10–17 per cent of the cases.

**Table 15. Sources of information about the Programme by region (% of survey responses)**

		Mass media, TV	Internet, social networks	Official websites of local executive bodies	Relatives	Friends and acquaintances	Friends and acquaintances who had already relocated	Employment centre	Obligation under „Serpín” programme
<b>North Kazakhstan</b>	Respondents	9	18	5	15	18	3	2	0
	%	12.9%	25.7%	7.1%	21.4%	25.7%	4.3%	2.9%	0.0%
<b>East Kazakhstan</b>	Respondents	0	0	0	0	0	0	6	2
	%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	75.0%	25.0%
<b>Kostanay region</b>	Respondents	4	3	1	6	7	0	1	2
	%	16.7%	12.5%	4.2%	25.0%	29.2%	0.0%	4.2%	8.3%
<b>Pavlodar region</b>	Respondents	3	2	3	3	5	3	9	0
	%	10.7%	7.1%	10.7%	10.7%	17.9%	10.7%	32.1%	0.0%
<b>ALL REGIONS</b>	Respondents	16	23	9	24	30	6	18	4
	%	12.3%	17.7%	6.9%	18.5%	23.1%	4.6%	13.8%	3.1%

N=130.

A significant difference was observed in the use of various sources of information between women and men (Table 16). Significantly more women relied on the opinion of relatives (23% compared to 14.5% of men) and they tended to use mass media more often than internet or social networks to get the information on the Programme. Internet and social networks, however, account for over a quarter of answers among men. Significantly, employment centres have been named by more women than men as sources of information.

**Table 16. Sources of information about the Programme by gender (% of survey responses)**

		Mass media, TV	Internet, social networks	Official websites of local executive bodies	Relatives	Friends and acquaintances	Friends and acquaintances who had already relocated	Employment centre	Obligation under „Serpín” programme
<b>Men</b>	Respondents	6	18	7	10	16	3	8	1
	%	8.7%	26.1%	10.1%	14.5%	23.2%	4.3%	11.6%	1.4%
<b>Women</b>	Respondents	10	5	2	14	14	3	10	3
	%	16.4%	8.2%	3.3%	23.0%	23.0%	4.9%	16.4%	4.9%
<b>ALL</b>	Respondents	16	23	9	24	30	6	18	4
	%	12.3%	17.7%	6.9%	18.5%	23.1%	4.6%	13.8%	3.1%

N=130.

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An example of the interaction between various sources of information was provided in an interview with a female resident of the North Kazakhstan region. The 36-year-old woman learned of the Programme from her neighbours and only then turned to the local employment centre.

*“I learned [of the Programme] from my neighbours. I went into the employment centre, and realized what documents were needed. I pondered the question for about a year, and took the decision in the summer. It then took me a month to move”.*

Interviewed local officials also noted the importance of information work in the media, social networks, and the placement of visual materials in public places. In their view, broad public awareness of relocation opportunities, access to information about proposed vacancies, and the availability of sociocultural infrastructure in the receiving region are important factors in the effective implementation of the relocation programme. The regions of origin report collecting such information and disseminating through social networks and mass media.

In the current formulation, the Rules of the voluntary resettlement of individuals to increase labour mobility do not foresee in the pre-departure stage of a preliminary comprehensive review of applicants for relocation with providing comprehensive information about the settlements of the region of arrival. The information needs to cover such vital questions as: environmental, socioeconomic, cultural, linguistic and religious characteristics of the region, ethnic composition of the population, the provision of social infrastructure (educational institutions, hospitals, cultural and sports facilities), the availability of land for the construction of houses, maintenance of local and/or farms, a clear success stories of immigrants from their region of origin.

In local government officials' testimonies, information about the relocation programme is provided through the media, job fairs, which are organized by both the regions of origin and arrival. An official from the Zhambyl region of departure of relocated persons highlighted the importance of the fairs for interregional information sharing on labour market needs and initiating face-to-face contacts:

*«Usually, the fair with the participation of all regions was held once a year. But the regions can come and so, for example, in 2017, every month we were visited by 2-3 people from the regions. They go around all the districts, the employment centers organize meetings, gather people who want to. During the year, the regions of arrival can be visited by interested persons from different regions».*

The fair is usually held in the regional centre, people from all over the region are invited. A month before the fair, an extensive information campaign is conducted. An example was provided by an interviewed official from Pavlodar who stressed the role that such fairs played in ensuring direct contacts between local employees and employers from various regions:

*«In 2017-2019, it was conducted with the participation of the regions. Employers came to us with lists of vacancies, we collected potential employees who could move. There they talked to each other face-to-face and learned the conditions, employers showed videos, brochures. And on weekdays, we work through the media.”*

In 2020, due to the quarantine, such fairs were not held. However, this area of work has been strengthened through use of online tools. Interviewed officials noted in particular the specialized State portal for labour information exchange ([www.enbek.kz](http://www.enbek.kz)), which brings together information on the State support measures and tracks local labour market trends. It also performs intermediating function by listing the vacancies offered by employers as well as resumes of candidates from across Kazakhstan. An interviewed Ministry of Labour official also stressed the role that the portal played in presenting current demand for particular specialties not only for residents of southern regions, interested in relocation, but for employment centres and the Ministry by aggregating the demand trends.<sup>5</sup>

One of the local officials referred to the way in which the online labour information exchange facilitates search for job opportunities for the Programme's beneficiaries:

*«We have a large information system – the labour exchange, which includes several tools. Employees of employment centers input data into the labor market system, which is integrated with many government agencies. There is an individual employment card, where you can see all the information about the applicant, what education, experience they have, whether they carry a driver's license, for example.”*

### 3.3.3. MOTIVATION OF THE PARTICIPANTS

Based on the analysis of 354 survey forms from the four destination regions, the most important incentives for participation in the programme were employment opportunities (51.6%) and the purchase or renting of own housing (35.2%) (Table 17). As many as 40.7 per cent of the participants in East Kazakhstan, approximately half of those in North Kazakhstan and the Kostanay region and as many as two-thirds of the Pavlodar region residents wanted to get a permanent job. Apart from the Kostanay region, where housing was a major issue for one out of five respondents, between 34 and 41 per cent

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5. According to the zero.kz Internet statistics service, the site of the portal is visited by more than 26,000 users per day and it occupies the 27th place among over 2,000 sites in the .kz domain segment.

of the residents of the other regions named opportunities for securing own housing as a motive for participating in the Programme.

Table 17. Declared motives for participating in the Programme (% of survey responses)

		North Kazakhstan	East Kazakhstan	Kostanay region	Pavlodar region	ALL REGIONS
Permanent employment	Respondents	42	44	33	61	180
	%	51.2%	40.7%	49.3%	66.3%	51.6%
Support for starting own business	Respondents	14	23	14	18	69
	%	17.1%	21.3%	20.9%	19.6%	19.8%
Opportunity for securing own housing	Respondents	28	44	15	36	123
	%	34.1%	40.7%	22.4%	39.1%	35.2%
Possibility for improving family's material welfare	Respondents	14	33	12	27	86
	%	17.1%	30.6%	17.9%	29.3%	24.6%
Financial support, offered by the State (subsidies)	Respondents	21	19	16	26	82
	%	25.6%	17.6%	23.9%	28.3%	23.5%
Improved prospects for children's education	Respondents	6	4	5	11	26
	%	7.3%	3.7%	7.5%	12.0%	7.4%
Opinions of friends and relatives, who had relocated under the Programme	Respondents	6	9	8	5	28
	%	7.3%	8.3%	11.9%	5.4%	8.0%
Make career, be promoted to a post	Respondents	7	7	9	11	34
	%	8.5%	6.5%	13.4%	12.0%	9.7%
Start own business	Respondents	10	15	7	10	42
	%	12.2%	13.9%	10.4%	10.9%	12.0%
For the sake of children's future	Respondents	5	4	7	3	19
	%	6.1%	3.7%	10.4%	3.3%	5.4%
Greater opportunities and prospects for one's own and family's development	Respondents	13	16	14	15	58
	%	15.9%	14.8%	20.9%	16.3%	16.6%
Due to health concerns	Respondents	4	1	1	1	7
	%	4.9%	0.9%	1.5%	1.1%	2.0%
Obligation under "Serpin" programme	Саны	0	1	1	0	2
	%	0,0%	0,9%	1,5%	0,0%	0,6%
Hard to answer	Саны	1	3	2	0	6
	%	1,2%	2,8%	3,0%	0,0%	1,7%

Sum of the answers is not equal to 100 per cent as multiple answers were allowed. N=354.

Other material and financial considerations have been widely brought up. They centre on both the improvement of the family's welfare (a priority for 24,6% of those surveyed, including around 17% of North Kazakhstan and Kostanay region residents and as many as 30% of the respondents in the two other regions) and financial support from the State (indicated by 23.5% of the respondents). Significant numbers of respondents have been interested in starting own business or in securing financing for this purpose (12% and 19.8% respectively). However, only 4.9 per cent of the respondents (20 in total) declared that their income came from business activity. Another 35 respondents (8.6%) reported relying on supplementary income apart from wages, which might be understood as independent business activities. The largest group (181 or 44.6%) indicated wages to be the only source of income.

This need has been already acknowledged in the Programme's design to some extent. In 2021, under the Enbek State programme, it is planned to issue 13,294 loans/microloans in rural settlements and small towns, cities and single-industry towns for a total amount of 52,570,000,000 tenge (USD 125,890,000). Long-term development prospects have been

cited as well – either in terms of opportunities for personal and family’s development or as improved prospects for children’s education.

The high interest in acquiring own housing could be explained by referring to the living conditions prior to departure, reported by the surveyed relocated persons (Table 18). The largest group of respondents (31.6%) had shared living space with their parents. 31.3 per cent and 32.6 per cent of the persons relocated to the Kostanay and Pavlodar regions respectively had owned an apartment or a house in the regions of departure while the share was as low as 22.4 per cent in the case of persons arriving in North Kazakhstan. Between 19.4 per cent (Kostanay region) and 28.3 per cent (Pavlodar region) of the respondents had rented accommodation. The most precarious situation was noted in cases of those who stayed in dormitories, rented a room in an apartment or a house or rented temporary quarters in an add-on in a house’s yard.

Table 18. Housing conditions prior to departure (% of survey responses)

		Own apartment/house	Parents' apartment/house	Relatives/ friends' apartment/house	School/work dormitory	Rented apartment/house	Rented a room in an apartment/house	Rented temporary quarters in an add-on in a house's yard	Hard to answer
<b>North Kazakhstan</b>	Respondents	19	24	3	3	23	6	5	2
	%	22,4%	27,1%	3,5%	3,5%	27,1%	7,1%	5,9%	2,5%
<b>East Kazakhstan</b>	Respondents	30	32	7	3	28	6	2	2
	%	27,3%	29,1%	6,4%	2,6%	25,5%	5,5%	1,8%	1,8%
<b>Kostanay region</b>	Respondents	21	27	1	2	13	2	1	0
	%	31,3%	40,3%	1,5%	3,0%	19,4%	3,0%	1,5%	0,0%
<b>Pavlodar region</b>	Respondents	30	30	3	1	26	1	1	0
	%	32,6%	32,6%	3,4%	1,1%	28,3%	1,1%	1,1%	0,0%
<b>ALL REGIONS</b>	Respondents	100	113	14	9	90	15	9	4
	%	28,2%	31,6%	4,0%	2,5%	25,4%	4,2%	2,5%	1,1%

The financial standing in the region of origin was often precarious, which might help explain strong interest in ensuring long-term welfare for the family. In three regions (North and East Kazakhstan and Pavlodar region) between 38 per cent and 40 per cent of the respondents reported having taken bank credits prior to departure, which are still active. Limited personal assets may help explain why 21.7 per cent of the residents of the Pavlodar region and approximately 14 per cent of the residents of the other three regions continue to repay bank consumer credit.

The respondents were also asked to name the reasons, guiding them in the choice of specific regions of destination (Table 19). Employment-related issues (opportunities for employment, including that matching own qualifications, and working conditions) have together been named by the largest number of respondents. Opportunities for starting a business were also among the top three reasons named. A substantial part of the respondents was guided by the climate conditions in the region of arrival – one out of four surveyed participants who moved to East Kazakhstan marked this as an important consideration.

Table 19. Criteria for selecting the region of destination by region (% of survey responses)

		Climate conditions	Opportunities for starting own business	Opportunities for employment, incl. matching field of study	Working conditions	Developed infrastructure (roads, living conditions)	Quality of education, health care	Friends and relatives' recommendations	Recommendations of friends, relatives who had relocated
North Kazakhstan	Respondents	12	22	40	4	6	7	6	4
	%	15.8%	28.9%	52.6%	5.3%	7.9%	9.2%	7.9%	5.3%
East Kazakhstan	Respondents	28	19	43	11	4	2	25	8
	%	25.7%	17.4%	39.4%	10.1%	3.7%	1.8%	22.9%	7.3%
Kostanay region	Respondents	14	12	38	10	2	4	11	8
	%	20.9%	17.9%	56.7%	14.9%	3.0%	6.0%	16.4%	11.9%
Pavlodar region	Respondents	11	16	44	18	4	2	9	8
	%	12.0%	17.4%	47.8%	19.6%	4.3%	2.2%	9.8%	8.7%
ALL REGIONS	Respondents	65	69	165	43	16	15	51	28
	%	18.4%	19.5%	46.6%	12.1%	4.5%	4.2%	14.4%	7.9%

Sum of the answers is not equal to 100 per cent as multiple answers were allowed. N=354.

In-depth interviews suggest that for many relocated persons, the presence of central heating in the villages (Kostanay region), social and cultural infrastructure (Kostanay region), and land resources (Pavlodar region) were significant factors in making decisions about moving.

Table 20. Criteria for selecting the region of destination by gender (% of survey responses)

		Climate conditions	Opportunities for starting own business	Opportunities for employment, incl. matching field of study	Working conditions	Developed infrastructure (roads, living conditions)	Quality of education, health care	Friends and relatives' recommendations	Recommendations of friends, relatives who had relocated, родственников
Men	Respondents	30	48	86	23	12	9	25	8
	%	16.6%	26.5%	47.5%	12.7%	6.6%	5.0%	13.8%	4.4%
Women	Respondents	35	21	79	20	4	6	26	20
	%	21.5%	12.9%	48.5%	12.3%	2.5%	3.7%	16.0%	12.3%
ALL	Respondents	65	69	165	43	16	15	51	28
	%	18.4%	19.5%	46.6%	12.1%	4.5%	4.2%	14.4%	7.9%

Sum of the answers is not equal to 100 per cent as multiple answers were allowed. N=354.

