

The materials in this report are for information purposes only. While the OSCE endeavours to ensure the accuracy and completeness of the contents of this publication, the views, findings, interpretations, and conclusions expressed herein are those of the author and contributors and do not necessarily reflect the official position of the OSCE or its participating States. The OSCE does not accept any liability for any loss that may arise from reliance on the information contained in this publication.

The choice of the material contained in this report and the opinions expressed therein do not necessarily represent the views of UNESCO and do not commit the Organization. The designations employed and the presentation of material throughout this publication do not imply the expression of any opinion whatsoever on the part of UNESCO concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

© 2010 Organization for Security and Co-operation in Europe

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means – electronic, mechanical, photocopying, recording, or otherwise – without the prior written permission of the OSCE.

Office for Democratic Institutions and Human Rights
Al.Ujazdowskie 19
00-557 Warsaw, Poland
Tel.: +48 22 5200 715

Survey Report

on Labour Migration to Kazakhstan

2006-2007

OSCE ODIHR/ UNESCO

The production of this report was made possible with the financial support of the Canadian International Development Agency, of the Government of the United States of America and of UNESCO.

Acknowledgements

This research could not have been completed without the participation and cooperation of a diverse international team of experts, researchers, and individuals from the Government of Kazakhstan, international organizations and civil society.

The Office for Democratic Institutions and Human Rights of the OSCE and the UNESCO Almaty Cluster Office for Kazakhstan, Kyrgyzstan and Tajikistan would like to thank the Government of Kazakhstan, and, in particular, the Ministry of Labour for their support in the implementation of this project and facilitating the sharing of official data from various state bodies with the research team.

We would also like to thank **Dr. Elena Tyuryukanova** of the Russian Academy of Sciences (Moscow), who designed the survey instruments and trained the local sociologists who implemented the survey, as well as **Dr. Eric Livny** of the Eastern European Economic Research Institute (Moscow) and Tbilisi School of Economics and Dr. **Bridget Anderson** of COMPAS, University of Oxford (UK), who provided invaluable guidance in this regard.

An extended thanks also goes to the institutions and individuals who contributed to the carrying out of the research, analysing the results and writing the report:

Sange Research Centre (Almaty) was chosen to carry out the field research for its experience in sociological studies, breadth of coverage in Kazakhstan and excellent facility in the Kazakh language. Dr. Aigul Tagatova served as the project manager and led a team of sociologists in regions of Kazakhstan.

An in-depth review of Kazakhstani legislation pertaining to labour activity of foreign workers was prepared and updated throughout the course of research by Ms. Viktoria Tiuleneva of the Kazakhstan International Bureau for Human Rights and the Rule of Law together with the ODIHR Legislative Support Unit.

Dr. Lorene Allio of Allio Consulting (USA) contributed significantly to the shaping of the analysis and the final text. Ms. Inga Gaizauskaite (Lithuania) pulled all of the data into usable tables and graphs.

We also acknowledge the overall contributions made to the project management and editing of the final text by **Ms. Anna Platonova**, Project Officer in ODIHR's Democratization Department and **Ms. Laura Kennedy**, Programme Specialist Social and Human Sciences at UNESCO Almaty.

EXECUTIVE SUMMARY

This report highlights data from an ODIHR/UNESCO survey of 1,500 labour migrants working in 10 regions of Kazakhstan conducted in late 2006-early 2007. The migrant sample was drawn from migrants from CIS countries. Of those surveyed, 51.1 per cent were from Uzbekistan with about 29.9 per cent coming from Kyrgyzstan. Migrants from the Russian Federation made up 9.7 per cent of respondents, while Tajikistan, Turkmenistan, Armenia, Georgia, Azerbaijan, Ukraine, Belarus, and Moldova made up the remaining 9.3 per cent of respondents.

Respondents to the migrant survey were young (almost half were under 30) and predominantly male. The majority, 76 per cent, come from small towns or rural areas, and the largest numbers are from either Uzbekistan or Kyrgyzstan on the southern border. Sixty-seven per cent had not finished basic education or secondary school; 27 per cent either spoke Russian or Kazakh poorly or not at all.

Migration patterns among those surveyed varied greatly by sector and region. More than one-third of survey respondents had been to Kazakhstan more than once, while 64 per cent of migrants surveyed had come to Kazakhstan for the first time. These figures attest to the robust development of Kazakhstan's economy during the time of the survey. Large numbers of first-time migrants were attracted to growing industries and regional economies. The survey data showed some indications that the duration of migrants' stay in Kazakhstan could increase.

Migrants surveyed perceive that they are competing with locals for work but only in certain industries and regions. The highest wages for migrant workers appear to be paid in construction and the lowest in agriculture. Women earn consistently and sometimes dramatically lower wages than their male counterparts across all industries, most notably in agriculture. Wage returns on educational attainment were inconsistent in the survey data, and migrant wages remained well below the average pay for locals doing the same work.

Clustering of migrants by nationality was seen in construction and agriculture, but only in certain regions of the country. Absence of labour contracts, wage and length-of-workday abuses were pervasive in all sectors analysed.

A legal review and expert and employer surveys were also conducted as part of this report. At the time of the surveys, Kazakhstan's legal system was seen as a barrier to the smooth attraction and employment of needed foreign workers for employers. This environment allows for significant violations of migrants' rights. Because regularization is almost entirely dependent on the employer, migrant workers are disempowered in this process with little access to information about policy or their own legal status.

Many employers surveyed perceived the regular employment of migrants as a competitive disadvantage and cited few incentives to use regular migrant labour.

Based on the survey data, this report makes practical recommendations for improving migration policy in Kazakhstan. The recommendations aim not only to maximize the economic development benefits that can be gained through incorporation of migrant labour into Kazakhstan's economy, but they are also intended to protect the migrant workers who come to Kazakhstan in search of better lives for themselves and for their families.

Table of Contents

INTRODUCTION	6
Background	6
Methodology	7
Structure of Report	7
Final Remarks	8
1. DEMOGRAPHICS AND CHARACTERISTICS OF THE SAMPLE	10
1.1 Demographics and Other Characteristics	10
1.2 Push and Pull Factors	12
2. SEASONALITY AND FREQUENCY OF MIGRATION	14
Summary of Findings	14
2.1 Old and New Migration Patterns	14
2.2 Indications of Longer-Term Stays	15
2.3 Sector, Region, Frequency, and Term of Migration	16
3. LABOUR MARKET AND MIGRATION	22
Summary of Findings	22
3.1 Structure and Segmentation in the Migrant Labour Market in Kazakhstan	23
3.2 Sectoral Analysis and Wages	24
3.3 Gender Analysis and Wages	25
3.4 Concentrations of Migrants and Ethnic Groups	26
3.5 Perception of Labour-Market Competition	28
3.6 Analysis of Employer Incentives to Utilize Migrant Labour	29
3.7 Employer and Migrant Perceptions of Remuneration Differences between Kazakhstani Citizens and Migrants	30
3.8 Remuneration and Education	31
4. REGULAR AND IRREGULAR LABOUR MIGRATION IN KAZAKHSTAN – MIGRANT AND EMPLOYER PERSPECTIVES, LEGAL INFRASTRUCTURE, AND PATHS TO IMPROVEMENT	33
Summary of Findings	33
4.1 Requirements for Regular Status	34
4.2 Results of the Employer Survey	36
4.3 Results of the Migrant Survey	38
5. RECOMMENDATIONS FOR MIGRATION POLICY IN THE REPUBLIC OF KAZAKHSTAN	42
5.1. Clarify and Streamline Legislation; Improve Co-ordination and Implementation .	42
5.2. Protection of the Rights of Migrant Workers	44
5.3. Co-operation with Regional Organizations and the International Community	45
ANNEXES	47

Introduction

Background

The idea to conduct the first large-scale baseline survey of migrant workers in Kazakhstan emerged when government, civil society, and international organizations came together to bring attention to a dynamic issue affecting the lives of millions of people in Central Asia.

In mid-2006, the government of Kazakhstan approached the OSCE's Office for Democratic Institutions and Human Rights (ODIHR) regarding the possibility of collaborating on a research project to obtain a clearer picture of the number of migrant workers in Kazakhstan, their demographic characteristics, and their living and working conditions.

Indeed, Kazakhstan has ample incentives to gain a better understanding of incoming labour migration. The country has experienced unprecedented economic growth in the past few years, which, taking into account its small population (estimated at 15.67 million in 2008),¹ has made it an increasingly attractive destination for migrant workers, especially from its less affluent neighbours in Central Asia. Moreover, Kazakhstan's visa-free regime with neighbouring CIS states offers easy access for migrants to its labour market. Kazakhstan now ranks No. 9 in the world in terms of the number of incoming migrants.