An interesting difference could be observed in one of the answers when analysed through gender lens (Table 20). Recommendations from friends and relatives were indicated as factors in the choice of the specific region in as many as 28.3 per cent responses by women but were found only in 18.2 per cent of men's answers. In turn, men were twice as likely to indicate opportunities for starting own business than women. Climate conditions do appear to be of slightly higher concern for surveyed women (21.5%) than for men (16.6%).



### 3.3.4. COMPLEXITY AND DURATION OF THE SELECTION PROCEDURE

One of the determinants of the accessibility of the Programme is the complexity and length of the formal entry procedure.

The following documentation is required from candidates to confirm eligibility in the Programme:

- \* copies of identity documents of citizens of the Republic of Kazakhstan and family members moving with them;
- \* copies of the marriage certificate or divorce (if available);
- \* copies of documents confirming education, qualifications and work experience in a particular specialty (if available), or a work record (if available) or a certificate from the place of work.

The assessment considered two stages of the selection procedure: the preparatory phase, in which the candidates collect necessary documentation once they make up their mind on participating, and the formal processing of the applications upon their submission. In terms of the preparatory work, the respondents were asked to reflect on how difficult it was to meet the requirement of collecting documents and on how long the process of assembling the package for application took.

Table 21. Assessment of difficulty of collecting necessary documentation (% of respondents)

		Very difficult	Rather difficult	Rather not difficult	Not difficult	Hard to answer
North Kazakhstan	Respondents	2	8	14	55	6
	%	2.4%	9.4%	16.5%	64.7%	7.1%
East Kazakhstan	Respondents	1	11	41	52	5
	%	0.9%	10.0%	37.3%	47.3%	4.5%
Kostanay region	Respondents	2	3	25	34	3
	%	3.0%	4.5%	37.3%	50.7%	4.5%
Pavlodar region	Respondents	1	7	32	50	2
	%	1.1%	7.6%	34.8%	54.3%	2.2%
ALL REGIONS	Respondents	6	29	112	191	16
	%	1.7%	8.2%	31.6%	54.0%	4.5%

N=354.

Only around 11 per cent of the surveyed residents of North and East Kazakhstan regions found the process to be difficult to some extent and the share dropped to 8.7 per cent in the Pavlodar region and to 7.5 per cent in the Kostanay region. The vast majority (from 79–81% in Pavlodar and North Kazakhstan regions to 84–87% in the other two regions) did not find the process to be difficult. This majority position was expressed also in an interview with a woman from the Pavlodar region:

*«There were no difficulties. I submitted birth and marriage certificates. There were also no particular difficulties with documentation when acquiring housing. Birth certificate and an ID were needed.»*

The main problems, highlighted by the surveyed respondents in an answer to the question on the specific issues with documentation collection varied by region:

- in the East Kazakhstan region, 6 respondents (35.3% of the answers) had to wait for a long time for other State institutions to provide required documents while another 4 (23.5%) experienced technical difficulties in the operation of the e-gov platform. 3 respondents each (15.8%) indicated such problems in North Kazakhstan.
- in the North Kazakhstan, complaints were made about the local officials' apparent incompetence in provision of services (4 respondents, 21.1% of the answers).
- in the Pavlodar region, 40 per cent of the answers, indicating specific issues (4 respondents), centred on the problem with an incomplete list of requirements and the need to fill up the gaps afterwards.

Nonetheless, as many as 30.2 per cent of the respondents could not collect documentation in less than a month (Table 22). The most difficult situation was observed in North Kazakhstan where the share rose to 36.5 per cent. Five respondents in that region (5.9%) could not submit the required documents for at least a year. While the survey data do not indicate

reasons for protracted processing, interviews helped clarify that additional documentation might be needed to confirm the qualifications or skills in demand in the region of destination. Also, some respondents noted that documentation might be found inadequate given the specific region's profile of needs regarding beneficiaries. This may indicate that more comprehensive and clear pre-departure information needs to be ensured, so that beneficiaries are aware of the expected documentation upon arrival. This question, however, requires further study.

Table 22. Duration of collecting necessary documentation (% of respondents)

		Less than a month	1-3 months	3-6 months	9-12 months	Over a year
North Kazakhstan	Respondents	54	24	2	0	5
	%	63.5%	28.2%	2.4%	0.0%	5.9%
East Kazakhstan	Respondents	70	34	5	1	0
	%	63.6%	30.9%	4.5%	0.9%	0.0%
Kostanay region	Respondents	49	17	1	0	0
	%	73.1%	25.4%	1.5%	0.0%	0.0%
Pavlodar region	Respondents	74	17	1	0	0
	%	80.4%	18.5%	1.1%	0.0%	0.0%
ALL REGIONS	Respondents	247	92	9	1	5
	%	69.8%	26.0%	2.5%	0.3%	1.4%

N=354.

The other phase, the formal application processing, involves the verification of the information submitted by the candidates by the regional commissions. The procedure of reviewing programme candidates takes place at the level of regions of destination.

*“The main function is the inclusion of applicants in the regional quota, that is, based on the materials and the documents, we look at whether a person is really suitable to be included in the list. After this review the list is sent to the city or district. Then the city or district commission is organized, while regional commission makes a protocol- a decision on the inclusion of a person in the regional quota. On the basis of it, the district commission also makes a decision and an order, and includes the person in the program, which makes it possible for a candidate to receive state support measures.”*

Survey results revealed significant variation in duration of the processing of applications to the Programme (Table 23). Generally, between 52 per cent and 74 per cent of the respondents in various regions could expect a decision to be issued in less than a month. However, as many as 20 respondents had to wait for 3–9 months and five more reported the time of waiting for the application to be reviewed to exceed 9 months.

Table 23. Duration of application processing (% of respondents)

		Less than a month	1-3 months	3-6 months	6-9 months	9-12 months	Over a year
North Kazakhstan	Respondents	50	24	6	1	0	2
	%	60.2%	28.9%	7.2%	1.2%	0.0%	2.4%
East Kazakhstan	Respondents	57	43	6	3	1	0
	%	51.8%	39.1%	5.5%	2.7%	0.9%	0.0%
Kostanay region	Respondents	41	24	0	1	1	0
	%	61.2%	35.8%	0.0%	1.5%	1.5%	0.0%
Pavlodar region	Respondents	68	20	3	0	1	0
	%	73.9%	21.7%	3.3%	0.0%	1.1%	0.0%
ALL REGIONS	Respondents	216	111	15	5	3	2
	%	61.0%	31.4%	4.2%	1.4%	0.8%	0.6%

N=354.

### 3.3.5. PERSONAL ASSESSMENT AND ORIENTATION

Out of the total of 354 respondents, 200 (56.5%) reported that a personal assessment of their situation or needs was not carried out as part of the selection process. This figure was lowest in the East Kazakhstan and Pavlodar regions (around 52%) while it stood at 59.7 per cent in the Kostanay region and 61.9 per cent in North Kazakhstan.

Table 24 presents the main forms of personal assessment, reported in the surveys. The assessment of the situation in need of assistance was instead carried out on the basis of filling out a questionnaire indicating the economic and social status of the programme participant (less than a half of the respondents in North Kazakhstan and Kostanay regions, 28.3% of East Kazakhstan participants and only 13.6% of the Pavlodar region residents). Additional documents were requested in two-thirds of the cases in the Pavlodar region and around half of the cases elsewhere. The standard set of documents includes information on the members of the family, specific needs of each one of them as well as certificates on education and work record. Interviews were also conducted with some candidates to clarify the specific situation.

Table 24. Forms of personal assessment in the selection process (% of survey responses)

		I was asked to fill in an assessment form	I needed to submit additional documents	I had a personal interview
North Kazakhstan	Respondents	13	15	2
	%	43.3%	50.0%	6.7%
East Kazakhstan	Respondents	15	24	14
	%	28.3%	45.3%	26.4%
Kostanay region	Respondents	13	12	2
	%	48.1%	44.4%	7.4%
Pavlodar region	Respondents	6	29	9
	%	13.6%	65.9%	20.5%
ALL REGIONS	Respondents	47	80	27
	%	30.5%	51.9%	17.5%

N=154 (200 respondents did not provide any answer).

Only 180 out of 354 respondents (50.8%) were involved in orientation work by local authorities before moving. The share was lowest among surveyed Kostanay region residents (38.8%). Table 25 provides a breakdown of answers given by those who reported participation. This orientation work included in the majority of cases information about the localities of the arrival regions (62.2% of those who undertook orientation work).<sup>6</sup> The orientation work also often featured assistance on collection of required documents (47.8%), advice on employment (46.1%), and on renting or buying accommodation (39.4%).

6. The information typically included data on the geography of the destination locality (steppe, forest, water resources), size of settlement (rural, small town, large city), temperatures during the year, distance and transportation opportunities to reach the district and regional centres as well as the availability of cultural and social infrastructure.

Table 25. Services received as part of orientation work before moving (% of survey responses)

		North Kazakhstan	East Kazakhstan	Kostanay region	Pavlodar region	ALL REGIONS
Information on the destination locality, Programme conditions, steps to be taken upon arrival	Respondents	30	41	14	27	112
	%	71.4%	67.2%	53.8%	52.9%	62.2%
Assistance in collection of documents for relocation	Respondents	21	30	11	24	86
	%	50.0%	49.2%	42.3%	47.1%	47.8%
Employment consultations	Respondents	20	27	13	23	83
	%	47.6%	44.3%	50.0%	45.1%	46.1%
Consultations on renting/buying accommodation	Respondents	15	32	8	16	71
	%	35.7%	52.5%	30.8%	31.4%	39.4%
Information on living conditions in the destination locality	Respondents	15	15	3	14	47
	%	35.7%	24.6%	11.5%	27.5%	26.1%
Consultations on schooling for children	Respondents	6	8	0	9	23
	%	14.3%	13.1%	0.0%	17.6%	12.8%
Consultations on health care	Respondents	4	5	1	5	15
	%	9.5%	8.2%	3.8%	9.8%	8.3%
Opportunities for taking language courses	Respondents	4	4	1	3	12
	%	9.5%	6.6%	3.8%	5.9%	6.7%
Provision of practical information, such as contacts of State bodies in the destination region in charge of the relocation process	Respondents	11	18	1	10	40
	%	26.2%	29.5%	3.8%	19.6%	22.2%

Sum of the answers is not equal to 100% as multiple answers were allowed. N=180.

Some regional differences could be observed nonetheless – among persons relocated to North Kazakhstan, as many as 71.4 per cent of those participating in orientation work were provided with information on the destination locality and on the Programme conditions, while only 53–54 per cent of the participants in orientation who moved to the Kostanay and Pavlodar regions reported receiving such information. In turn, consultations on renting and buying accommodation were reported by 52.5 per cent of those who moved to East Kazakhstan but only by 31–36 per cent of those who relocated to the other three regions.

The importance of providing comprehensive orientation assistance prior to departure is underlined in the overwhelmingly positive assessment by the respondents (Table 26). 68.2 per cent of the North Kazakhstan respondents and between 82 per cent and 90 per cent of the residents of the other regions considered the received information to have been very useful in their relocation. None of the respondents in two of the four regions found it “not corresponding to reality” and only four respondents in total expressed such criticism. It will be equally important to strive for harmonization among all regions and ensure provision of pre-departure orientation work for all programme beneficiaries.

Table 26. Assessment of usefulness of received information (% of survey responses)

		Very useful	Partly useful	No, it did not correspond to reality	Hard to answer
<b>North Kazakhstan</b>	Respondents	30	10	3	1
	%	68.2%	22.7%	6.8%	2.3%
<b>East Kazakhstan</b>	Respondents	51	9	0	2
	%	82.3%	14.5%	0.0%	3.2%
<b>Kostanay region</b>	Respondents	23	0	0	3
	%	88.5%	0.0%	0.0%	11.5%
<b>Pavlodar region</b>	Respondents	47	4	1	0
	%	90.4%	7.7%	1.9%	0.0%
<b>ALL REGIONS</b>	Respondents	151	23	4	6
	%	82.1%	12.5%	2.2%	3.3%

Breakdown calculated only for answers given to this question (total of 184 out of 354 respondents).

### 3.4. POST-ARRIVAL STAGE OF RELOCATION

The assessment considered the main integration issues faced by relocated persons upon their arrival – encompassing both the immediate socioeconomic problems (housing, employment) and the long-term sociocultural questions of language proficiency, relations with the local residents and sense of belonging to the new place. The following two sections 3.4 and 3.5 are concerned with the most common issues, reported by the majority of survey respondents, as well as offer analysis of differences by age and gender.

Gender- and age-sensitive analyses are important to make sure that the Programme recognizes the specific needs of vulnerable groups. Currently, interviews with the officials of the Ministry of Labour and Social Protection of the Population confirm that the programme does not include special orientation work for women or young people.

Interviews with local officials indicate a growing awareness of the need for stronger institutional support that could provide for comprehensive integration of relocated persons upon arrival. A respondent from the akimat of the East Kazakhstan region noted that the regions of destination need to run adaptation centres (along the lines of centres targeting Kandas - ethnic Kazakhs residing abroad who returned to the homeland). In fact, the interviewee recognized the importance of not only providing economic assistance but also cultural orientation.

*“Despite the fact that we all live in Kazakhstan, the mentality is slightly different. We need such a centre so that people can get used to [a new way of living].”*

Interviews with officials from other regions also raised the question about the need to provide adaptation and integration services based on the experience of the Kandas adaptation centres. The respondents believed that this step could help the newly-arrived persons quickly integrate into the local community and thus increase the likelihood of achieving the final goals of the Relocation programme.

#### 3.4.1. TIME NEEDED TO RELOCATE AND MAIN ISSUES UPON ARRIVAL

In the majority of regions of destination, the surveyed participants reported the period of moving to a new place of less than a month – 78.3 per cent in the Pavlodar region, 68.7 per cent in the Kostanay region and 60.0 per cent in the North Kazakhstan region. Only in the East Kazakhstan region, as many as 46.4 per cent respondents reported the period to last between 1 and 3 months. When considering the age of the respondents, those under 30 years of age were more likely to move in less than one month (65.4% compared to 60.1% of those above 29 years of age). According to interviews, the shorter period of moving among the younger respondents could reflect their ability to take decisions faster as well as smaller size of newly-established families. While over two-thirds (67.9%) of the rural residents managed to move in less than a month, only slightly more than a half (50.4%) of the urban dwellers did so.

For substantial shares of the respondents, arrival in the new location did not present “any problems” – ranging from 38.2 per cent and 40 per cent in East and North Kazakhstan regions respectively through 46.3 per cent in the Kostanay region and as many as 58.2 per cent in the Pavlodar region.