In the past several years, Kazakhstan has taken a number of steps to manage labour migration. For example, it was the first CIS country to carry out a migration regularization campaign in 2006. Various efforts to intensify dialogue and co-operation on labour migration have been undertaken in the framework of regional forums, such as the CIS and the Eurasian Economic Community. Nevertheless, as it has become a major country of destination relatively recently, there remains a need for further development of a comprehensive legislative and policy framework on labour migration. For this task, policy-makers require detailed data on migration-related indicators and trends.

This research project sheds some light on the demographics and conditions of a representative group of migrant workers in 10 regions of Kazakhstan. The target demographic did not include highly skilled migrants or ethnic Kazakhs ("oralmans") being repatriated under government quotas. There already exists ample information about these groups. Moreover, the research undertaken covers Kazakhstan's diverse regions and includes surveys of both migrant workers themselves and their employers. The focus is on migrants from CIS countries, who make up the majority of migrants coming to Kazakhstan for work.

It goes almost without saying that it is nearly impossible to accurately measure the number of migrant workers working in a large country with numerous, and at times porous, borders. Difficulties in data collection present challenges in documenting and tracking these migrants accurately. In Kazakhstan, this task is further complicated by the relative newness of its international borders with its CIS neighbours, as well as by its visa-free regime with these countries. Ultimately, the partners in the project decided that estimating the number of migrant workers in Kazakhstan was beyond the scope of this project.

Methodology

When ODIHR and UNESCO agreed to partner on the first nationwide labour-migration survey in Kazakhstan, both knew the challenges and risks involved in undertaking such a task. Still, neither could fully predict the enormity of the exercise. The size and diversity of the research and editing team, spread over three continents, offered its own challenges and rewards. The migrant survey itself proved to be a major challenge, not only in terms of survey design and structure, but also in terms of access to this highly reluctant demographic. Kazakhstan's size, as large as Continental Europe, makes it a difficult country to cover; its long growing season in the south allowed some surveying to take place well into the fall, but in other areas the field work was hindered by weather and poor access to migrants.

The survey was conducted in the fall of 2006 in 10 regions of Kazakhstan: Almaty, Mangistau, Pavlodar, South Kazakhstan, West Kazakhstan, East Kazakhstan, Zhambyl, Karaganda, and Akmola regions, as well as in the city of Astana. Both migrant workers (1,500) and employers (248) were surveyed through structured interviews. Due to the insufficiency of data on the number of migrant workers in Kazakhstan, as well as their geographical and sectoral distribution, it was not possible to conduct a fully accurate sampling. The choice of regions and the sampling were determined by economic specialization; an analysis of statistics and official data provided by state institutions, including the results of the 2006 migration regularization campaign; and by the preliminary expert interviews conducted by the staff of Sange Research Centre across Kazakhstan. The final selection ensured representativeness with respect to the economic sectors of migrant employment and patterns of labour migration (pendular, seasonal, short-term, and long-term).

Structure of Report

This report is intentionally brief to make for easy reading and to appeal to a diverse audience. The text provides an analysis of survey data, highlighting some of the main issues related to labour migration in Kazakhstan. Tables showing full responses to survey questions, as well as a copy of the survey questionnaire itself, appear as annexes to the text of the report.

The report itself is divided into five main sections. Part 1 focuses on the demographic characteristics of the migrant workers surveyed. The analysis emphasizes data for migrants from Central Asian countries, as these make up the vast majority of migrants in Kazakhstan, and about whom the least information is known. This section also identifies the most prevalent sectors where migrants work; this data is further broken down by ethnic group, gender, and region.

Part 2 analyses the issues related to seasonality and frequency of migration. The analysis shows a variety of migration patterns by sector and region, pointing to the importance of facilitating regular migration and supporting the rights and well-being of migrant workers as a means of encouraging economic growth in Kazakhstan.

Part 3 looks at the issue of the labour market and migration in Kazakhstan as interpreted from the survey data. Here, questions of wage differentials are examined, as well as market segmentation, ethnic niches, and the notion of competition between migrant and local workers in Kazakhstan's labour market. The perspectives of migrants themselves and of employers in Kazakhstan are highlighted.

Part 4 turns to the important issue of regular versus irregular status of labour migrants. In Kazakhstan, the process of legalizing stay and employment can be long and cumbersome for both migrant and employer. This section reviews the steps in the regularization process, as well as how both migrants and employers view the benefits and costs of being a legal migrant worker in the country.

Finally, Part 5 offers a number of recommendations for policy-makers on improving migration management in Kazakhstan, based largely on evidence gathered from the research data and the legislative review, as well as from international standards and practices.

Final Remarks

Our gratitude goes to all of the people and organizations that gave this project inspiration, support, and feedback. In particular, we would like to thank Dr. Bolat Tatibekov and Dr. Elena Sadovskaya for consultations on the research methodology, Mr. Dimash Alzhanov, Project Assistant in Kazakhstan, and our colleagues at the Office of the OSCE Co-ordinator of Economic and Environmental Activities (Vienna) who provided useful insights and support at the inception of the project.

There remains a critical need in the region for such research. Labour-migration levels continued to rise in Kazakhstan after the survey was completed in early 2007. At the time of writing, in late 2008-early 2009, in conditions of the global economic downturn, many migrants have been the first to feel the painful stings of economic retraction in the country. The need for information about migrants, the dynamics of this group and the implication of both of these factors for national policy and development is, if anything, even more relevant today.

We sincerely hope you will enjoy this report and find it useful. We look forward to the discussion and debate that this report will generate and hope that it will inspire additional research and surveys to obtain more detailed and accurate information on labour migration in Kazakhstan. Most of all, we hope that this work will contribute to the development of policies that improve the lives of millions in the countries of the region.

1. Demographics and Characteristics of the Sample

The sample of migrant workers whose survey responses this report will analyse was structured to represent migrants from post-Soviet countries in a variety of regions, cities, and industries across Kazakhstan. Migrants arrive with varied levels of skills and work experience. These characteristics along with the demographics of the sample are explored briefly below.

1.1 Demographics and Other Characteristics

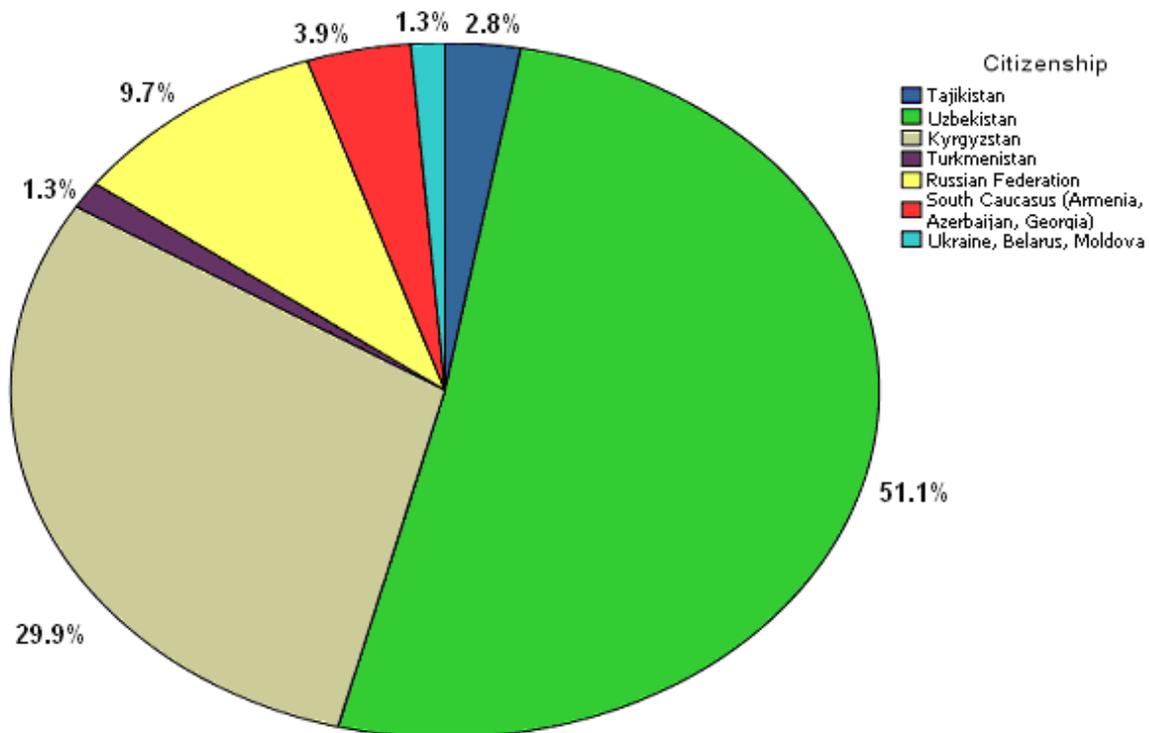
The demographics of this group are striking when pooled together. The survey sample is young (almost half under 30) and predominantly male. The majority, 76 per cent, come from small towns or rural areas, and the largest numbers are from either Uzbekistan or Kyrgyzstan on the southern border. Almost 10 per cent of migrants come from the Russian Federation. Looking more closely at this group, we see that they travel mainly to the border regions of Kokshetau, Ust-Kamenogorsk, and Uralsk. The majority of migrants from Russia have close relatives in Kazakhstan. Some 72.6 per cent originate from small towns and rural areas, and more than 70 per cent have secondary education. Among Russian migrants, 20.5 per cent have not completed a certified education providing them with a profession.

In general, surveyed migrants have predominantly low levels of education, as 67 per cent have not finished basic education or secondary school, and their language abilities in either Russian or Kazakh are somewhat weak. This combination of factors, particularly the low education levels and limited language skills, indicates that these migrants will have more difficulty in adapting to life in Kazakhstan and navigating the country's legal, economic, and social systems. This composite snapshot of migrant workers in Kazakhstan suggests that more social and legal support is needed for migrants, e.g., translation into the languages spoken by the migrants of the resources and information for migrants on labour-market regulations and workers' rights, as well as opportunities for language training.

The basic demographics reported here are for the entire sample and give an overview of the 1,500 migrant workers who participated in the survey. Further analysis by sector and by region will be done in later segments of this report.

The migrant sample was drawn from migrants only from CIS countries. Of those surveyed, 51.1 per cent were from Uzbekistan, with about 29.9 per cent coming from Kyrgyzstan. Migrants from the Russian Federation made up 9.7 per cent, while Tajikistan, Turkmenistan, Armenia, Georgia, Azerbaijan, Ukraine, Belarus, and Moldova made up the remaining 9.3 per cent of respondents. See Figure 1, "Citizenship of Migrant Survey Respondents".

Figure 1: Citizenship of Migrant Survey Respondents



Source: OSCE/UNESCO Migrant Survey

- Age:** The migrants surveyed were predominantly young, with 46 per cent of respondents identifying themselves as younger than 30 years of age; another 32.7 per cent identified their age as between 30 and 39.
- Gender:** The migrant survey included predominantly male migrants, with 69.5 per cent of the sample being male and 30.5 per cent female. It is difficult to know why more men than women migrate to Kazakhstan, but there are numerous potential factors that might deter women from migrating, including the availability of fewer well-paying jobs for them, cultural attitudes towards the migration of women, and increased vulnerability and risk of exploitation and trafficking faced by women.
- Family status:** Of those responding to the migrant survey, 57.2 per cent were married, while 41.8 per cent had never been married. Some 60 per cent of respondents indicated that they had children, while 39.6 per cent indicated that they did not. More than half, 57.2 per cent, had one or two children, while 34.2 per cent had three or four children, and 8.6 per cent had five or more children. Some 16.9 per cent of respondents indicated that their children were with them in Kazakhstan. At the same time, only 6.5 per cent indicated that they had children who attended school in Kazakhstan. In addition, almost half of respondents, 45.7 per cent,

indicated that they had some close relatives in Kazakhstan: 7.3 per cent indicated that they had parents in Kazakhstan, 19.1 per cent indicated that they had a spouse in the country, and 34.5 per cent indicated that they had other relatives in Kazakhstan.

- **Education:** Of those under 30 years of age, educational achievement was concentrated at the secondary-school level. About 12 per cent had not finished their basic education. More than half, 55 per cent, had graduated from regular secondary school, while 22.7 per cent had completed secondary vocational or technical school. Only 9.3 per cent had partial or complete higher education. With the inclusion of older migrants, these levels change, showing that only about 10 percentage points more had completed technical secondary school. 12.6 per cent had partial or complete higher education. Among female respondents, 18.2 per cent reported either incomplete or complete higher education, a significantly higher proportion than for male respondents.
- **Language:** Lack of language ability can be a barrier for migrants in both the labour market and social contexts. The survey tells us that 40.6 per cent of migrants speak Kazakh well or fluently, while 39.9 per cent responded that they speak “a little bit”, and 19.3 per cent do not know it at all. Russian is more prevalent. More than half of respondents, 58.2 per cent, stated that they speak Russian either fluently or well, while 35.1 per cent speak “a little bit”, and only 6.6 per cent do not know Russian at all. Overall, 27 per cent of migrants surveyed had either poor or no knowledge of both Russian and Kazakh. Lack of language facility increases the vulnerability of migrants and makes their integration more difficult while they are in Kazakhstan. It may also present a barrier to their full comprehension of their responsibilities and rights as participants in Kazakhstan’s labour market.
- **Rural versus urban:** Of the migrants surveyed, a combined 76 per cent come from either small towns, 36.4 per cent, or rural areas, 39.6 per cent. Fewer, 17.8 per cent, come from large cities, and even fewer, 4.8 per cent, from the capitals of their respective countries.

1.2 Push and Pull Factors

The reasons migrants leave their home countries to work in Kazakhstan were collected in the survey, and the predominant factors seem to be economic: lack of opportunities for employment and lack of access to higher wages. Most respondents to the migrant survey did not have stable employment in their countries of origin and had relatively low incomes prior to arriving in Kazakhstan.

Migrants surveyed reported low wages in their countries of origin as compared to those earned in Kazakhstan. The average wage in the country of origin was USD 61.10 per month. This varied substantially by country of origin, with the average monthly income being highest for migrants from the Russian Federation at USD 153.07 per month. Survey responses indicated that participants from

all national groups had average wages in Kazakhstan that *far exceeded* average incomes in their home countries. See Table 1, “Monthly Income of Migrants in Country of Origin and Kazakhstan”.

Table 1: Monthly Income of Migrants in Country of Origin and Kazakhstan

Citizenship	Average monthly net income in home country before departure (USD)	Average monthly pay in Kazakhstan (USD)
Tajikistan	35.33	137.22
Uzbekistan	47.29	200.61
Kyrgyzstan	57.52	191.94
Turkmenistan	39.27	346.67
Russia	153.07	318.68
South Caucasus (Armenia, Azerbaijan, Georgia)	48.07	236.40
Ukraine, Belarus, Moldova	51.85	310.93
All countries (average)	61.10	213.65

Source: OSCE/UNESCO Migrant Survey

Further analysis shows that low wages in the country of origin along with unemployment and the lack of available good jobs were the most significant push factors for migrants. Migrants cited the following reasons for leaving their home country to work in Kazakhstan:

- ◆ 65 per cent Low wages;
- ◆ 63 per cent Unemployment, lack of a good job in their home country;
- ◆ 12 per cent Low quality of life in their home country, bad living conditions;
- ◆ 12 per cent Personal problems, family troubles;
- ◆ 6 per cent Other;
- ◆ 3 per cent Interethnic conflicts.

Among the survey respondents, only 46 per cent had professional training. Of those with professional experience, about one-quarter, 26 per cent, had four years of experience or less. Some 27.7 per cent had between four and eight years of experience, while 24 per cent had between eight and 14 years of experience, and the remaining 22.3 percent had more than 14 years of work experience. Despite evidence of significant professional training and experience, survey responses did not show strong indicators of employment in their home country prior to arrival in Kazakhstan: only 13.2 per cent of survey respondents had steady employment, and 29.3 per cent held temporary work. A full 24.4 per cent did only occasional work, and 16 per cent were unemployed in their home countries. An additional 5.1 per cent were entrepreneurs, 3.8 per cent were students, and 7.6 per cent were homemakers. These figures reinforce the belief that a lack of opportunities at home, even for experienced and skilled workers, is creating a strong push factor for workers who come to Kazakhstan.

2. Seasonality and Frequency of Migration

Summary of Findings

Migration patterns in Kazakhstan vary greatly by sector and region. More than one-third of respondents to the migrant survey, or 36 per cent, have been to Kazakhstan more than once. There are strong indications of seasonal migration patterns among respondents who most frequently stay for less than a year, 20 per cent of whom have migrated three or more times to Kazakhstan for work. At the same time, 64 per cent of all migrants surveyed had come to Kazakhstan for the first time. These figures attest to the robust development of Kazakhstan's economy during the time of the survey. Large numbers of first-time migrants were attracted to growing industries and regional economies. There are some indications that the duration of migrant visits may grow.