Respondents were then asked to select from a list of possible issues that they experienced in the period following their arrival (Table 27). Search for accommodation was indicated by the largest group of respondents (70 persons or 19.8%), followed by purchasing a house or apartment (49 respondents or 13.9%). These two issues are discussed in the next subsection, 3.4.2. The third most commonly cited issue concerned employment (47 respondents, accounting for 13.3% of the sample). This question is treated in greater depth in subsection 3.4.3. Three other issues are related to the longer-term

problem of relations with the local population – language barrier (38 respondents or 10.8%), establishing social relations (23 persons or 6.5%) and sense of not being welcome or accepted (14 persons or 4%). These questions are further treated in subsection 3.5.1, which is concerned with both subjective and objective indicators of adjustment to the new environment.

**Table 27. Problems experienced upon arrival by male and female respondents (% of survey responses)**

Issue reported		Men	Women	ALL
Problems with getting a job	Respondents	25	22	47
	%	13.7%	12.9%	13.3%
Problems with finding housing	Respondents	35	35	70
	%	19.2%	20.5%	19.8%
Problems with placement of children in kindergarten/school	Respondents	14	9	23
	%	7.7%	5.3%	6.5%
Problems with acquisition of own housing	Respondents	25	24	49
	%	13.7%	14.0%	13.9%
Problems with residence registration	Respondents	10	7	17
	%	5.5%	4.1%	4.8%
Problems with establishing social contacts with local residents	Respondents	14	9	23
	%	7.7%	5.3%	6.5%
Language barrier with local residents	Respondents	21	17	38
	%	11.5%	9.9%	10.8%
Not being accepted by local residents	Respondents	6	8	14
	%	3.3%	4.7%	4.0%
No problems experienced	Respondents	81	79	160
	%	44.5%	46.2%	45.3%
Hard to answer	Respondents	4	8	12
	%	2.2%	4.7%	3.4%

N=353.

The analysis of these results by gender did not reveal substantial differences between men and women with regard to the three most commonly reported issues – problems with getting a job, finding and purchasing housing. While fewer women experienced language barrier (9.9% compared to 11.5% of men) or had problems establishing social contacts with local residents (5.3% compared to 7.7%), an issue of not being accepted by local residents was brought up by more women than men (4.7% compared to 3.3%). The problem was also reported most often by the divorced respondents (10.8% compared to 4.0% for the entire sample). However, the very small numbers of respondents do not allow to draw strong conclusions.

### 3.4.2. SECURING HOUSING

Issues related to securing housing were the most frequently reported concern in the period directly upon arrival in the East Kazakhstan, Kostanay and Pavlodar regions and took the second position after search for employment in the North Kazakhstan region. These included firstly problems encountered in search for accommodation, and for a smaller share of respondents, gaining access to own place of living (Table 28). They were relatively more common in the East Kazakhstan and Kostanay regions while least frequent in the Pavlodar region.

Table 28. Issues in securing housing by region of destination (% of respondents)

	East Kazakhstan	Kostanay region	North Kazakhstan	Pavlodar region
Problems in search for housing	24.5%	23.9%	17.6%	13.2%
Problems in acquisition of own place of living	19.1%	17.9%	10.6%	7.7%

According to the law on migration of the population, internal migrants have the right to primary settlement in temporary accommodation centres in the order and for the terms determined by the authorized body for migration of the population, in the case of relocation within the regional quota of reception of migrants (see the Box below). However, such factors as the limited number of accommodation centres, their location in regional urban centres (and absence in the rural areas) and the small design capacity to settle all those in need of housing, gives grounds to believe that they are not very effective in addressing the issues of adaptation of migrants. Local officials acknowledged the importance of temporary accommodation centres where relocated persons could stay for the period of initial adaptation. They also recognized the low capacity of those centres, which could not keep up with demand.

#### BOX 1. PROCEDURE FOR PROVISION OF TEMPORARY ACCOMMODATION OF RELOCATED PERSONS AND OTHER CATEGORIES OF INTERNAL MIGRANTS

According to the Order of the Minister of Labour and Social Protection of population of the Republic of Kazakhstan dated 22 July 2013 № 328-A-M «On approval of the Rules and terms of primary relocation of ethnic Kazakhs and members of their families, at their request, to the assignment of oralman status and internal migrants in the event of relocation within the regional quota for the admission of migrants in reception centres» for the primary settlement in the temporary accommodation, the relocated person needs to submit an application to the local Executive body on migration.

The application is considered by the local executive body on migration on the day of its submission. It is included in the register of the primary settlement of the relocated person, as well as their family members in the Temporary Accommodation Centre.

After consideration of the application by the local executive body in the field of population migration, a referral is issued and registered in the register of the primary settlement of relocated persons, as well as their family members in the Centre.

Ethnic Kazakhs or relocated persons, as well as their family members, are settled in the Centre within one working day after receiving the referral. If the settlement period in the Centre is not met, the ethnic Kazakh or the relocated person, as well as their family members, lose the right to settle. At the same time, they retain the right to re-apply for primary settlement in the Centre.

If there are no available beds in the Centre, the Centre must not refuse to accept the application and register it. In this case, an ethnic Kazakh or a relocated person, as well as their family members, are enrolled in the reserve formed by the local executive body on migration in the order of priority of submitting an application, without issuing a referral.

Upon the release of beds in the Centre, the local executive body in the field of migration issues a referral to the relocated person, as well as to their family members for settlement in the Centre in the order of priority.

The settlement of other persons in the Centre, except for ethnic Kazakhs or relocated persons, as well as members of their families, is not allowed.

The relocated persons and their family members live in the Centre until the conclusion of an employment contract with the employer, no more than 10 calendar days. The relocated persons and their family members from the date of conclusion of the employment contract or in case of refusal to conclude an employment contract with the employer vacate the premises provided to them in the Centre no later than five calendar days.

*The period of search for housing varied significantly among respondents in different regions (Table 29).* The longest period was recorded in East Kazakhstan, where as many as 35.4 per cent of the respondents needed at least a month to find a place to live, compared to 26.5 per cent of those surveyed in North Kazakhstan, 19.5 per cent of those relocated to the Pavlodar region and 19.4 per cent of those who arrived in the Kostanay region. At the same time, as many as 21.7 per cent of the respondents in North Kazakhstan could move into housing, prepared by local authorities prior to their arrival while only 3.6 per cent could do so in East Kazakhstan.

Table 29. Period of search for housing by region of destination (% of respondents)

		1-2 days	3-7 days	1-2 weeks	2-3 weeks	1 month More than a month	1 айдан артық	Everything had been Prepared by local authorities	We managed to arrange it before arriving
North Kazakhstan	Respondents	15	13	6	4	8	14	18	5
	%	<b>18.1%</b>	15.7%	<b>7.2%</b>	<b>4.8%</b>	<b>9.6%</b>	<b>16.9%</b>	<b>21.7%</b>	<b>6.0%</b>
East Kazakhstan	Respondents	4	24	20	10	15	24	4	9
	%	<b>3.6%</b>	<b>21.8%</b>	<b>18.2%</b>	<b>9.1%</b>	<b>13.6%</b>	<b>21.8%</b>	<b>3.6%</b>	<b>8.3%</b>
Kostanay region	Respondents	11	10	12	3	10	3	12	6
	%	<b>16.4%</b>	<b>14.9%</b>	<b>17.9%</b>	<b>4.5%</b>	<b>14.9%</b>	<b>4.5%</b>	<b>17.9%</b>	<b>9.0%</b>
Pavlodar region	Respondents	25	17	7	4	4	14	13	8
	%	<b>27.2%</b>	<b>18.5%</b>	<b>7.6%</b>	<b>4.3%</b>	<b>4.3%</b>	<b>15.2%</b>	<b>14.2%</b>	<b>8.7%</b>
ALL REGIONS	Respondents	55	64	45	21	37	55	47	28
	%	15.5%	18.1%	12.7%	5.9%	10.5%	15.5%	13.3%	7.9%

N=352 (екі респондент бұл сұраққа жауап берген жоқ).

In general, the search for housing was believed to be relatively easy. However, clear geographic variation could be observed. The “easy” option was named by 75.0 per cent of the respondents in the Pavlodar region and 71.7 per cent of the respondents in the Kostanay region. This opinion was shared by relatively smaller majorities of the other investigated regions: 58.9 per cent of the respondents in the North Kazakhstan region and 52.7 per cent in East Kazakhstan.

However, *in some regions, significant numbers of respondents indicated “very high” difficulties in securing accommodation.* This included 12.9 per cent respondents in North Kazakhstan, 10.9 per cent of those in East Kazakhstan, 11.9 per cent of surveyed Kostanay region residents, and 8.7 per cent of those in the Pavlodar region. Among the main difficulties reported by surveyed respondents, some were recurring:

- high price (64.7% in East Kazakhstan, 55.6% in Kostanay, 40.9% in Pavlodar and 8.6% in North Kazakhstan). It is worth noting that as many as 22.7 per cent of the respondents in the Pavlodar region and 15.7 per cent of those in East Kazakhstan experienced difficulties in securing housing due to delayed payments of housing subsidies. Strikingly, no respondents in the other two regions reported such problems.
- limited offer on the local market (38.9% in Kostanay, 29.4% in East Kazakhstan, 27.3% in Pavlodar and 20% in North Kazakhstan).
- quality not corresponding to price (70.6% in East Kazakhstan, 51.4% in North Kazakhstan, 40.9% in the Pavlodar region and 33.3% in the Kostanay region).

The variation in availability of housing was noted by the interview officials of the MoLSP. They noted that the situation in the regions is different with the provision of housing as there are differences in the size of the housing stock is different. At the same time, they stressed that the ultimate outcome depends on the level of interest and activism of local government agencies.

*«Regions are different [in this aspect]. Some of them have only accommodation for rental, in some of them [relocated persons] are provided with housing by employers, and there are regions where living quarters are built specifically for displaced people. In my practice, the North Kazakhstan region constantly distinguishes itself, and I have the feeling that they are most interested in interregional resettlement. Of course, they have the most depressing demographic situation. They assess their situation more correctly and are more interested, they are more active. The population in the northern and southern regions is also different. For example, in the North Kazakhstan region, an entire district can be populated by 30-40 thousand people, while in the south, one district has 350 thousand people, almost like the entire North Kazakhstan region.»*



Provision of housing was an issue, raised in interviews with both the ministry and local bodies' officials. It was recognized that addressing the needs of relocated persons in this regard was a sensitive issue, in which a balance needs to be struck between assisting those in need and making sure that the local residents' needs are met at the same time.

### 3.4.3. EMPLOYMENT OPPORTUNITIES

Finding a job was along with search for accommodation a top concern in North Kazakhstan (17.6% of responses), the second most popular answer in the Pavlodar region (9.9% of respondents) and the third most common concern in the other two regions – reported by 13.6 per cent of the East Kazakhstan residents and 11.9 per cent of those who arrived in the Kostanay region. It was more often declared by persons of 30 years of age and older (14.3% compared to 11.8% among under-30-year-olds).

Substantial differences could be observed in sectors of employment in destination regions between women and men (Table 30). While as many as 29.1 per cent of surveyed women were employed in education, the share among men was nearly half that (15.9%). Another sector where women are concentrated in the regions of destination is health care and social protection (22.3% compared to only 11.4% of men). Only men reported working in construction and far more men than women were employed in industry (9.1% of male respondents and 2% of surveyed women reported that sector of employment).

Table 30. Sector of respondents' employment by gender (% of respondents)

Sector of employment		Men	Women	ALL
<b>Services</b>	Respondents	28	31	59
	%	15.9%	20.9%	18.2%
<b>Education, culture, science</b>	Respondents	28	43	71
	%	15.9%	29.1%	21.9%
<b>Industry</b>	Respondents	16	3	19
	%	9.1%	2.0%	5.9%
<b>Transportation and communication</b>	Respondents	17	0	17
	%	9.7%	0.0%	5.2%
<b>Health care and social protection</b>	Respondents	20	33	53
	%	11.4%	22.3%	16.4%
<b>Construction</b>	Respondents	22	0	22
	%	12.5%	0.0%	6.8%
<b>Agriculture</b>	Respondents	18	16	34
	%	10.2%	10.8%	10.5%
<b>Finance</b>	Respondents	3	6	9
	%	1.7%	4.0%	2.8%
<b>State administration</b>	Respondents	12	9	21
	%	6.8%	6.1%	6.5%
<b>Municipal and social services</b>	Respondents	8	6	14
	%	4.5%	4.1%	4.3%
<b>Military, police</b>	Respondents	4	1	5
	%	2.3%	0.7%	1.5%

Overall, large majorities of the respondents (67.8% in total) in all four destination regions declared being employed in jobs matching their educational background. Such statement was selected by 57.6 per cent and 60.9 per cent of the surveyed North Kazakhstan and East Kazakhstan residents respectively. Far higher shares of affirmative answers were given in the Kostanay (76.1%) and Pavlodar regions (79.3%). Fewer answers of this type were selected by the respondents 30 years of age and older (64.7% compared to 72.8% in the under-30 age group).

Gender differences were not substantial in this aspect (Table 31). Slightly more women considered their employment to match their educational background (69% compared to 66.7% of men). Also, fewer women reported mismatch in this regard (10.5% relative to 13.7% of men).

Table 31. Employment matching educational background by gender (% respondents)

		Men	Women	ALL
Matching fully	Respondents	122	118	240
	%	66.7%	69.0%	67.8%
Partly matching	Respondents	21	21	42
	%	11.5%	12.3%	11.9%
Not matching	Respondents	25	18	43
	%	13.7%	10.5%	12.1%
Hard to answer	Respondents	15	14	29
	%	8.2%	8.2%	8.2%

N=354.

Official statistics of applicants for employment assistance indicate steady growth of interest of Kazakhstani citizens in the services of employment centres – the total number of applicants rose between 2017 and 2019 by over 10 per cent (Table 32). However, when gender is taken into account, it is clear that the increase in 2019 resulted from strong demand for centres' services among women (8.7% more female applicants than in 2018 compared to 1.7% decline among men).