The data on frequency and seasonality reinforces the importance of facilitating regular migration and supporting the rights and well-being of migrant workers as a means of encouraging economic growth in Kazakhstan. It also underscores the fact that migration policy must support a diversity of migrant types. Short-term migrants should be subject to a simple regulation system to facilitate their movement and meet Kazakhstan's seasonal and cyclical labour needs. Long-term migrants may have different needs such as access to longer-term housing and other resources. First-time migrants to Kazakhstan may require initial resources to help them adjust as opposed to frequent migrants who already are familiar with conditions in the country.

2.1 Old and New Migration Patterns

The survey data gathered from respondents indicates that Kazakhstan's migration system exhibits both established and relatively new patterns of labour movement. Migration frequency is important because each trip makes the migrant more knowledgeable and confident in the migration process. Once a migrant feels comfortable with border crossings and the process of securing employment in the destination country, he/she is less likely to be concerned with legal status. A migrant making multiple trips is more likely to keep doing so, in effect becoming a circular migrant.²

Looking at the migrant sample, well over half, 64.4 per cent, indicated that this was their first time in Kazakhstan for work. Among the 35.6 per cent who responded that they had been to Kazakhstan for work before, i.e., those who fall under the category of "frequent migrants", the number and length of their visits ranged widely. Some 12.6 per cent of the responding sample indicated that they made their first trip to Kazakhstan in the 1990s, while those who first came in 2000 or 2001 made up about 12.9 per cent of the sample. In 2002–2003, 20.9 per cent of respondents made their first trip, while 43.5 per cent indicated that they made their first trip between 2004 and 2005.

For the 35.6 per cent of frequent migrants:

- ◆ 22.5 per cent had been there once before;
- ◆ 29 per cent had been there twice before;
- ◆ 17.8 per cent had been there three times before;
- ◆ 8.6 per cent had been there four times before;
- ◆ 6.2 per cent had been there five times before;
- ◆ 12.1 per cent had been there six to 10 times before; and
- ◆ 4.7 per cent had been there 10 or more times before.

More than half of the migrants in the sample had been to Kazakhstan for work up to three times before their current visit. Of these migrants, 92 per cent indicated that they remained in Kazakhstan for less than one year, with 25.5 per cent spending four to six months in the country, 34.1 per cent spending seven to nine months, and 22.3 per cent spending 10-12 months there. When we look at the number of times that migrant workers have been to Kazakhstan along with the length of each visit, the data indicates that migrants who stay longer typically visit fewer times, while those who have visited the most frequently stay for shorter periods of less than six months. It is possible that those migrants who visit Kazakhstan repeatedly over a period of many years for work and who stay for shorter periods each time are part of a long-standing pattern of migration for seasonal work.

This report defines *seasonal work* as a job that lasts less than a year. A seasonal migrant works in a job for a period of less than one year, and then leaves Kazakhstan for the period when such work is unavailable. Seasonality can vary widely by industry; clearly, some workers stay almost the entire year, making them all but permanent migrant workers, while others stay less than half of the year. Contrary to the notion that seasonal migrants reside in the country of destination for short periods and do not need special policies or assistance mechanisms, such variation in seasonality suggests the need for a nuanced, diversified approach in policy and support services for all migrant workers in Kazakhstan, even those defined as seasonal.

2.2 Indications of Longer-Term Stays

While only 8.5 per cent of migrants surveyed indicated that their term of stay would, for certain, last longer than a year, other respondents were only hoping for stays of more than one year in Kazakhstan. Twenty-four per cent of respondents indicated they were planning a long-term stay, while 36 per cent were interested in becoming citizens of Kazakhstan, and almost one-quarter, 23 per cent, had brought members of their family to Kazakhstan.

The character and difficulty of the migration process have an impact on the length of stay for migrants. Where costs are prohibitive, migrants are likely to stay for longer terms to justify the effort and recoup the costs of migration. A policy that simplifies and streamlines the migration process for migrant workers can encourage a flow of migrant workers that better responds to market signals and the needs of Kazakhstan's economy. While a simplification of the migration process may facilitate cyclical migration and reduce the number of longer-term migrants, there will nonetheless remain some migrants who plan to stay in Kazakhstan for a longer term. Inclusive social policies and

programmes, including language training and other infrastructure that help migrants to adapt and contribute not only to the economic but also to the social and cultural life of Kazakhstan, are important for longer-term migrants and for the host country's continued development.

2.3 Sector, Region, Frequency, and Term of Migration

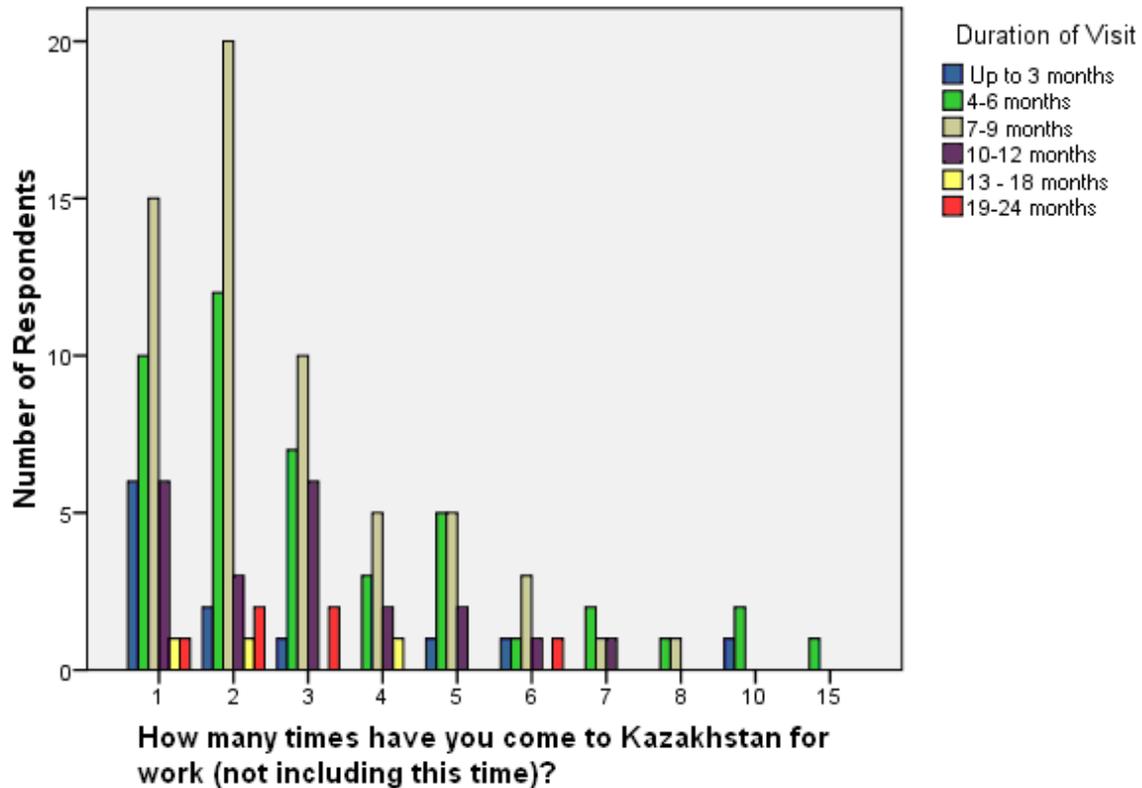
The labour sectors and regions where migrants were surveyed have important implications for the patterns of migration in Kazakhstan. Labour demand in different sectors varies in intensity and seasonality; it directly impacts the term of stay, as well as the numbers of first-time versus repeat migrants. Likewise, regional economies have an impact on the number of times a migrant comes to Kazakhstan to work in a particular sector and the length of time he or she stays. The dominant economic sectors in the region, the growth in the local labour market, and factors such as labour mobility, remuneration, and other factors determine the frequency and term of migration, as well as its patterns. A detailed analysis of sectoral and regional labour markets and economies is beyond the scope of this survey and report; however, the survey data on number and length of visits by sector and region suggests several patterns.

2.3A Sectoral Analysis

The following were the four major industries were highlighted in the survey sample as those where the most migrants work: construction, agriculture, trade, and services. A brief summary of the frequency and term of migration in these sectors follows.

- **Construction:** Thirty-two per cent of migrant respondents worked in construction. Of the employers surveyed in the construction sector, 84.6 per cent indicated that they used migrant labour. Sixty-two per cent of migrants in construction responding to the survey were in the country for work for the first time, suggesting rapid growth in construction and a reliance on migrant labour to support that growth. The survey also indicated that 38 per cent of migrant construction workers had been to Kazakhstan for work before, that 71.9 per cent of these repeat migrants had been to Kazakhstan two to four times, and that the remaining 28.1 per cent had been to Kazakhstan five or more times. Among migrants working in construction, trips tended to be concentrated in terms from four to nine months: 30.1 per cent stayed for four to six months, 41.1 per cent stayed for seven to nine months. The clustered bar graph below demonstrates a seasonal pattern in construction for those who have visited more than once. See Figure 2, "Frequent Migrants in the Construction Sector: Number of Visits to Kazakhstan and Duration of Visits".

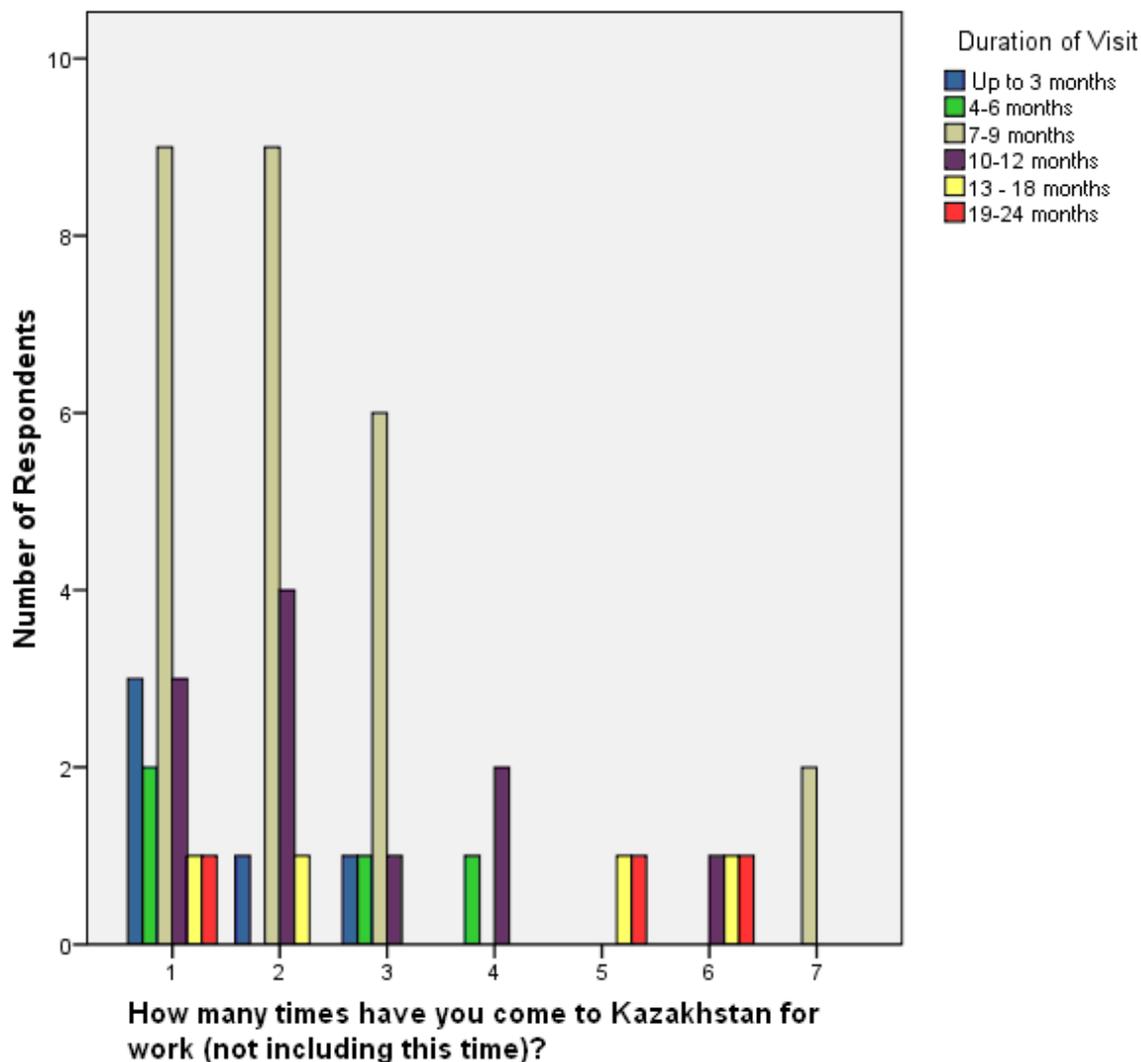
Figure 2: Frequent Migrants in the Construction Sector: Number of Visits to Kazakhstan and Duration of Visits



Source: OSCE/UNESCO Migrant Survey
 Number of respondents: 146

- Trade and catering:** In the migrant survey sample, 35 per cent of respondents worked in the trade and catering sector. Of migrants in this sector, 64.4 per cent were in Kazakhstan for work for the first time, while 35.6 per cent had been to Kazakhstan for work previously. Of the latter, 18.8 per cent had been to Kazakhstan twice, 31.6 per cent three times, 20.5 per cent four times, and 29.1 per cent had come to Kazakhstan five or more times. Of these frequent migrants working in trade and catering, trips tended to last less than nine months. For those who stayed less than one year, the length of the stays were more evenly distributed than in construction: 12.8 per cent of the trade and catering migrants stayed for less than three months on previous visits; 26.5 per cent stayed for four to six months; 23.9 per cent stayed for seven to nine months; and 27.4 per cent stayed for nine to 12 months. Of employers surveyed in this sector, 68.5 per cent indicated that they hired migrants.

Figure 3: Frequent Migrants in the Agriculture Sector: Number of Visits to Kazakhstan and Interval/Duration of Visits



Source: OSCE/UNESCO Migrant Survey

Number of respondents: 53

- Agriculture:** Among employers surveyed in the agricultural sector, 87 per cent indicated that they used migrant labour. Of the migrant survey sample, 19.3 per cent of respondents worked in the agricultural sector, and 64.1 per cent of them were in Kazakhstan for work for the first time. Of the 35.9 per cent of survey respondents in the agricultural sector who had been to Kazakhstan for work repeatedly, 35.8 per cent had been to Kazakhstan twice, 28.3 per cent three times, 17 per cent four times, and the remaining 18.9 per cent had been to Kazakhstan five or more times. The group of migrants that have been to Kazakhstan five or more times is small relative to other sectors analysed for this report. Of the 35 per cent of migrant agricultural workers who had been to Kazakhstan repeatedly, the tendency was to stay for more than six months; in fact, the largest cluster of migrant agricultural workers, 49.1 per cent, stayed for seven to nine months. A smaller share, 20.8 per cent, stayed for nine to 12 months. The concentration of migrant agricultural workers staying between six and nine

months is a pattern that coincides with the logical cycle common to agricultural work in a seasonal climate. Nonetheless, it is important to note that the growing season in many parts of Kazakhstan is long and that migrants who stay in the country for half the year or more cannot be dismissed as short-term. The clustered bar graph demonstrates a very strong seasonal pattern for those agricultural workers who have visited Kazakhstan more than once. See Figure 3 above, “Frequent Migrants in the Agriculture Sector: Number of Visits to Kazakhstan and Interval/Duration of Visits”.

- **Services:** Of the migrants surveyed, 6.9 per cent worked in the trade and catering sector, and 76.9 per cent of employers surveyed in this sector indicated that they employed migrants. Of migrants in this sector, 70.2 per cent were in Kazakhstan for work for the first time, and 29.8 per cent came to Kazakhstan for work repeatedly. Of the repeat migrants from the service sector, 35 per cent had been to Kazakhstan five or more times. This percentage of migrants with five or more visits is higher than for other sectors analysed for this report. Of the repeat migrants working in services, very few stayed for less than three months on previous visits, while 90 per cent stayed for four to 12 months. The larger percentage of workers who had not been to Kazakhstan previously and the small numbers of repeat migrants indicate a weaker seasonal migration pattern.

2.3.B Regional Analysis

Regional migration patterns usually depend on a number of factors, including geography, as well as the structure and overall strength of the regional economy. While this report will not go into the dynamics of migration in every region of Kazakhstan covered by the survey, it considers a small number of cities and regions with high and low economic growth and with different labour-market characteristics. Mangistau could be categorized as an oil-rich region, while the Almaty region (excluding the city of Almaty), Zhambyl, and South Kazakhstan are agricultural, Pavlodar is a combination of rural and non-oil industrial, and the city of Astana is a service centre.³ Astana and Almaty are among the wealthiest regions of Kazakhstan, with the exception of oil-rich areas,⁴ while Pavlodar is relatively less wealthy. When survey responses were analysed in these regions, some interesting contrasts were identified.