Table 32. Applicants for employment assistance to the employment centres by gender, 2017–2019

	2017			2018			2019		
	total	women	men	total	women	men	total	women	men
Kazakhstan	622 459	318 472	303 987	665 975	307 567	358 408	686 543	334 003	352 540
Akmola	21 329	10 475	10 854	20 308	10 784	9 524	23 121	11 016	12 105
Aktobe	43 930	24 356	19 574	46 154	25 095	21 059	44 000	21 706	22 294
Almaty	48 390	25 911	22 479	61 988	35 876	26 112	57 056	28 525	28 531
Atyrau	26 894	13 566	13 328	24 333	7 515	16 818	23 446	11 072	12 374
West	28 741	14 590	14 151	29 223	13 795	15 428	29 274	13 630	15 644
Kazakhstan	28 741	14 590	14 151	29 223	13 795	15 428	29 274	13 630	15 644
Zhambyl	36 629	18 606	18 023	35 161	19 781	15 380	37 857	18 238	19 619
Karaganda	57 006	28 782	28 224	55 416	31 830	23 586	55 479	29 015	26 464
Kostanay	27 536	13 521	14 015	27 604	13 601	14 003	28 540	13 285	15 255
Kyzylorda	32 210	17 600	14 610	36 674	15 108	21 566	34 488	17 218	17 270
Mangystau	31 276	16 014	15 262	38 211	14 943	23 268	44 640	21 625	23 015
South Kazakhstan	119 376	58 706	60 670	-	-	-	-	-	-
Pavlodar	25 532	12 918	12 614	25 077	13 411	11 666	28 401	13 545	14 856
North Kazakhstan	22 012	10 090	11 922	21 941	11 510	10 431	23 667	10 528	13 139
Turkestan	-	-	-	88 957	29 675	59 282	106 503	42 714	63 789
East	15 681	8 983	6 698	20 738	7 046	13 692	19 502	11 395	8 107
Kazakhstan	54 483	27 107	27 376	62 868	29 149	33 719	41 056	19 578	21 478
Nur-Sultan (city)	15 681	8 983	6 698	20 738	7 046	13 692	19 502	11 395	8 107
Almaty (city)	31 434	17 247	14 187	37 256	13 766	23 490	48 032	25 886	22 146
Shymkent (city)	-	-	-	34 066	14 682	19 384	41 481	25 027	16 454

When the geographic division into the regions of departure and arrival of relocated persons is considered, it becomes apparent that women from the southern regions of origin (highlighted in blue) have become recently far more interested in employment assistance. Between 2018 and 2019, 44 per cent more women applied for assistance in the Mangystau and Turkestan regions while the city of Shymkent recorded a 70 per cent rise of interest among women. At the same time, the northern regions of arrival for relocated persons (marked orange) saw the numbers of female applicants stagnant or

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declining. This may suggest a need for employment centres to consider targeting their messages toward women and using appropriate channels of communication more effectively (see section 3.3.2 above).

Interviewed civil servants from the regions of destination indicated that they were in touch with local employers to assess the demand for additional labour as well as for specific qualifications and skills. Employment centres reported close cooperation with employers, thanks to which the officials were up to date regarding current demand for certain positions as well as were aware of the typical terms of offers made by the employers, especially those representing large enterprises.

Typically the *urban centres in the northern regions would exhibit demand for personnel with specialized skills across a range of sectors*. For instance, the akimat of the Kostanay region reported need for machine operators, heavy-duty transport drivers, builders, electricians, cooks and doctors. However, the supply of such specialized personnel from the southern regions is limited. Moreover, interviews with local officials indicated that there is high demand for specialists in the field of education, health care and education in both the regions of origin and destination.

*A substantial part of the relocated persons are graduates of universities or technical secondary schools*. For instance, in the North Kazakhstan region, among the economically active part of the arrivals, 30 per cent have a higher education while 38 per cent have a secondary vocational education. However, interviewed civil servants from that region noted difficulties to locating jobs for many of the school graduates who do not have necessary practical professional competencies, which they could confirm with appropriate work record:

*«We have been resettling citizens for 5 years, during which time we have received about 7 thousand people, including more than 3 thousand people of working age, and most of them are people without education or with secondary special education. In total, specialists with higher education come to us about 30 per cent of this total number, that is, people without a specialty often arrive. Therefore, they do not always meet the requirements in our labor market.»*

While the Programme puts a premium on professional qualifications, the quote above shows that a significant share of persons lacking qualifications arrives. This puts pressure on the local employment centres to offer professional courses, helping acquire locally-needed skills (see section 3.4.6 below).

The importance of finding employment, meeting educational credentials, was underlined in an interview with a female respondent, who had graduated from the Pavlodar University and taken part in the “Serpin-2050” programme:

*«I did not want my diploma to just lie idle, so I started looking for a job. I went to the local executive office (akimat) to be provided with work. (...) The head of a local employment centre spoke of the Programme, saying that young people are taking part now. He suggested that I learn the regions where there is employment.»*

In a personal interview with civil servants, it was noted that the issue of unemployment is also relevant for the host regions. They pointed that the allocation of regions into categories of those experiencing the surplus or deficit of the labour force relied on demographic indicators. However, they pointed out that this fact alone did not guarantee smooth integration into the labour market in the labour-deficit regions where sectoral issues with employment of local workers might persist:

*«In fact, there are enough unemployed people in the northern regions. To say that you will move here and find a job is also not one hundred percent impossible, and you can not guarantee a high salary, it's a little wrong. We take it as a whole. Those regions that were included in the Resolution as regions of origin, they have a tendency to increase the labor force, from this point of view, they are considered labor surplus.»*

#### 3.4.4. SOURCES OF EXTERNAL ASSISTANCE USED BY BENEFICIARIES

The standard for the organized resettlement of internal migrants in accordance with the quota for the resettlement of internal migrants was put into effect on 1 January 2015. Citizens of the Republic of Kazakhstan, who are included in the relocation quota are to be provided with the payment of lump sums, including costs of travel to a permanent place of residence and shipping of property, and providing preferential credit loans for the construction, reconstruction or purchase of housing in the manner determined by the Government of the Republic of Kazakhstan.

Employment centres assist in the voluntary relocation of persons to a new place of residence for employment:

1. within one region – from villages with low economic potential to cities of regional (district) significance, if it is possible to allocate housing from the State housing stock and find employment for a permanent job;
2. in the regions determined by the Government of the Republic of Kazakhstan, within the framework of regional quotas for the admission of immigrants and in accordance with the Law of the Republic of Kazakhstan «On migration of population», and government programs in the field of employment and voluntary relocation.

Employment centres assist in the voluntary relocation to a new place of residence for employment of the following categories of persons and members of their families:

- 1) jobseekers;
- 2) unemployed;
- 3) certain categories of employed persons determined by the Government of the Republic of Kazakhstan.<sup>7</sup>

Employment centres also are tasked with assistance toward sociocultural adaptation as well as psychological support to jobseekers. The employment centres also ought to monitor the economic welfare of the relocated person. For this purpose, a social contract is concluded with the person who voluntarily moves to a new place of residence and the employer who provides the workplace. The contract is concluded for a period of 5 years.

*«A social contract is concluded with the migrants, that is, not just a person moved and received a certain package of state support, but also he has responsibilities, he must live in the region of arrival for a certain period of time. The employment center provides jobs. Everything is signed in the social contract, and monitoring is carried out on its basis. Moved – moved, works-works, lives-lives, and so on. We can check the validity of the employment, for example, and periodically check it. The contract is three-way-the migrant, the employment center and the employer.»*

The contract contains provisions on employment, accommodation as well as subsidies and financial assistance allocated to the relocated person. In case of non-fulfillment of the terms of the social contract, the employment centre sends a letter to the relocated person that they must return the allocated subsidies without involving the court.

*“I will not hide it, we have immigrants who returned back to their region, many of them for family reasons, but they returned the money in full.”*

*A significant share of respondents reported not relying on any assistance in moving (Table 33):* 44.7 per cent in North Kazakhstan, 44.0 per cent in East Kazakhstan, 37.0 per cent in Pavlodar and 28.4 per cent in Kostanay. Employment and social protection offices of the regions of origin were named as sources of assistance by 47.2 per cent and 40.25 per cent of Kostanay and North Kazakhstan respondents respectively. However, the rate of use of their services was much lower in the two other investigated regions, being reported by 20.5 per cent of those surveyed in East Kazakhstan and 15.7 per cent in Pavlodar.

Table 33. Sources of assistance in relocation by region of destination (% of respondents)

		Akimats of the regions of origin	Akimats of the region of destination	Employment centres of the regions of origin	Employment centres of the regions of destination	NGOs	No assistance received, moved on one's own
North Kazakhstan	Respondents	24	6	34	9	2	38
	%	28.2%	7.1%	40.0%	10.6%	2.4%	44.7%
East Kazakhstan	Respondents	16	11	46	24	0	48
	%	14.7%	10.1%	42.2%	22.0%	0.0%	44.0%
Kostanay region	Respondents	12	3	32	22	0	19
	%	17.9%	4.5%	47.8%	32.8%	0.0%	28.4%
Pavlodar region	Respondents	20	9	35	20	0	34
	%	21.7%	9.8%	38.0%	21.7%	0.0%	37.0%
ALL REGIONS	Respondents	72	29	147	75	2	139
	%	15.5%	6.3%	31.7%	16.2%	0.4%	30.0%

Sum of the answers is not equal to 100% as multiple answers were allowed.

7. These include, inter alia, graduates of high schools and colleges, workers laid off as a result of industrial restructuring, and residents of orphanages aged 16–23.

Approximately 10 per cent of the persons relocated to East Kazakhstan and Pavlodar regions declared having received assistance from the local executive bodies (akimats) of the destination regions (Table 33). In turn, 32,8 per cent of the respondents relocated to the Kostanay region confirmed having been helped by that region's employment centres while only 10.6 per cent of the respondents who moved to the North Kazakhstan region received assistance from that region's employment centres. Akimats of the regions of origin were far more relied on as sources of assistance by persons relocated from rural areas – in 25.8 per cent cases compared to 9.4 per cent of urban dwellers. This source of assistance was less used by young people – 14.0 per cent of those under 30 years of age as opposed to 24.4 per cent of those above 29.

**Table 34. Sources of assistance in relocation by gender (% of respondents)**

		Akimats of the regions of origin	Akimats of the region of destination	Employment centres of the regions of origin	Employment centres of the regions of destination	NGOs	No assistance received, moved on one's own
Men	Respondents	45	17	79	34	2	69
	%	<b>24.7%</b>	<b>9.3%</b>	<b>43.4%</b>	<b>18.7%</b>	<b>1.1%</b>	<b>37.9%</b>
Women	Respondents	27	12	68	41	0	70
	%	<b>15,8%</b>	<b>7.0%</b>	<b>39.8%</b>	<b>24.0%</b>	<b>0.0%</b>	<b>40.9%</b>
ALL	Respondents	82	29	147	75	2	139
	%	<b>23.2%</b>	<b>8.2%</b>	<b>41.5%</b>	<b>21.2%</b>	<b>0.6%</b>	<b>39.3%</b>

Note: Multiple answers possible. N=354.

Slightly more responses on the use of the services, offered by the State institutions in the regions of origin came from men than women (Table 34). Employment centres in the regions of destination were in turn more frequently consulted by women than men (24% relative to 18.7%).

### 3.4.5. FINANCIAL SUPPORT

According to the current legislation, relocated persons are entitled to a standard financial assistance package. This includes first of all one-time relocation (moving) subsidies, which in 2019 was equal to a lump sum of 35 monthly calculation index (MCI) for each family member (or USD 233).<sup>8</sup> This indicator was doubled in 2020 – from 97,230 to 194,460 tenge (from 35 to 70 MCI or from approximately USD 233 to USD 466).

Subsidies for reimbursement of expenses for renting (renting) housing are paid monthly for one year for those who moved to urban areas from 20 to 30 MCI (USD 127–190); subsidies for reimbursement of expenses for renting housing-monthly for one year for those who moved to rural areas from 15 to 21 MCI.

Employers providing assistance in interregional relocation are entitled to subsidies in the amount of 450 MCI (approx. USD 2,860) for each employee accepted for permanent employment for a period of at least three years, if at least five participants of the relocation programme are employed.

*Subsidies for the process of moving* were received by as many as 72.7–83.7 per cent of the respondents in the various regions (Table 35). A more significant variation was observed with regard to two other forms of support from local employment and social protection offices – while solid majorities of persons relocated to East Kazakhstan, Kostanay and Pavlodar regions were granted aid for renting accommodation, a lower share (44.0%) of those in North Kazakhstan received it. The rate of disbursing aid for payment of utilities varied widely as well – from 5.5 per cent of the respondents in East Kazakhstan to 21.4 per cent in North Kazakhstan.

8. Kazakhstan's monthly calculation index is an amount used for determining the amount of public payments. It is set annually, and increased from 2,525 tenge in 2019 to 2,651 tenge in January 2020. It was further increased to 2,778 tenge effective 1 April 2020.

Table 35. Purposes of financial aid, disbursed to respondents by region (% of survey responses)

		Moving subsidies	Rental of accommodation	Payment of utilities	Education and professional training	None received
North Kazakhstan	Respondents	69	37	18	2	8
	%	82.1%	44.0%	21.4%	2.4%	9.5%
East Kazakhstan	Respondents	80	65	6	2	5
	%	72.7%	59.1%	5.5%	1.8%	4.5%
Kostanay region	Respondents	51	46	10	0	4
	%	76.1%	68.7%	14.9%	0.0%	6.0%
Pavlodar region	Respondents	77	59	15	4	1
	%	83.7%	64.1%	16.3%	4.3%	1.1%
ALL REGIONS	Respondents	277	207	49	8	18
	%	78.6%	58.5%	13.8%	2.2%	5.1%

Multiple answers possible. N = 354.

When age of the recipients is taken into account, some differences emerge. Significantly fewer of the 18–29-year-olds reported receiving moving subsidies (69.1% compared to 84.3% of those above 29 years of age) and twice as many reported not having received any subsidies (7.4% compared to 3.7% in the older age group).

Gender analysis of this topic reveals also a certain gap in the financial assistance, available to women (Table 36). According to the survey, twice as many female respondents did not receive any financial support. The distribution of assistance by purpose appears to be roughly equal for both genders with moving subsidies reported as most common type of financial aid.

Table 36. Purposes of financial aid, disbursed to respondents by gender (% of survey responses)

		Moving subsidies	Rental of accommodation	Payment of utilities	Education and professional training	None received
Men	Respondents	147	111	26	4	6
	%	80.3%	60.7%	14.2%	2.2%	3.3%
Women	Respondents	130	96	23	4	12
	%	76.5%	56.5%	13.5%	2.4%	7.1%
ALL	Respondents	277	207	49	8	18
	%	78.6%	58.5%	13.8%	2.2%	5.1%

During interviews with some officials in the regions of destination, it was noted that the current system, in which the subsidies are set at the same level, might have to be adjusted to match the differences in housing costs in the urban and rural areas as well as price variation among the regions.

Given the difficult financial conditions of some of the relocated persons, *the speed with which aid was disbursed affected greatly their short-term welfare*. Majority of surveyed participants did not have to wait for assistance for more than a month but significant differences could be observed among investigated regions (Table 37). While as many as 44.7 per cent of those relocated to North Kazakhstan could rely on aid immediately upon arrival, the figure dropped to 13.4 per cent in Kostanay region where nearly half of the respondents waited for up to one month and close to a third (31.3%) for between 1 and 3 months. The widest variation with regard to speed of aid disbursement was observed in the East

Kazakhstan region where 8.2 per cent of the relocated persons received it before departing their regions of origin but another 10 per cent waited for over 3 months.