In the *city of Astana*, which produced 8.6 per cent of Kazakhstan’s gross domestic product (GDP) in 2005⁵ and which saw 51 per cent growth in its labour force between 2001 and 2005, respondents to the migrant survey were from the construction and trade sectors. In Astana, 74.1 per cent of respondents were in Kazakhstan for the first time. In the construction sector, the largest group among repeat migrants had been to Kazakhstan only once before, though a number of others had been to Kazakhstan for work up to three times. In the trade and catering sector, the largest group of respondents had been to Kazakhstan twice with smaller numbers of respondents clustering between

one and five previous visits. The influx of first-time migrants to the area was consistent with the strong growth in the labour market.

In the *Almaty region*, which produced 20.9 per cent of Kazakhstan's GDP in 2005 and saw a 14.3 per cent increase in its labour force between 2001 and 2005, a significant number of respondents were from construction, trade and catering, and agriculture. More than half, 58 per cent, of migrant respondents in Almaty were in Kazakhstan for the first time. In construction again, the largest numbers of frequent migrants were in the country for the second time, while smaller numbers had been to Kazakhstan from two to six times. In trade and catering, the concentration of responses was also highest among first-time visitors. In agriculture, the concentration was about equal among those who had been to Kazakhstan either once or twice before.

In the region of *Mangistau*, the labour market increased by 30.3 per cent from 2001 to 2005. Mangistau produced 6.2 per cent of Kazakhstan's GDP in 2005. Respondents to the migrant survey were found mostly in construction, 43 per cent, and trade, 34 per cent. In construction, most migrant workers had visited the country either twice or three times previously. In trade, 50 per cent of respondents had been to Kazakhstan twice before, and the remaining responses showed that migrant traders came to Kazakhstan anywhere from one to 15 times. Regarding duration of stay, the largest number of those working in the trade sector, 33.3 per cent, had spent four to six months in Kazakhstan on previous trips. For those in construction, the largest number had spent seven to nine months in the country.

In the region of *Pavlodar*, in contrast to Almaty and Astana, the labour market decreased by 9 per cent from 2001 to 2005. Pavlodar produced only 4.9 per cent of GDP in 2005. Survey responses in Pavlodar were clustered in construction, trade and catering, and agriculture. Some 59.3 per cent of respondents were in Kazakhstan for the first time for work, while repeat migrants had been to Kazakhstan mostly between one and five times. In agriculture and trade and catering, most respondents had been to Kazakhstan two or three times. In the relatively smaller group of construction-sector migrant workers, respondents were mostly second- or third-time visitors.

In the region of *South Kazakhstan*, the labour market increased by 25.4 per cent from 2001 to 2005. South Kazakhstan produced 4.7 per cent of the country's GDP in 2005. Migrant respondents in this region were mostly from construction and agriculture; the majority, 66.4 per cent, were in Kazakhstan on their first trip for work. Slightly over half of the respondents in agriculture had been to Kazakhstan once, and 31.5 per cent had been to Kazakhstan twice previously. The term of migration for 37 per cent of agricultural migrant workers was about seven to nine months, coinciding with the long growing season there. A further 25 per cent stayed from four to six months. In construction, 61.1 per cent stayed from seven to nine months, from those 44 per cent were on their second visit to Kazakhstan for work. A further 33 per cent were on their third visit.

Substantial growth in labour markets may be an important link to the growth in the number of migrants given the low 2006 unemployment rate of 7.9 per cent. The survey indicates that first-time migrants form the majority of those arriving to work in Kazakhstan. This suggests that, where large increases in the labour market are occurring, first-time migrants to Kazakhstan will be strongly represented among those arriving to fill vacancies. The reverse may also be true: where the labour market is contracting, fewer first-time migrants will be attracted. Indeed, the lowest rates of first-time migrants in the regions above were noted in Pavlodar, where the labour market contracted.

The survey data presented in this subchapter allows us to hypothesize that, where the regional economy and its sectors are healthy and growth is rapid, unemployment is likely to be low, the labour market is likely to expand, and, at the same time, a shortage of labour is more likely. In these conditions, migrants are drawn by potentially higher wages and/or more easily available employment. This hypothesis might not hold true across all regions, but the large numbers of first-time migrants in high-growth Almaty and Astana and the low share of first-time migrants in Pavlodar suggest this regional dynamic was at play at the time of this survey. These migrant flows would not be diverted to other less-developed areas or to other sectors of the economy by means of restrictive law-enforcement measures, but would only cause an increase in the share of irregular migrants in the respective branches and regions.

Regarding planning and provision of services, this regional data also suggests that the need for services, information, language or other training will be greater in areas with larger numbers of first-time migrants.

3. Labour Market and Migration

Economic growth in Kazakhstan was strong in the years leading up to the survey, with GDP growth from USD 22.2 billion in 1997 to USD 103.8 billion in 2007.⁶ Annual GDP growth was 9.7 per cent in 2005 and 10.7 per cent in 2006. Given the low unemployment rates at the time of the survey, migrant workers were an important factor in this growth, providing needed labour that contributed to the Kazakhstan's competitive position. Though the labour market has attracted increasing numbers of migrants⁷ in recent years, there is relatively little detailed information about their participation in the labour market, particularly for those who have an irregular status. The results of the migrant survey were analysed for indications regarding the structure of this labour market for migrant workers, the characteristics of migrant workers in various sectors, and the possible segmentation of the labour market for migrant workers.

Summary of Findings

With Kazakhstan's rapid economic growth during the period of this survey, migrant workers played an important role in alleviating potential bottlenecks in the economy that result from a shortage of workers. The large proportion of relatively young migrants indicates that this group is mobile and can respond to labour demand. While there is some perception of competition with locals in some industries and locations, most migrants did not believe this to be the case or found it difficult to evaluate if they were competing for positions. In providing labour for Kazakhstan's economy, migrant workers make both ailing and high-growth sectors more competitive by providing critical economic input without excessive wage inflation.

The analysis of the labour market for migrant workers in Kazakhstan focuses on the four leading sectors where migrants tend to cluster. Of these sectors, the highest wages appear to be paid in construction. Comparisons with nationals in the same jobs seem to imply that wage differentials are widespread between locals and foreign workers. It appears that some labour-market segmentation may exist, as migrants are more readily employed in sectors such as agriculture where employment provides relatively unfavourable wages and working conditions as compared to Kazakhstan's economy overall.

Labour-market segmentation is also pronounced for women who earn consistently and sometimes dramatically lower wages than their male counterparts across industries, thereby indicating limited access to advantageous employment opportunities. There are returns to education seen in remuneration, but they are inconsistent, and wages remain well below the average pay for locals.

The phenomenon of concentrations of migrant workers, sometimes from the same country of origin, was noted in some places and industries where the migrant survey was fielded. While this phenomenon of clustering by nationality is limited, it does suggest that it will be fruitful to pursue bilateral collaboration with migrant-sending countries and that language-appropriate communication campaigns may provide great value in terms of helping migrants adapt to local conditions in Kazakhstan.

Finally, working conditions that circumvent labour and migrant rights were frequently identified by both employers and migrants surveyed. In this regard, the absence of a labour contract, wage and working-hour abuses were pervasive in all sectors analysed. In some ways, that so many employers identified payroll savings as a motivation for hiring migrants, and the fact that working conditions violate their labour rights would indicate the presence of a secondary labour market. This data corresponds to the theory of labour-market segmentation, as noted below.

3.1 Structure and Segmentation in the Migrant Labour Market in Kazakhstan

Prior to examining labour-market structure and segmentation, it is important to define at the outset the goals of this analysis. The survey data should provide information regarding labour-market structure for migrant workers, specifically the sectors and entities where migrants are working and the wages and conditions of employment in particular. Analysis of the survey for labour-market segmentation is more complex. In describing labour markets as segmented, economists will usually describe a market where there are two tiers of jobs. In the first tier, often referred to as the primary sector, the jobs are less cyclical and more stable. In the second tier, jobs may be very dependent on business cycles.