Table 37. Period of financial aid disbursement by region (% of respondents)

		Before departure	Immediately upon arrival	Up to a month	1-3 months	3-6 months	More than 6 months	Not yet, still waiting
North Kazakhstan	Respondents	2	38	21	16	7	1	0
	%	2.4%	44.7%	24.7%	18.8%	8.2%	1.2%	0.0%
East Kazakhstan	Respondents	9	33	25	29	10	1	3
	%	8.2%	30.0%	22.7%	26.4%	9.1%	0.9%	2.7%
Kostanay region	Respondents	0	9	33	21	3	0	1
	%	0.0%	13.4%	49.3%	31.3%	4.5%	0.0%	1.5%
Pavlodar region	Respondents	1	25	46	16	3	0	1
	%	1.1%	27.2%	50.0%	17.4%	3.3%	0.0%	1.1%
ALL REGIONS	Respondents	12	105	125	82	23	2	5
	%	3.4%	29.7%	35.3%	23.2%	6.5%	0.6%	1.4%

N = 347. Seven respondents did not answer this question.

When analysed by the respondents' marital status (Table 38), it is apparent that more single persons (39.1%) than married (31.9%) or divorced (35.1%) received assistance either before departing or immediately upon arrival. Fewer of the single persons had to wait for assistance for over a month (21.9%) than either married persons (32.5%) or divorced ones (32.4%). While larger families might need to go through more formalities with assistance being disbursed to all the members, the situation of the divorced persons (89% of which are women) bears further investigation to identify the reasons why assistance took more time to reach them, particularly since divorced persons may find themselves in a more vulnerable situation and thus require prioritization.

Table 38. Period of financial aid disbursement by respondents' marital status (% of respondents)

		Before departure	Immediately upon arrival	Up to a month	1-3 months	3-6 months	More than 6 months	Not yet, still waiting
Single	Respondents	3	22	25	11	2	1	0
	%	4.7%	34.4%	39.1%	17.2%	3.1%	1.6%	0.0%
Married	Respondents	7	72	84	61	19	1	3
	%	3.0%	28.9%	33.7%	24.5%	7.6%	0.4%	2.7%
Divorced	Respondents	2	11	12	10	2	0	1
	%	5.4%	29.7%	32.4%	27.0%	5.4%	0.0%	1.5%
Widowed	Respondents	0	0	4	0	0	0	1
	%	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	1.1%
ALL	Respondents	12	105	125	82	23	2	5
	%	3.4%	29.7%	35.3%	23.2%	6.5%	0.6%	1.4%

N = 347. Seven respondents did not answer this question.

### 3.4.6. NON-FINANCIAL ASSISTANCE

Non-financial assistance, aiming at reducing various adaptation barriers is a crucial aspect of post-arrival support. Interviews with local officials helped identify various forms of non-financial assistance, offered locally: assistance in transporting children to school, help in operating the heating stove in the living quarters or in managing the livestock. Some of the interviewed beneficiaries pointed to the importance of support from their neighbours and workmates in better adjustment to the new conditions.

In light of the problems in labour market integration of the persons lacking necessary skills or qualifications in demand on the local market, the survey probed specifically the use of courses, offered by local employment centres. Those include typically professional courses, aimed at acquisition of new skills/qualifications, soft skills (including communication) and, where the relocated persons do not have sufficient command of the language used in the business communication in the region of destination, language courses. All the courses are offered free of charge.

Unfortunately, *around half of the respondents* in the East Kazakhstan and Pavlodar regions and majorities of those in the Kostanay and North Kazakhstan regions *reported not having received any types of courses* from the local employment and social protection offices (Table 39). Professional courses were most often named (from 21.8% to 35.0% of the respondents) while language courses were attended by relatively few surveyed Programme participants. However, a strong geographic variation could be observed – while only 2.2 per cent respondents in the Pavlodar region took language classes, the rate rose to 7.5 per cent and 9.1 per cent in Kostanay and East Kazakhstan regions and reached 15.0 per cent in North Kazakhstan.

Table 39. Types of courses received (% of survey responses)

	North Kazakhstan	East Kazakhstan	Kostanay	Pavlodar	ALL REGIONS
None received	48.3%	49.1%	56.7%	40.2%	46.1%
Professional	35.0%	21.8%	22.4%	27.2%	24.8%
Soft skills (e.g. communication)	6.7%	13.6%	13.4%	14.1%	12.0%
Language	15.0%	9.1%	7.5%	2.2%	7.6%
Not needed	5.0%	10.0%	3.0%	18.5%	9.6%

Source: analysis of surveys on modalities of aid, disbursed to respondents by local employment and social protection offices.

In addition, between 13.4 per cent and 14.1 per cent of the surveyed residents of the Kostanay, East Kazakhstan and Pavlodar region declared having participated in “soft skills” (such as communication) trainings. Importantly, significant shares of those relocated to the East Kazakhstan (10% of the respondents) and the Pavlodar region (18.5%) reported no need for additional courses.

The interviewed employment centre staff noted that the assistance was not limited only to the registration of documents and the provision of employment and housing. They often helped with advising on running the household in different climate conditions, recognizing difficulties that the the relocated persons had in adapting to lower temperatures. For example, visitors from the southern regions could not operate heating stoves, because in the south they used gas heating.

*“Help is fully provided, even such as accompanying in the organization of everyday life, because many immigrants do not know how to heat the stove, our specialists go to their homes and show them how to heat the stove, how to get water from the well.” (North Kazakhstan region)*

During interviews references were also made to the provided social assistance. For example, as part of the «Road to School» campaign, assistance was provided for schoolchildren – a lump sum was paid. Other examples included supplying relocated persons who took up farming with livestock for breeding.

*“In particular villages, the whole village was given sheep for breeding, some employers provided cattle so that they could provide milk for the children, they help with feeding. The help is very good (Kostanay region).”*

A barrier toward greater use of non-financial assistance could be insufficient awareness of the programme participants about the additional features of the programme such as as professional trainings or opportunities for starting a business. An interviewed local official thus described this problem:

*«Of course, all the tools are available for immigrants, and retraining, and starting a business, there are a lot of programs. Recently I was approached by a migrant. (...) She said that many migrants were not aware of the programs. So there are problems in the explanatory and informational work. Newspapers are not read now, television is also moving away, we need to develop social networks. In addition, the language used by officials is a little complicated for the population, and we need to explain it easier. So far, there are no people who would explain the information to the population in an accessible way.”*



### 3.5. SUSTAINABLE INTEGRATION OF RELOCATED PERSONS

#### 3.5.1. OVERALL INTEGRATION SELF-ASSESSMENT

To assess the long-term integration outcomes, a few questions required that the respondents reflect on the current level of general adjustment to the new environment, emotions experienced in the process of relocation as well as the sense of belonging to the community of arrival. The assessment sought to capture both the subjective aspect (overall psychological well-being) and the more objective one (specific socioeconomic issues). When analysing the data, three factors were considered in particular – the geographical location to which a person was relocated, the type of settlement of previous residence and the gender. Significant variation was observed with regard to the two latter factors, which were also interrelated as surveyed women were more likely than men to reside in urban areas before departure, but more of them came to live in rural areas in the destination regions.

The subjective aspect was assessed with the question: “Was it difficult to get used to the life in the new place of residence?”. A major finding is that fewer than only between 6.5 per cent and 9.1 per cent of the residents of the four regions report continued adjustment difficulties while overwhelming majorities (ranging from 88.2% in East Kazakhstan to around 90% in the three other regions) claim to have adapted to the new environment (Table 40). The rate of adjustment does vary as it can be seen in the ratio between the group of those who encountered no issues and found the process to be “easy” and the other group of respondents, who eventually adjusted to the new conditions after overcoming some issues. While in the Pavlodar region, 57.6 per cent of those who eventually adjusted reported no issues, the share drops to 35.5 per cent in East Kazakhstan.

Table 40. Ease of adjustment by region of destination (% of respondents)

		Easy adjustment, no issues	Some issues, but got adjusted	Very difficult to adjust still	Hard to answer
<b>North Kazakhstan</b>	Respondents	35	42	6	2
	%	41.2%	49.4%	7.1%	2.3%
<b>East Kazakhstan</b>	Respondents	39	58	10	3
	%	35.5%	52.7%	9.1%	2.7%
<b>Kostanay region</b>	Respondents	33	27	5	2
	%	49.3%	40.3%	7.4%	3.0%
<b>Pavlodar region</b>	Respondents	53	31	6	2
	%	57.6%	33.7%	6.5%	2.2%
<b>ALL REGIONS</b>	Respondents	160	158	27	9
	%	45.2%	44.6%	7.6%	2.5%

N=354.

Adaptation difficulties were more often reported among persons who prior to departure had lived in villages (52.6% of them reported “some difficulties” compared to 44.6% for the entire sample) (Table 41). In contrast, residents of small and medium-sized towns were the least likely to report significant adaptation difficulties (16.7%), which might be a result of relocation to settlements of similar size. This could indicate that better counselling and matching of regions of origin and destination (rural–rural, urban–urban) is needed to ensure the adaptation goes smoother. However, due to a small size of the sample, these figures might have to be considered as merely indicative and in need of confirmation through larger-scale query.

Table 41. Ease of adjustment by previous type of settlement (% of respondents)

		Regional capital	Other large city	Mid-sized or small town	Large village	District capital	Village
Easy adjustment, no issues	Respondents	18	41	16	12	29	44
	%	43.9%	44.6%	66.7%	42.9%	52.7%	38.6%
Some issues, but got adjusted	Respondents	19	41	4	10	24	60
	%	46.3%	44.6%	16.7%	35.7%	43.6%	52.6%
Very difficult to adjust still	Respondents	4	8	4	5	1	5
	%	9.8%	8.7%	16.7%	17.9%	1.8%	4.4%
Hard to answer	Respondents	0	2	0	1	1	5
	%	0.0%	2.2%	0.0%	3.6%	1.8%	4.4%
ALL	Respondents	41	92	24	28	55	114
	%	11.6%	26.0%	6.8%	7.9%	15.5%	32.2%

N=354.

Marital status appears to be a characteristic differentiating between those who reported no adjustment issues and those who experienced some adaptation hurdles (Table 42). While the majority (53.1%) of single respondents could not recall any adaptation issues, most (54.1%) of the persons who were divorced experienced some adjustment difficulties. As 89 per cent of the divorced respondents are women, it might be worth looking into the underlying factors, which might present additional barriers to integration for this group.

Table 42. Ease of adjustment by respondents' marital status (% of respondents)

		Single (64)	Married (249)	Divorced (37)	Widowed (4)	ALL (354)
Easy adjustment, no issues	Respondents	34	110	14	2	<b>160</b>
	%	53.1%	43.8%	37.8%	50.0%	<b>45.2%</b>
Some issues, but got adjusted	Respondents	26	110	20	2	<b>158</b>
	%	40.6%	44.6%	54.1%	50.0%	<b>44.6%</b>
Very difficult to adjust still	Respondents	2	24	1	0	<b>27</b>
	%	3.1%	9.4%	2.7%	0.0%	<b>7.6%</b>
Hard to answer	Respondents	2	5	2	0	<b>9</b>
	%	3.1%	2.1%	5.4%	0.0%	<b>2.5%</b>

N=354.

When asked to specify the feelings or inconveniences they experienced in the relocation process, the largest group of respondents could not name any particular difficulties. Relatively fewer women reported no problems upon arrival (43.1% compared to 51.4% men) (Table 43). The reported problems centred on interpersonal relationships, availability of support or sharing own concerns. Around 12 per cent of the surveyed persons felt lonely and a similar share reported strained relations with new community. The most common reported concern was the absence of support from relatives, friends, and acquaintances (33.3% of the surveyed residents of the North Kazakhstan region, 29.9% of those in the Kostanay region and approximately 22-23% of the residents of the East Kazakhstan and Pavlodar regions).

Table 43. Feelings or problems experienced in the process of relocation by gender (% of respondents)

	Men	Women
Stress	5.1%	4.8%
Anxiety/fear	8.6%	14.4%
Loneliness	12.0%	11.4%
No support from relatives, friends, acquaintances	28.6%	25.7%
Strained relations with new community	11.4%	14.4%
Difficult to get used to a different rhythm of life (urban/rural)	12.0%	18.6%
No difficulties experienced	51.4%	43.1%
Hard to answer	5.1%	4.8%

N=354.

A significant number of respondents expressed problems in adjusting to the new environment (Table 43). Women were more likely to experience anxiety (14.4% compared to 8.6% men) and strained relations with the local community (14.4% relative to 11.4% men). More women than men declared difficulties in accommodating to a different rhythm of life after moving to an unfamiliar environment (urban or rural). Some of the adjustment difficulties experienced by women could be attributed to the strain due to the change of the type of settlement: while prior to departure, 12.9 per cent of them lived in regional urban centres and another 10.5 per cent in suburban areas (“urban-type village settlements”), over two-thirds (68.4%) of women moved to villages where opportunities for human interaction are significantly lower and considerable lifestyle adaptation may be a source of stress. Also, taking into consideration traditional gender roles, it is unclear to what extent women are being included in the decision-making process, selection of destination location, etc.

Considering the marital status of the respondents, it is apparent that the group of persons who were divorced was more prone to experience certain discomfort or distress during and after relocation. Most notable is the higher-than-average occurrence of fear (reported by 16.2 per cent of divorced respondents compared to 11.2 per cent of the married persons and 4.8% of the single ones) and loneliness (declared by 18.9% of the divorced persons relative to 10.7% of the married ones and 12.7% of the single persons). As highlighted above in the analysis by previous type of settlement, the group of divorced persons was the most likely to experience difficulties in adjusting to a new rhythm of life (especially in transition from town to village) – 21.6 per cent of divorced respondents confirmed this problem compared to 16.7 per cent of the married persons and merely 6.3 per cent of the single respondents.

Sense of belonging (being a local) could be considered a sign of completed transition to a new way of life in the new environment. In that context, the answers, given to the question whether a respondent considers herself or himself as a local resident, are quite optimistic (Table 44). Between approximately 52 per cent and 60 per cent of the respondents of three destination regions (North and East Kazakhstan, Kostanay region) fully agree with the statement. In fact, nearly 80 per cent of the surveyed Pavlodar region residents view themselves as local residents without reservation.