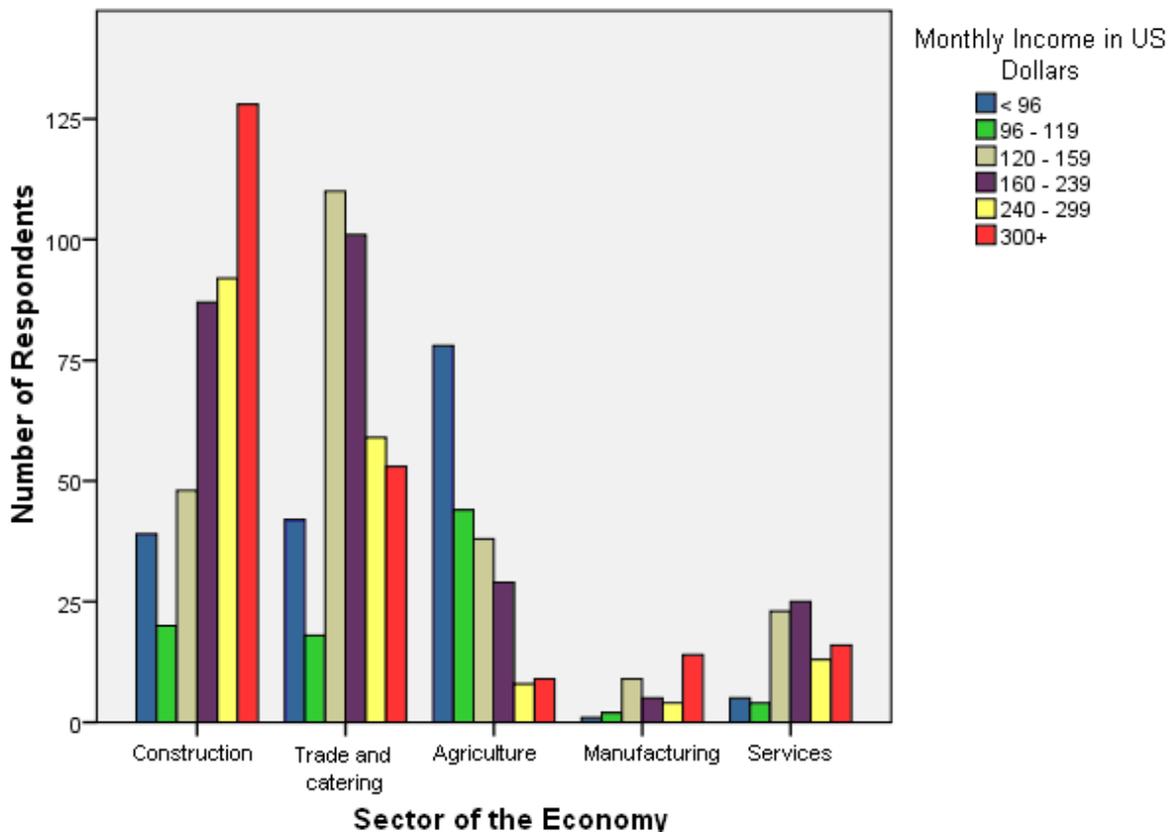
Some economists describe migration and migrant workers as a kind of buffering process; migrants flow into the economy to fill the more cyclical, less stable second-tier jobs. In turn, this helps stabilize and secure first-tier jobs for local non-migrant workers.⁸ This duality can be thought of quite simply as a first layer of jobs that provides better conditions and returns, including higher wage levels and other rewards, for workers than does a second layer. Many other analysts feel that this model is insufficient and that rural jobs need to be placed in a different category, resulting in segmentation between rural and urban and between jobs with better and worse conditions and compensation in these categories. Of course, the reality of most labour markets is much more complex than any of these classifications. A variety of jobs within particular sectors and any number of factors contribute to job conditions, job quality, job stability, and job instability. Therefore, it is difficult to determine definitively the degree to which labour-market segmentation exists. Nevertheless, the OSCE/UNESCO data gives us interesting initial indications in this regard. For this report, data were explored on the basis of several factors to see if migrants cluster by industry, enterprise type,

enterprise ownership, or other variable. Wage differentials between locals and migrants, by gender, and by education were also analysed.

3.2 Sectoral Analysis and Wages

Migrant responses regarding what type of entity employs them clustered almost entirely in two categories: private enterprises or firms and working with individuals in private households. The surveyed migrants were employed, for the most part, in the small number of sectors where the majority of migrant workers in Kazakhstan are working: construction, agriculture, trade and catering. An examination of wages in these sectors shows a diverse and interesting distribution of wage levels indicated by the migrant survey results. Figure 4, “Monthly Remuneration Levels by Sector of the Economy”, shows the remuneration levels in US dollars for survey respondents in these sectors.

Figure 4: Monthly Remuneration Levels by Sector of the Economy



Source: OSCE/UNESCO Migrant Survey

Number of respondents: 1141

Wages are higher in relatively healthier sectors of the economy than in those with slower growth. For example, the agricultural sector has declined as a percentage of GDP in Kazakhstan relative to other

sectors while, overall, the agricultural sector grew an average of 3.7 per cent annually from 1996 to 2006, with 7.1 per cent growth in 2005 and 6 per cent growth in 2006.⁹ The agricultural sector is reported to have the lowest average wages of any sector of the economy¹⁰ even in wealthy regions of the country.¹¹ The migrant survey findings corroborate this with monthly wages reported by respondents in the agricultural sector skewed towards the lower end of the analysis at less than USD 96 per month. Following this same logic, wages cluster at the high end of the scale among survey respondents in construction, a growing and healthy sector at the time of the survey.

3.3 Gender Analysis and Wages

A gender analysis of wage data from the migrant survey shows that women receive significantly lower remuneration than their male counterparts. Data analysed by sector and gender show that women, who comprise only 30.5 per cent of the overall sample, are underrepresented in some of the largest migrant-employing sectors and overrepresented in others. In the construction sector, for example, only 1.9 per cent of the respondents to the migrant survey were women. Employment rates of women among survey respondents are higher in the next three largest migrant-worker-employing sectors of agriculture, services, and trade. All of these sectors exhibited a pattern of lower wages for women than for men.

This pattern was pronounced in agriculture. Here, 31 per cent of survey respondents were female. For women in the agricultural sector, 62.5 per cent reported wages of less than USD 96 per month, while only 26.8 per cent of male respondents in the agricultural sector reported wages this low. Another 18.8 per cent of women reported wages in agriculture between USD 96 and USD 119, and the remaining 18.7 per cent earned above that. For men in agriculture, wages were more evenly distributed: 22.5 per cent earned USD 96-119 per month; 23.2 per cent earned USD 120-159 per month, and another 19 per cent earned USD 160-239 per month. For both male and female migrants, few earned monthly incomes of higher than USD 240 per month in the agricultural sector. See Figure 5, “Agricultural Sector - Remuneration for Men and Women”.

This type of wage clustering at very low levels was less pronounced for women in the trade and catering sector, where migrant women represented 51.7 per cent of the sample respondents. Wages for women in trade and catering were distributed at higher levels than in agriculture, with 31.3 per cent of female respondents earning USD 120-159 per month, and 27.3 per cent of women earning USD 160-239 per month. Nevertheless, remuneration for women was still consistently lower than for men. More men earned wages at the higher end of the scale. Of the 15.4 per cent of all respondents in the trade sector who earned USD 240-299 per month, 59.3 per cent were male. Of the 13.8 per cent of all respondents in the trade sector who earned USD 300 or more per month, 71.7 per cent were male.

This analysis corroborates other studies¹² showing how labour markets across Kazakhstan generate lower wages for women than for men.

3.4 Concentrations of Migrants and Ethnic Groups

Concentrations of migrants were explored in the survey data, including but not limited to whether local labour shortages exist in particular industries and whether factors facilitating the entry of migrants into particular areas of the labour market exist. Broad indications were given by a number of experts interviewed in relation to the survey that there is a prevalence of migrant workers in the sectors of construction and agriculture. When examined regionally, expert respondents identified the construction sector as employing predominantly migrants in Akmola, Almaty, Mangistau, Karaganda, and Zhambyl. The survey responses analysed by region do not clearly support the presence of a migrant concentration in the construction sector for all of these locations. While the data shows that migrants do work with mostly other migrants in these regions in construction, a number of respondents indicated that they work in an environment consisting of both migrant and local workers.

In fact, the only region where more than 80 per cent of respondents indicated that they worked mostly with other migrants was in West Kazakhstan, where 83.9 per cent of respondents in construction worked with other migrants of the same ethnicity.

Experts surveyed also identified agriculture as a migrant niche in Zhambyl, East Kazakhstan, and South Kazakhstan. However, the two locations where more than 80 per cent of respondents in the agricultural sector indicated that they were working mostly with other migrants were South Kazakhstan, with 84.7 per cent, and Almaty, with 95.1 per cent. Thus, the survey data shows very high concentration of migrants in the agricultural and construction sectors but in a limited number of regions. Further research would be needed to better understand the labour dynamics in these sectors.