**Table 44. Self-identity of being a local resident (% of survey responses)**

Answers to the question: *Do you agree with the statement “Here (in the city/village) I feel myself to be a local resident”?*

		Agree fully	Quite agree	Rather disagree	Definitely disagree	Hard to answer
North Kazakhstan	Respondents	44	13	15	2	1
	%	51.8%	15.3%	17.6%	2.4%	1.2%
East Kazakhstan	Respondents	63	25	7	1	0
	%	57.3%	22.7%	6.4%	0.9%	0.0%
Kostanay region	Respondents	40	14	4	2	0
	%	59.7%	20.9%	6.0%	3.0%	0.0%
Pavlodar region	Respondents	73	7	6	2	0
	%	79.3%	7.6%	6.5%	2.2%	0.0%
ALL REGIONS	Respondents	200	59	32	7	35
	%	62.1%	16.7%	9.0%	2.0%	9.9%

However, it is notable that 20 per cent of the surveyed residents of North Kazakhstan (17 respondents) do not consider themselves locals in the region of destination. While the comparable figures are relatively low in the other regions, around 9 per cent of the respondents in the Kostanay and Pavlodar regions have not adopted a new local identity.

Some variation could be observed in the self-identity trends when the type of settlement, in which beneficiaries lived in the regions of origin. Urban dwellers tend to report a sense of full identification with the region of destination – this statement was supported by as many as 80 per cent of residents of district capitals, and around 71 per cent of those from mid-sized or small towns and regional capitals. In contrast, only 50.9 per cent of those who had lived in villages and 57.1 per cent of those from large villages agreed with this statement.

### 3.5.2. ASSESSMENT OF EFFECTIVENESS OF THE PROGRAMME

Apart from North Kazakhstan, none of the respondents in the three other regions considered the Programme altogether ineffective and only between 1.1 per cent and 2.7 per cent believed it was “rather ineffective” (Table 45). Approximately three-quarters (74.6%) of the surveyed persons who had moved to the Kostanay region and as many as 77.2 per cent of those who had settled in the Pavlodar region found the Programme to be “completely effective”.

**Table 45. Evaluation of Programme’s effectiveness (% of respondents)**

		Yes, completely effective	More effective than not	Rather ineffective	Ineffective	Hard to answer
North Kazakhstan	Respondents	37	22	11	5	10
	%	43.5%	25.9%	12.9%	5.9%	11.8%
East Kazakhstan	Respondents	72	23	3	0	12
	%	65.5%	20.9%	2.7%	0.0%	10.9%
Kostanay region	Respondents	50	13	1	0	3
	%	74.6%	19.4%	1.5%	0.0%	4.5%
Pavlodar region	Respondents	71	18	1	0	2
	%	77.2%	19.6%	1.1%	0.0%	2.2%
ALL REGIONS	Respondents	230	76	16	5	27
	%	65.0%	21.5%	4.5%	1.4%	7.6%

The critical opinions were far more prevalent in the North Kazakhstan region where the total of 18.8 per cent evaluated it as ineffective to some extent. About 10 per cent of the respondents from the North Kazakhstan and East Kazakhstan region found it difficult to assess the Programme's effectiveness.

Table 46. "Did the Programme meet your expectations?" (% of respondents)

Respondents' age		Yes, fully	Yes, but only partly	No	Hard to answer
18–29 years old	Respondents	91	32	10	3
	%	66.9%	23.5%	7.4%	2.2%
30 years old and above	Respondents	127	68	12	11
	%	58.3%	31.2%	5.5%	5.0%
ALL	Respondents	218	100	22	14
	%	61.6%	28.2%	6.2%	4.0%

Another indicator of the overall satisfaction with the Programme could be found in the answers to the query as to whether it met the participants' expectations (Table 46). Overall, around 90 per cent of the surveyed participants found the Programme meeting their expectations to some extent and as many as 63 per cent found it to meet their expectations fully. However, certain difference of opinion regarding the Programme's evaluation could be observed among participants depending on their age. Younger respondents were more polarized in their opinions – on the one hand, 66.9 per cent of them fully endorsed the Programme (compared to 58.3% of the older participants); on the other hand, decisively negative opinions were found more frequently in the lower age group – 7.4 per cent compared to 5.5 per cent.

### 3.6. CAPACITY OF STATE BODIES – CROSS-CUTTING ISSUES

#### 3.6.1. OVERVIEW

Interviews were carried out with both central-level (Ministry of Labour and Social Protection) and local State bodies (akimats, employment centres) in both the regions of departure and arrival. *Analysis of the institutional capacity at both levels involved the identification of three types of assets:* legal and operational competence (laid down in legal acts, strategic policies as well as internal orders), sufficient and qualified personnel and necessary financial and technical equipment (in particular, availability of information).

To determine to what extent the State bodies fulfil the objectives of the Relocation Programme, it was necessary first to track the development of those objectives, setting the Programme itself against a broader historical background. *One may distinguish several stages of policy development on the question.* Firstly, the Law of 22 July 2011 No. 477-IV "On migration of the population" introduced the notion of a "resettled person" and laid the framework for the process of relocation under a quota, which would be assisted by State institutions. In 2015, the second essential component was added: the scope of assistance due to persons resettled under a quota was defined, including direct payment of one-time aid as well as preferential conditions for acquiring housing. In 2016 the government published a list of regions of destination for facilitated (organized) relocation. Finally, in 2020 an amendment to the Law "On migration of the population" transferred the competence of setting annual quotas for relocation to a specialized body in the field of migration.

#### 3.6.2. CENTRAL LEVEL

The Law on migration of the population specifies the competences of State bodies in the field of migration management in the Republic of Kazakhstan. *Currently, no separate body has been set up that would be specialized in the field of assisting voluntary relocation and improving mobility of the labour force within the country.* Under the Law of 6 April 2016 (No. 482-V) "On employment of the population", Ministry of Labour and Social Protection of Population (MoLSP) as the central body, coordinating work of State organs in migration field, is competent to enforce measures enhancing labour mobility within the country. Both the executive regulation of the Ministry's functions (No. 81 of 18 February 2017) and the functional classification of budgetary expenditures assign to the Ministry the key role in the formulation of State policy in the area of labour, social protection and migration, foreseeing the implementation of sociological and analytical studies. This responsibility appears to be well-suited to the organization of regular monitoring of population movement, labour market dynamics between the regions of origin and destination within the country.

Two departments within the Committee of Labour, Social Protection and Migration of the MoLSP are responsible for migration matters: the *Department on Regulating Labour Migration and the Department on Monitoring of Migratory Processes.*

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The latter department is *actively involved in the process of facilitating relocation* as it is responsible for:

- implementation of programs in the field of population migration, in terms of ethnic and internal migration;
- development and submission of proposals to the management of the Committee on the formation of a quota for the relocation of internal migrants;
- monitoring of migration processes, in terms of ethnic and internal migration;
- providing the results of monitoring migration processes to the management of the Committee;
- making proposals to the management of the Committee on the development of a system of measures in the field of regulation and monitoring of migration processes, in terms of ethnic and internal migration;
- making proposals on the definition of regions for the settlement of oralmans.

Interviewed MoLSP officials noted the importance of constant communication with the regional authorities for adjusting the Programme's assistance delivery:

*«They often collect suggestions from us, make edits, and we actively give comments and suggestions. We constantly say that you need to take into account the region and the cost of housing. (...). As practice shows, edits and adjustments are made all the time.»*

In practice, according to the MoLSP, the ministry does not have the competence to monitor the programme, it only collects information provided by the regions.

*“This is difficult to monitor, the same akimats do not have such powers. We monitor in turn, but the ministry itself does not have oversight powers per se, we define the policy.”*

Monitoring of progress of relocation is conducted in akimats and the general statistical information is sent to the Ministry. Starting from 2021, an electronic system has enabled local executive bodies to enter data on how many people were relocated, and into which areas or districts. According to a local official from the Almaty region, this represents a major improvement as previously the information had to be collected through direct communication:

*“Previously, I did the monitoring myself, asking specialists from other areas how many families were resettled and in which areas.”*

Reports on the employment of displaced persons and on the payment of all subsidies are sent to the MoLSP on a monthly basis.

However, for the monitoring to be comprehensive, it will need to rely on a broader set of data, in particular those collected as part of individual needs assessment. Of importance will be the profile of needs in terms of support, considering each beneficiary's age, educational background, professional qualifications, skillset (including communication skills), work experience in specific sector and language proficiency. The information could be the basis for tracking the progress of integration across a variety of indicators, including qualitative ones, and for identifying additional assistance needs.

### 3.6.3. LOCAL LEVEL

Local executive bodies are tasked with identifying localities for voluntary relocation of persons to increase the mobility of the labour force. Accordingly, the local employment authority submits proposals to the local executive bodies on the choice of localities for the voluntary relocation of persons that ought to increase the labour force mobility. However, regional coordinating bodies in the field of employment and social programmes are not given a clear enumeration of specific measures for relocation with purpose of labour mobility enhancement. This is apparent from a review of several executive regulations, determining the functions of the local Departments of coordination of employment and social programmes at the five northern regions (Box 2).

## **BOX 2. Analysis of the provisions of the regional departments for the coordination of employment and social programmes in implementing the relocation procedures**

In the regulation of the Department for the Coordination of Employment and Social Programs of the Karaganda region, one of the main tasks of the Department is the implementation of the State policy in the field of migration. However, the mission of the Department does not mention the implementation of the State policy in the field of migration. In addition, the legislation regulating relocation is not reflected in the regulation. Within the Department, the Migration Department deals with relocation issues. The structure, staff size of the structural unit is approved by the head of the department.<sup>9</sup>

In the regulation of the Department for the Coordination of Employment and Social Programs of the Akmola region, the mission of the Department is to assist in the implementation of State policy, including in the field of migration. If the Management only contributes to the implementation, then it remains unclear who is the main implementer. There is no task to implement intersectoral coordination and public administration in the field of migration. Also, the regulation does not reflect the provision on making proposals for the formation of regional quotas for the reception of relocated persons for the coming year. Within the Department of Resettlement, the Migration Department is responsible for 13 functions. The structure, staff size of the structural unit is approved by the head of the department.<sup>10</sup>

The regulation of the Department for the Coordination of Employment and Social Programs of the North Kazakhstan region did not reflect the norm on making proposals for the formation of regional quotas for the reception of relocated persons for the coming year. There is no information about the structural divisions on the Department's website.<sup>11</sup>

The Department for the Coordination of Employment and Social Programs of the Kostanay region has no information about the mission and tasks for the implementation of the State policy in the field of population migration. Regulations for oralmans are included to the functions of the Department, but there is no information for relocated persons. The Migration Department deals with migration issues. Information about the divisions of the department is absent on the official website of the Department.<sup>12</sup>

The Department of Coordination of employment and social programs of Pavlodar region includes information about the mission, goals and objectives of the regulations, but not on the implementation of the State policy on migration. However, there are no rules regarding relocation. Within the Department, the Migration Department deals with migration issues. Information about the Migration Department is not available on the official website.<sup>13</sup>

One of the main tasks of the Department for the Coordination of Employment and Social Programs of the East Kazakhstan region is the implementation of the State policy on migration. However, the mission of the Department does not mention the implementation of the State policy in this field. Also, the regulation does not reflect the provision on making proposals for the formation of regional quotas for the reception of migrants for the coming year. Within the Department of Resettlement Issues, the Migration Department is responsible for 13 functions, of which only 1 function is to convene a commission to include relocated persons in the regional quota. The structure, staff size of the structural unit is approved by the head of the department.<sup>14</sup>

The objective of implementation of State migration policy is altogether absent from the mission statement and definition of tasks of the Departments in the Kostanay and Pavlodar regions. In contrast, this task is reflected in various forms in the regulations of the Departments in the East Kazakhstan, Akmola and Karaganda regions. The North Kazakhstan Department has not included in its regulation the responsibility of developing proposals for regional quotas of reception of relocated persons.

It is worth noting that the MoLSP's Committee on labour, social protection and migration is responsible for supporting local executive bodies by offering methodological guidelines in the field of migration management. Absence of a uniform set of defined responsibilities and obligatory activities is a significant shortcoming as it reduces the transparency of the system of assistance provision. The Committee could play a major role in the development and implementation of a unified approach to the definition of mission statements, activities and functions of the local executive bodies.

During interviews with local executive bodies, a somewhat mixed picture regarding level and quality of cooperation between regions of origin and destination emerged. On the one hand, the interviewed officials bring up the practice of monthly monitoring of the Programme implementation, and assure that the collaboration on the operational level is continuous. On the other hand, some of the interviewed officials from regions of destination expressed their belief that the regions of origin were not always sufficiently committed to the full implementation of the Programme and believed that much of the task of information provision fell on the regions of destination.

9. [www.gov.kz/memleket/entities/karaganda-social/about?lang=ru](http://www.gov.kz/memleket/entities/karaganda-social/about?lang=ru)

10. [www.gov.kz/memleket/entities/aqmola-social/about?lang=ru](http://www.gov.kz/memleket/entities/aqmola-social/about?lang=ru)

11. [www.gov.kz/memleket/entities/sko-ukzsp/about?lang=ru](http://www.gov.kz/memleket/entities/sko-ukzsp/about?lang=ru)

12. [www.gov.kz/memleket/entities/kostanai-zhumys-aleumettik-korgau/about?lang=ru](http://www.gov.kz/memleket/entities/kostanai-zhumys-aleumettik-korgau/about?lang=ru)

13. [www.gov.kz/memleket/entities/pavlodar-ukzsp/about?lang=ru](http://www.gov.kz/memleket/entities/pavlodar-ukzsp/about?lang=ru)

14. [www.gov.kz/memleket/entities/vko-social/about?lang=ru](http://www.gov.kz/memleket/entities/vko-social/about?lang=ru)

## 4. DIAGNOSTIC REVIEW OF THE PROGRAMME (PROPOSAL)

The diagnostic matrix, organized by main stages of the programme cycle (design, implementation and monitoring), has been elaborated by the assessment team and presents a set of targeted self-assessment questions that may be used by programme planners and overseers to improve the consistency, effectiveness, targeting and impact of the programme. Considering limitations of this assessment, the matrix has been developed on the basis of public information and a small number of interviews with central- and local-level officials. It could be in the future further developed into a comprehensive checklist for identification of indicators upon collecting additional information on the institutional assets and needs.

Stage of programme cycle	Key diagnostic questions to be considered
<p><b>1.1. Setting the Programme's objectives</b></p>	<p><i>What larger socioeconomic goals will the Programme contribute to?</i></p> <ul style="list-style-type: none"> <li>- Formation of an optimal system of population settlement across the territory of Kazakhstan.</li> <li>- Creation of an effective system of internal migration management to ensure economically justified population resettlement, and maintain regional and demographic balance of the country's development.</li> </ul> <p><i>What long-term risks will the Programme help manage?</i></p> <ul style="list-style-type: none"> <li>- the surplus of low qualified labour force and the shortage of qualified personnel in certain sectors of the economy due to low levels of education;</li> <li>- overpopulation of the largest cities and specific regions. Even today, the high birth rate in the southern regions, surplus of labour force and the settlement of ethnic migrants in densely populated regions are becoming a hotbed of social tension.</li> <li>- the depopulation of border areas and the reduction of the population, especially of working age, in the northern regions will lead to difficulties in ensuring their economic growth in the future and will generally affect the national security of the country.</li> </ul>
<p><b>1.2. Assessing the needs of the target group</b></p>	<p><i>Which groups need to participate in order for the Programme's objectives to be met?</i></p> <ul style="list-style-type: none"> <li>- To achieve optimal settlement of population throughout the country, all groups of citizens should participate in this programme.</li> </ul> <p><i>Which groups require additional support in order for the Programme's objectives to be met?</i></p> <p>Self-employed and agricultural workers.</p> <p><i>Are there mechanisms for consultation of the Programme's objectives with non-State stakeholders (in particular, target groups)?</i></p> <p>«Open RLA» (<a href="https://legalacts.egov.kz/">https://legalacts.egov.kz/</a>) portal is intended for posting draft law concepts and draft regulatory legal acts, which do not contain information with limited access for public discussion by users.</p> <p>The portal aims to solve the following tasks:</p> <ul style="list-style-type: none"> <li>- ensuring the availability of regulatory legal acts developed for users;</li> <li>- providing user feedback (commenting, voting);</li> <li>- ensuring the formation of a public vision regarding the promotion of a particular innovation in the field of regulatory legal acts;</li> <li>- ensuring the formation of final reports for subsequent analysis.</li> </ul> <p>601 documents were posted in the category «Immigration, Migration and citizenship» of the portal, which were viewed by more than 96 thousand users and 500 comments were received. This is one of the mechanisms for feedback on accepted documents in the field of migration.</p>



<p><b>1.3. Allocating institutional competence</b></p>	<p><i>Is there a dedicated central institution in charge of the Programme throughout its cycle (planning, implementation, monitoring)?</i></p> <p>Ministry of Labour and Social Protection of the Population.</p> <p><i>Which institutions need to participate in order for the Programme's objectives to be met?</i></p> <p>Ministry of Labour and Social Protection of the Population, Local executive bodies, employers and NGOs.</p> <p><i>What assets (financial, staff, information, skills) do these institutions need to deploy in order for the Programme's objectives to be met?</i></p> <p>It is necessary to strengthen media coverage about successful stories in the implementation of the programme to assist in decision-making by potential migrants.</p> <p>It is necessary to strengthen capacities of human resources of the responsible State bodies for monitoring, analysing and making strategic decisions on programme adjustments.</p> <p>Statistics and reports by Local executive bodies at MoLSP need to be standardized and analysed in light of the Programme's declared objectives.</p> <p><i>What support (financial, staff, information, skills development) do these institutions require in order for the Programme's objectives to be met?</i></p> <p>It is necessary to improve the skills and capacities of employees of central government bodies and local executive bodies in order to provide effective methodological guidance in the organization of resettlement from south to north.</p>
<p><b>1.4. Ensuring inter-institutional cooperation</b></p>	<p><i>What information needs to be shared between the responsible institutions?</i></p> <p>Information about the quantitative and qualitative composition of migrants and their needs; information about the regions of destination, the availability of sociocultural institutions, State of infrastructure, climate conditions, geographical location.</p> <p>What additional assets will need to be made available for the institutions to be able to cooperate effectively?</p> <p>It is necessary to develop an algorithm of interaction between the regions with an indication of all issues and challenges that arise at the stages of departure, travel, reception, adaptation, integration of migrants.</p> <p><i>What institutional changes will need to be made to ensure effective coordination and operational cooperation?</i></p> <p>It is necessary to adopt a methodological guide indicating the roles and responsibilities of all actors in the resettlement process.</p>

<p><b>2.1.1. Dissemination of information on opportunities to participate</b></p>	<p><i>What information is included in the standard package?</i></p> <p>There is no officially approved standard package. Each region of departure independently generates and publishes information about the opportunities for participation in the programme.</p> <p>Respondents from various regions received different sets of information, especially with regard to the profile of destination localities or available accommodation. In order to facilitate the decision as to the choice of the destination as well as help prepare before departure, the format and scope of information as well as main messages ought to be harmonized.</p> <p><i>What population groups are targeted?</i></p> <ol style="list-style-type: none"> <li>1. jobseekers;</li> <li>2. unemployed;</li> <li>3. specified categories of employees in accordance with Resolution No. 178</li> <li>4. young specialists, graduating from the “Serpin-2050” programme.</li> </ol> <p><i>What channels are used?</i></p> <p>Gender differences were observed in the use of information sources by respondents: while women relied more on television as well as employment centre consultations, men made greater use the Internet and social networks.</p> <p>It is necessary to develop a communication plan to targeting specific groups through specific channels: Television, newspapers, social networks, job fairs, enbek.kz portal</p>
<p><b>2.1.2. Selection of participants</b></p>	<p><i>What are the main eligibility criteria?</i></p> <p>Information about education, profession, and specialty is collected from potential immigrants. The collected data could be better tailored to the planning of individual assistance need and employment opportunities: specifying years of schooling, completed internships and professional courses, experience of work in specific sectors and positions.</p> <p><i>What standard documentation is needed to confirm eligibility?</i></p> <ol style="list-style-type: none"> <li>1. copies of identity documents of citizens of the Republic of Kazakhstan and family members moving with them;</li> <li>2. copies of the marriage certificate or divorce (if available);</li> <li>3. copies of documents confirming education, qualifications and work experience in a particular specialty (if available), or a work record (if available) or a certificate from the place of work.</li> </ol> <p><i>How is the information verified (e.g. through an interview)?</i></p> <p>Regional commissions carry out the procedure of verifying information by establishing the unreliability of the provided information contained in the submitted documents for subsequent inclusion in the regional quota for the reception of migrants.</p>

<p><b>2.1.3. Assessment of individual needs</b></p>	<p><i>What standard forms are used to assess individual needs?</i></p> <p>Information on the family composition of the relocated person is collected in order to meet the needs of all family members: place in educational institutions and provide social assistance, medical services, if necessary.</p> <p>Needs assessment of the entire household is carried out (income, employment, education, etc.)</p> <p><i>What opportunities are there for the participants to communicate their individual needs?</i></p> <p>Internally displaced persons can communicate their individual needs verbally or in a written form.</p> <p><i>What modalities are there in place to identify, assist, monitor the relocation of each participant?</i></p> <p>A case management system is put in place between origin and destination location.</p>
<p><b>2.1.4. Pre-departure support</b></p>	<p><i>What does the standard pre-departure package include?</i></p> <p>Applicants move independently on their own. The legislation does not include the obligation to assist them at this stage. A standard needs assessment carried out prior to departure should include the needs in relocation and outline the forms of individual support in transportation, relocation of assets (incl. livestock, tools, etc.).</p> <p><i>What support is offered on a need basis to some participants?</i></p> <p>Not provided as a standard procedure. While subsidies to employers who could arrange the transportation for their workers are envisioned in the Programme, the assessment did not reveal regular use of this opportunity.</p> <p>However, if a large group of migrants is departing, the regions of origin or destination can organize buses for moving. Moreover, interviews with local officials pointed out to good practices of some regions of destination organizing the pick-up from the place of arrival, transportation to the locality and assisting in the search for housing.</p>

<p><b>2.1.5. Information sharing between regions of departure and arrival</b></p>	<p><i>What information is shared as a rule between regions of departure and arrival?</i></p> <p>The local employment authority in the region of origin sends a consolidated list of applicants with an indication of the family composition, information about education, profession, specialty to the local employment authority of the receiving regions.</p> <p><i>Are there standard forms and procedures for information-sharing (e.g. access to databases or use of dedicated online tools)?</i></p> <p>After the approval of the regional quota for the admission of oralmans and displaced persons for the coming year, the local employment centres of the regions of destination, on the basis of the proposals of the Local executive bodies and applications of ethnic Kazakhs and Oralmans received through the foreign institutions of the Republic of Kazakhstan, submit information about the possibility of accepting migrants and oralmans to the authorized body for employment.</p> <p>The information should contain the regions need for labour resources, indicating professions (specialties), opportunities and availability of social infrastructure for displaced persons and oralmans, as well as their families.</p> <p>The authorized body for Employment Issues provides access to this information to Local Executive bodies of other regions by posting it on an information resource.</p> <p>Local Executive bodies of the regions of departure annually determine the number of potential migrants to participate in voluntary internal resettlement and provide them with information about the regions of destination and conditions.</p> <p>The regions of departure and destination ensure cooperation on voluntary internal resettlement by organizing job fairs in the regions of origin, providing information on the required number of immigrants and oralmans, the situation on the labour market, demand and supply for labour, the conditions for providing social infrastructure and organizing study visits to the regions of destination. Information is exchanged with the use of the enbek.kz platform.</p>
<p><b>2.1.6. Support in moving</b></p>	<p><i>What support for moving is delivered prior to departure?</i></p> <p>Only informational support is provided in the form of information about the regions of destination.</p> <p><i>Are there arrangements for support in emergencies?</i></p> <p>Potential migrants independently move to the receiving region.</p>

<p><b>2.2.1. Financial assistance</b></p>	<p><i>Does the assistance amount meet the basic needs of the participants given the local conditions?</i></p> <p>The displaced persons have repeatedly raised the issue of the need to increase benefits. In October 2020, President of Kazakhstan Kassym Zhomart Tokayev proposed to increase the amount of material assistance for the relocation of displaced persons from 35 MCI to 70 MCI.</p> <p><i>How fast is the assistance delivered?</i></p> <p>After arriving in the specified locality, applicants submit documents to the employment centres in the regions of destination in order to receive the provided State support measures.</p> <p>The employment centre of the receiving region includes them to the list of participants of the «Enbek» programme and concludes a social contract on the provision of State support to facilitate voluntary resettlement to increase labour mobility of applicants within five working days.</p> <p>However, the Rules do not specify the time when applicants will receive financial assistance, merely stating that it should be provided after arrival in the destination.</p> <p><i>Are there difficulties (technical, administrative) in receiving assistance?</i></p> <p>In case of finding unreliable information contained in the submitted documents and the determination of incompleteness of the submitted documents internally displaced person can be refused in the inclusion to the regional quota of immigrants.</p>
<p><b>2.2.2. Securing housing</b></p>	<p><i>Is there sufficient housing stock to meet the needs of all the participants?</i></p> <p>Due to the insufficient number of housing under construction for the displaced persons, they rent housing using the benefits received. There is an issue with the quality of housing not meeting the price (due to low construction standards) and the cost of housing in some regions.</p> <p><i>Is the accommodation suitable given the needs of the participants?</i></p> <p>The media has repeatedly pointed out to the poor-quality construction and purchase of housing for displaced persons, which are unsuitable for living.</p> <p><i>Are special needs of some participants considered in the provision of housing?</i></p> <p>The assessment did not reveal such practices.</p>
<p><b>2.2.3. Labour market access</b></p>	<p><i>Is there sufficient number of vacancies in the region of arrival?</i></p> <p>Vacancies for highly demanded professions also exist in the regions of origin. There is also a shortage of teachers, doctors, and agricultural workers.</p> <p><i>Are the participants able to learn of the local employment opportunities?</i></p> <p>Applicants can find out about employment opportunities on the electronic portal enbek.kz</p> <p><i>Can the participants demonstrate necessary skills and qualifications to be employed?</i></p> <p>They can do this only if they independently travel to the receiving region and demonstrate practical skills to the employer with available vacancies. This requires financial expenses of the applicant to pay for travel and accommodation. However, they can talk online.</p> <p><i>What support is provided to the participants who experience difficulties in labour market access?</i></p> <p>The general (baseline) nature of the assessment did not allow for verifying this issue comprehensively.</p>

<p><b>2.2.4. Health care and psychological support</b></p>	<p><i>Do the participants have access to basic health-care facilities?</i></p> <p>They must make a permanent registration in the receiving region and attach themselves to local health-care organization.</p> <p><i>Do they have effective access to emergency health-care support?</i></p> <p>Emergency hotline 103 responds to calls and provides support to all citizens.</p> <p><i>Are they financially able to cover the costs of medicines and treatment?</i></p> <p>These costs are covered by beneficiaries independently. The Programme does not compensate these expenses.</p>
<p><b>2.3.1. Income and indebtedness</b></p>	<p><i>Do the participants and their households enjoy adequate, regular and stable income?</i></p> <p>All immigrants are required to find a job or start their own business. The surveys, carried out as part of the assessment, revealed the importance of providing transitional assistance to relocated persons upon arrival.</p> <p><i>How severe is the debt burden for them?</i></p> <p>They receive a salary at the same level as they would receive in their region of origin in the same employment. Increased allowances for work in the receiving region are not in place. However, the assessment showed that many relocated persons drew bank and consumer credits before departure and continue to repay them after moving. Interviews revealed that subsidies were used by some beneficiaries to pay back their debts.</p> <p><i>Are some groups of participants in particularly difficult financial situation?</i></p> <p>The media reported the difficult financial situation of some migrants.</p> <p><i>What support is provided to participants in particularly difficult financial situation?</i></p> <p>Families, if they meet certain criteria, may be provided with targeted social assistance. While no standard emergency assistance procedure has been identified, local executive bodies (akimats) reported various initiatives, such as purchasing coal, assistance in farming and livestock raising as well as help in providing transportation for schoolchildren.</p>

<p><b>2.3.2. Entrepreneurship</b></p>	<p><i>Are the participants aware of the local conditions for business?</i></p> <p>Immigrants can receive trainings on the basics of business in the regions of destination.</p> <p><i>Do they have necessary assets (financial, managerial and technical skills, staff, etc.) to run their business effectively?</i></p> <p>Most of the displaced people want to engage in agricultural business.</p> <p><i>What support is provided locally for business establishment?</i></p> <p>Trainings, grants, or micro-loans. Some beneficiaries were aware of the opportunities for financing the establishment of a business thanks to State support.</p> <p><i>Are there dedicated forms of support to youth and women?</i></p> <p>Not as part of the Relocation Programme. However, young people may apply for support under the national “Zhas Kasipker” project.</p> <p>«Zhas Kasipker» project is aimed at involving young people in entrepreneurship with an annual coverage of up to 100 thousand young people.</p> <p>The participants of the project are young entrepreneurs and members of young families.</p> <p>For the broad involvement of young people in entrepreneurship within the framework of “Zhas Kasipker”, project, the following measures of State support are proposed:</p> <ol style="list-style-type: none"> <li>1. basics of entrepreneurship trainings under the “Bastau Business» project;</li> <li>2. teaching the basics of entrepreneurship to students of universities and technical and vocational secondary education;</li> <li>3. provision of State grants for young entrepreneurs under the Programme « Business Roadmap 2020»;</li> <li>4. providing loans/micro-loans to young people;</li> <li>5. provision of State grants for the implementation of new business ideas.</li> </ol> <p>The total volume of issued loans/microcredits in rural settlements and small towns, cities and towns 52.5 billion tenge for the development of women’s entrepreneurship in 2021 it is planned to allocate 10 billion.</p>
<p><b>2.3.3. Land acquisition</b></p>	<p><i>Is there sufficient land stock to meet the needs of all the participants?</i></p> <p>The situation is ambiguous in all regions. In some areas, they provide land, in others they can not provide it due to the lack of free land, or they provide remote and inefficient land plots.</p> <p><i>Are there difficulties (legal, technical, administrative) in receiving land?</i></p> <p>Difficulties with the issuance of land resources, there are difficulties due to the lack of land that the settlers need (arable land, pastures, hayfields).</p> <p>Do the participants have necessary resources (skills, finance, equipment) to make effective use of the acquired land?</p> <p>Relocated persons with some experience working with land tend to get land plots and work on them. They tend to get grants or micro-loans as a capital to start a business.</p>

<p><b>2.3.4. Development of skills</b></p>	<p><i>What instruments are in place for the development of participants' skills?</i></p> <p>As part of the development of mass entrepreneurship, it is planned to train the participants of the «Enbek» programme in the basics of entrepreneurship under the «Bastau Business» project»;</p> <p><i>How effective are the current initiatives at skills development?</i></p> <p>The share of participants who have opened and expanded a business in 2021, including participants who have been trained in the basics of entrepreneurship during previous years, is 30%.</p>
<p><b>2.3.5. Cultural and language adaptation</b></p>	<p><i>Do the participants experience issues in cultural adaptation?</i></p> <p>The media mainly report difficulties in the social and household adaptation of migrants. The surveys showed that for some persons, acquiring command of the language used in the destination region might be necessary for effective socioeconomic adaptation.</p> <p><i>What are the participants' needs in terms of language and communication training?</i></p> <p>Some of the beneficiaries reported language barriers. At the same time, relatively few of the surveyed beneficiaries have attended either language or communication courses. Further in-depth interviews are needed to assess the need in this area.</p>
<p><b>3.1. Attainment of general objectives</b></p>	<p><i>Is there an obligatory review of the Programme's general objectives?</i></p> <p>There is no detailed overview of the goals and analysis of their achievement.</p> <p><i>What institutions are involved in the review?</i></p> <p>n/a</p>
<p><b>3.2. Allocation of assets among responsible institutions</b></p>	<p><i>Do the responsible institutions have sufficient assets (financial, staff, information, equipment) to carry out the assigned tasks?</i></p> <p>The assessment did not allow for verifying this issue comprehensively.</p> <p><i>Can the institutions request reallocation of assets in cases of changing demand or particular needs?</i></p> <p>n/a</p>
<p><b>3.3. Efficiency of implementation of procedures</b></p>	<p><i>Is the process of obligatory reporting of implemented procedures in place?</i></p> <p>No standard process of this kind has been identified in the course of the assessment.</p> <p><i>Does the reporting mechanism cover all necessary indicators?</i></p> <p>n/a</p>



<p><b>3.4. Identifying needs of participants</b></p>	<p><i>What standard mechanisms are there to verify whether participants' needs have been met?</i></p> <p>There are no standardized procedures for assessing the satisfaction of displaced persons.</p> <p><i>Can the participants communicate their individual needs and is this information analysed on a systemic basis?</i></p> <p>Participants can communicate their individual needs. The preparation of any annual analytical documents on a systematic basis is not currently considered.</p> <p><i>Are reports of non-State partners and of external experts taken into account to assess the needs of the participants?</i></p> <p>n/a</p>
<p><b>3.5. Reducing additional vulnerabilities of participants</b></p>	<p><i>Does the Programme include an obligatory assessment of additional vulnerabilities of the Programme's beneficiaries?</i></p> <p>No obligatory assessment has been put in place. The quantitative and qualitative methods of this assessment could be considered as the basis for outlining the scope and methods of such assessment to be run regularly.</p> <p><i>Are the Programme's indicators sensitive to additional vulnerabilities of the participants?</i></p> <p>Additional indicators will have to go through complicated approval procedures from the government agencies.</p> <p>To date, there are the following indicators on the results of labour mobility:</p> <ul style="list-style-type: none"> <li>- The number of oralmans and displaced persons covered by social support measures within the framework of increasing the mobility of labour resources;</li> <li>- The share of employed persons, directed to training, covered by measures to promote entrepreneurial initiative from among able-bodied oralmans and immigrants, with the exception of employees who are on vacation, for social purposes.</li> </ul> <p><i>Are there mechanisms for aggregating the individual vulnerability reports and reporting them to the central level?</i></p> <p>There are no standardized aggregation mechanisms.</p>
<p><b>3.6. Lessons learned for other programmes and policies</b></p>	<p><i>What changes to other State policies and programmes are needed in order to ensure realization of the Programme's objectives?</i></p> <p>What legal changes are required in order to ensure realization of the Programme's objectives?</p> <p><i>What larger needs for State action did the Programme reveal, indicating the necessity of establishing new initiatives?</i></p> <p>Due to limited number of interviews with officials (mainly on the local level), the assessment did not allow for verifying these issues comprehensively. It is recommended that these issues are subject of evaluation to be carried out by the MoLSP.</p>

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## 5. GENERAL RECOMMENDATIONS

### 1. PROGRAMME DESIGN AND SELECTION OF BENEFICIARIES

- 1.1 The Rules of the voluntary resettlement of individuals to increase labour mobility ought to specify more clearly the steps, duration, sequence, and services that are available at each stage of relocation. Moreover, they ought to be updated regularly and reflect the main difficulties encountered by the beneficiaries at the three stages of relocation: pre-departure, post-arrival and sustainable integration.
- 1.2. The functions of the regions of origin with regard to the specific tasks in informing the population, attracting participants and assisting in collecting required documentation ought to be explicitly stated in the Rules.
- 1.3. Consider the possibility of creating an open system for monitoring the programme with feedback, which will allow tracking the effectiveness and potential improvement areas of the programme implementation.
- 1.4. Individual assessment of skills and qualifications and of training needs in that area needs to be featured in the selection stage as a standard procedure and mechanisms for sharing this information with the regions of destination need to be put in place. Another incentive for attracting skilled workforce could be the introduction of coefficients for the quotas of relocated persons, considering their work experience.
- 1.5. A comprehensive assessment of each programme beneficiary needs to be carried out before relocation to evaluate needs with regard to the seven areas of possible vulnerability: income, employment and entrepreneurship, education and skill transfer, housing, psychological needs, community support and language and cultural integration. This should be the basis for case management of each beneficiary throughout the relocation process.
- 1.6. It is necessary to use the potential of the «Serpín» programme for attracting more young people to the Relocation Programme. According to the results of the study, graduates of this programme are not fully involved in this work. It would be advisable to select the participants of the programme among the final-year students of universities and colleges who are trained in «Serpín». At the same time, they already have adaptation experience in the region, which is the basis for long-term integration.

### 2. VISIBILITY AND COMMUNICATION ABOUT THE PROGRAMME AT THE PRE-DEPARTURE STAGE

- 2.1 To allocate funds for the wide dissemination of information about the opportunities provided by the relocation programme in the mass media, social networks, and outdoor advertising among the residents of the labour-surplus regions of the South.
- 2.2. It is necessary to develop a unified information package that will be disseminated among the persons interested in participating in the relocation programme from labour-surplus regions to labour-deficit regions already at the pre-departure stage. The package ought to reflect common issues faced in integration by various categories of relocated persons, considering their educational and professional background, type of settlement of previous residence as well as language, psychological and cultural adaptation issues. It is recommended that the information materials feature visual success stories of immigrants from the same region of departure by using the stories of real people (videos, news programs, YouTube channels, Tik-Tok, etc.) who participate in the programme and can tell about its advantages, give objective information about the region of arrival, etc.
- 2.3. Moreover, based on the analysis of interviews with local officials, it becomes clear that it is necessary to include in the unified package extensive information about the receiving regions. This should include in particular: the climate, socioeconomic, cultural and religious characteristics of the region, the ethnic composition of the population, the availability of social infrastructure (educational institutions, hospitals, cultural and sports facilities), the availability of land for building a house, conditions of running a household and/or farming, effective housing search strategies and placing children in schools and other sociocultural institutions at all stages of the resettlement process.
- 2.4. It is necessary to provide a special package of services for women (single, divorced, etc.), which will allow them for smoother process of moving and settling in a new place. This package ought in particular consider issues with the placement of children, the management of household, establishing contacts with the local population and opportunities for employment and business establishment. An important aspect is cultural integration, which requires investment in infrastructure (community centres) but also involvement of integration facilitators,

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who know well the issues faced by women (see also 3.4).

- 2.5. To facilitate the choice of localities, matching the skillset and needs of the beneficiaries, it is recommended that the [interactive map of the results of the activities of local employment centres \(www.enbek.kz/ru/map\)](http://www.enbek.kz/ru/map) be complemented with information on the number of relocated persons in the regions of departure and reception, on their employment or other employment-assistance measures available in localities.

### 3. RECEPTION AND ADAPTATION OF RELOCATED PERSONS

- 3.1. [Relocated persons are in need of early integrated response right after arrival](#), as this intervention might determine the overall success of the entire relocation programme and directly affect the long-term stay and survival of the displaced person in the new place. The consolidated list, which is sent into the State employment office in the region of reception, should reflect information about relocated persons' other needs beyond those of employment. This will help reduce the tension due to ill-preparedness right after arrival and pre-empt some of the emerging sociocultural problems after moving.
- 3.2. In order to [balance the workload of various reception centres and reduce the waiting time for processing documentation](#), it is advised that the centres provide online information on the current processing time and enable online scheduling of visits. This will increase the transparency of the process to candidates for relocation and to the relocated persons, who could receive real-time updates on waiting times in order to plan in advance their arrival time in the receiving region, providing initial adaptation.
- 3.3. It is necessary to [broaden the array of institutions providing adaptation and integration services to relocated persons](#). For instance, it is worth considering the involvement of the Centre for Adaptation and Integration of Oralmans in Karaganda, and more broadly introduce the possibility of providing adaptation and integration services to relocated persons by non-governmental organizations.
- 3.4. Create opportunities for social and cultural contacts between the newcomers and local population, considering their age, gender and shared interests. Use the existing platforms as well as new infrastructure (such as community centres, see also 6.5) for overcoming initial strain and improving communication.

### 4. ACCESS TO AFFORDABLE AND DECENT HOUSING

- 4.1. A fundamental solution to housing issues in the rural areas of the receiving regions is needed. [Assistance to build or buy a home is thus a priority](#), as in most cases the rural settlements have not developed subsidized rental schemes and many villages have not developed yet the opportunities for providing service housing or rooms in dormitories. Expansion of schemes for mortgage guarantees or offering grace in repayment of mortgage could not only reduce the long-term cost of acquiring housing but also promote local construction business, increase employment in construction and stimulate development of real estate.
- 4.2. [Targeted budgetary transfers for the purchase of housing for relocated persons](#) have so far been made available to two regions (North Kazakhstan and Pavlodar). Expansion of this arrangement to other regions should be contemplated.
- 4.3. Difficult climate conditions and undeveloped infrastructure have limited the appeal of the Programme especially to urban dwellers. The continued development of transportation network, water supply systems, sewerage, etc. in the rural areas is essential for attracting a greater number of candidates for the Programme.

### 5. LAND ACQUISITION AND USE

- 5.1. The surveyed beneficiaries have indicated interest in the acquisition of property as a sign of their long-term attachment to the new regions. Interviews and public information confirm the limited supply of land for both construction and farm use in the South as a factor attracting candidates for relocation. It is necessary to [develop an interactive map of available land plots in the receiving region](#), so that potential migrants can study the situation before moving. Until the time of the creation of such a public portal, more information needs to be provided to candidates for the Programme about the availability of land so that they could access it at the employment centres in the regions of origin.

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- 5.2. Ensuring strict compliance with the norms of the Land Code on the [obligatory withdrawal of right of use of undeveloped and unused land plots and their transfer to relocated persons](#) in order to ensure that everyone who wants to engage in agricultural production is provided with land resources.
  - 5.3. Consider the possibility of making changes to the Programme in terms of providing land resources for independent household management and (or) farming in order to attract the fast-growing rural population of labour-surplus regions to relocate to the villages of labour-deficient regions. Dedicated information on the soil and climate conditions, main crops and the structure of the produce markets as well as support with sustainable farming equipment and practices are needed for the farming sector to thrive.

## 6. EMPLOYMENT AND ENTREPRENEURSHIP

- 6.1. In order to [create sustainable employment](#), it is necessary to allocate a dedicated budgetary line in the State programme «Enbek» to the category of immigrants and increase the number of employment-promoting grants and loans allocated to them.
- 6.2. To counter secondary movement, put in place at the employment centres in the destination regions a standard system of skills assessment and skills development, which will be based on the preliminary individual skills assessment, carried out prior to departure.
- 6.3. In collaboration with the National Council of Entrepreneurs of Kazakhstan (“Atameken”), facilitate creating of businesses by the relocated persons through extending assistance in purchasing equipment, transfer of business know-how, investment in the area of processing agricultural produce.
- 6.4. Involve to a greater extent non-governmental organizations and associations representing women’s issues in the questions of economic activity of relocated women by running a series of round tables, attended by NGOs, employment centres and female beneficiaries.
- 6.5. Provide opportunities (especially in rural areas) for young people’s activities by establishment of co-working centres, multimedia centres as well as development of cultural and social facilities.

## 7. INSTITUTIONAL CAPACITY

- 7.1. In the indicators of the implementation of the Migration Policy Concept, in addition to the full coverage of measures of State support for internal migrants arriving in the regions defined by the Government of the Republic of Kazakhstan, it is necessary to [add an indicator of the successful integration of migrants in a new place](#).
- 7.2. [Establishment of a consultative and advisory body under the Prime Minister on relocation](#) from labour-surplus regions to labour-deficient regions in order to increase efficiency and improve coordination and the programme.
- 7.3. [The Ministry of Labour and Social Protection of the Population is advised to commission research](#) on the study of the situation on the effective organization of measures for the departure from labour-surplus regions, adaptation and integration of migrants in labour-deficient regions.
- 7.4. [Provide methodological guidance to local executive bodies in the field of migration by developing and implementing common approaches](#) to the formulation of the mission, tasks and functions of local executive bodies in the field of migration. Furthermore, it is essential to ensure that the information on the functions of regional departments for the coordination of employment and social programs is easily accessible to the interested parties and offered in a communicative manner.
- 7.5. [Establish a separate department for monitoring the relocation programme](#) in the structure of the MoLSP or include the monitoring of the programme in the tasks of a planned migration department. In addition, develop a mechanism of external monitoring and evaluation of the Programme involving both in-house and external experts. Run trainings on the use of diagnostic tools for identification of needs and assessment of service impact (see the diagnostic review matrix above as an example).

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