Exploration of data regarding how migrants obtain employment may explain some of this clustering. If employment is found through social networks of friends, relatives, or acquaintances, one expects to find a concentration in various sectors or regions of people from particular places of origin, family groups, and social networks that give rise to these relationships.

A labour market that displays diverse and numerous ways of obtaining employment will likely be more responsive to employer needs and migrant skill sets. In turn, this would likely result in migrants having access to a larger variety of positions more tailored to their individual skills.

According to the survey, 72.7 per cent of respondents indicated that they obtained employment through a friend, acquaintance, or relative. On the other hand, 25.7 per cent found employment through a private mediator who may or may not rely on connections to friends, acquaintances, or relatives to find clients. Far fewer, 0.9 per cent, found employment through official services, and 2 per cent found employment through private employment firms. Perhaps reflecting the state of communications development in the region, 2.9 per cent found their employment opportunity through a vacancy notice in a newspaper, while only 0.2 per cent found vacancies online. These results indicate that personal connections are the most prevalent vehicle by which employment is obtained.

Table 2: Channels for Migrant Job Searches in Kazakhstan by Country of Origin (Percentage of Respondents)

<i>How did you find a job in Kazakhstan? (multiple answers possible)</i>	<i>Country of Origin</i>						
	<i>Tajikistan</i>	<i>Uzbekistan</i>	<i>Kyrgyzstan</i>	<i>Turkmenistan</i>	<i>Russian Federation</i>	<i>South Caucasus*</i>	<i>Ukraine, Belarus, Moldova</i>
With the help of relatives, friends, or acquaintances	81.0	68.3	82.1	73.7	63.7	82.8	47.4
With the help of a private mediator	28.6	30.4	21.9	10.5	17.1	17.2	26.3
Through official services (immigration service, employment agencies, etc.)	0.0	0.7	0.4	0.0	4.1	0.0	0.0
With the help of private employment firms (job exchanges, etc.)	2.4	2.0	1.8	0.0	2.7	1.7	5.3
With the help of a tourist agency	0.0	0.0	0.0	0.0	0.7	0.0	0.0
Found a vacancy in a newspaper	4.8	2.0	2.9	5.3	7.5	1.7	5.3
Found a vacancy on the Internet	0.0	0.1	0.0	0.0	1.4	0.0	0.0
Other	2.4	4.8	4.2	15.8	6.8	1.7	10.5

* Armenia, Azerbaijan, Georgia

Source: OSCE/UNESCO Migrant Survey

As more detailed results from Tables 2 and 3 indicate, the majority of migrants from every country of origin and across all sectors of the economy rely on the help of relatives and friends to find employment abroad. More than 80 per cent of migrants from Kyrgyzstan, Tajikistan, and the South Caucasus used this channel, while many workers, including 30.4 per cent of Uzbekistanis, found jobs with the help of private mediators. Only migrants from the Russian Federation reported the use of official employment services to secure a job placement, and this was very limited. In terms of sectoral differences, the role of private mediators was found to be the strongest in agriculture (38.6 per cent) and construction (33.3 per cent), although migrants in all the sectors of the economy still primarily found jobs with the help of friends and relatives. In the manufacturing sector, the survey identified the highest shares of job placements through official services (10.3 per cent), private employment firms (5.1 per cent), and through newspaper advertising (7.7 per cent).

Table 3: Channels for Migrant Job Searches in Kazakhstan by Sector of the Economy (Percentage of Respondents)

<i>How did you find a job in Kazakhstan? (multiple answers possible)</i>	<i>Sector of the Economy</i>				
	<i>Construction</i>	<i>Trade and Catering</i>	<i>Agriculture</i>	<i>Manufacturing</i>	<i>Services</i>
With the help of relatives, friends, or acquaintances	66.9	79.1	73.4	59.0	72.1
With the help of a private mediator	33.3	13.5	38.6	12.8	22.1
Through official services (immigration service, employment agencies, etc.)	0.0	0.4	2.1	10.3	0.0

With the help of private employment firms (job exchanges, etc.)	1.9	1.9	1.7	5.1	1.9
With the help of a tourist agency	0.0	0.2	0.0	0.0	0.0
Found a vacancy in a newspaper	1.9	3.0	1.4	7.7	5.8
Found a vacancy on the Internet	0.4	0.0	0.0	0.0	0.0
Other	1.9	6.7	5.2	5.1	8.7

Source: OSCE/UNESCO Migrant Survey

An examination of ethnic origins of workers may further explain some clustering of migrants. The phenomenon of migrants working with others from their own country of origin often eases barriers to participation in the labour market in Kazakhstan by removing language as an impediment to participation. This is likely to hold true even more frequently in firms where both migrant workers and the employer are nationals of the same country.

Indeed, significant numbers of survey respondents work mostly with their own countrymen, which is an interesting pattern. For example, workers from Kyrgyzstan form a large group of respondents in the survey, 53.7 per cent of whom indicated that they work mostly with others from their own country, while 29.3 per cent of these also work in an entity owned by a co-national. When examined by sector, the phenomenon of working in a mostly co-national migrant environment for the Kyrgyzstani was most prominent in agriculture and trade. The shared border in the south of Kazakhstan likely has a strong role in the prominence of Kyrgyzstani nationals in these two sectors.

In contrast, Uzbekistan nationals were the largest group of migrants responding to the survey, and 43.5 per cent of them worked in entities with mostly migrant workers from their own country; however, only 8.9 per cent worked in an enterprise owned by an Uzbekistani. When examined by sector, the phenomenon of working with other migrants from the same county of origin was most prominent in construction, trade and catering, and services. This may suggest policy responses such as increased bilateral co-operation to manage migration with the two largest migrant-sending countries, Uzbekistan and Kyrgyzstan. In addition, the provision of special resources to facilitate migration of workers in construction and agriculture would utilize these workers more efficiently.

3.5 Perception of Labour-Market Competition

When survey respondents were asked if they felt competition with locals in their work, the responses were mixed: 29.9 per cent said that locals did not want to do their work; 36.5 per cent admitted “some competition with locals”; and 33.4 per cent found it “hard to say”. When these responses were further disaggregated by sector, responses were mixed in all sectors. At 44.3 per cent, agriculture had the highest percentage of respondents who felt locals did not want their jobs. Correspondingly, this sector had the lowest rate of respondents, 22.5 per cent, who said they “did not know”.

These responses indicate that there are many jobs that would go unfilled if foreign migrant workers were not available to fill the positions. When examined by region, this need for migrant workers is particularly highlighted in construction in Mangistau, trade in Astana, agriculture in Almaty and Zhambyl, and services in Uralsk. See Annex III, “Do You Feel You Are Competing with Local Workers?”. This point is important to underscore that migrant workers contribute critical and needed human resources to Kazakhstan’s economy. It also shows that, at the same time, there are a number of migrants who perceive that they are competing with local workers for positions.

3.6 Analysis of Employer Incentives to Utilize Migrant Labour

Employers in the sample indicated a variety of motivations and incentives for hiring migrant labour. Of the 249 employers surveyed, 76.2 per cent indicated that they used migrant labour. An additional 6.9 per cent said they did not currently use migrant labour but had used it in the past. Those employers that *did* hire foreign workers were asked to identify a variety of reasons why they employed skilled and unskilled foreign workers. Some of the reasons identified potentially conflict with Kazakhstan’s Labour Code, which requires that employers, for example, pay a minimum wage, provide social-security payments, and provide vacation and sick leave.¹³ The most frequent reasons identified were that “locals demand higher remuneration” and that “foreign workers can work longer hours”. Employer respondents cited a shortage of qualified local staff less frequently as a reason for hiring unskilled migrants than for skilled migrants (10 per cent versus 30.7 per cent), indicating that there may be a labour shortage in some higher-skill areas. See Table 4 for more detail regarding motivations for hiring skilled and unskilled migrant workers.

Table 4: What Are Your Reasons for Employing Skilled and Unskilled Migrant Workers?

Unskilled	Skilled	Motivations for Hiring Migrant Workers
45.5%	30.7%	Foreign workers can work longer, work overtime, etc.
45.5%	37.0%	Locals demand higher remuneration for their work.
34.9%	20.1%	Migrants can be hired for the time they are required.
34.4%	11.6%	Locals do not want to do this job.
32.8%	20.6%	Locals have a lower level of work ethic.
24.9%	15.3%	It is possible not to make social-security payments.
19.0%	11.6%	Lower expenses for vacation and sick leave.
10.0%	30.7%	Shortage of local staff with needed qualifications.

Source: OSCE/UNESCO Migrant Survey

When asked if they faced problems as a result of hiring foreign workers, employers provided a variety of responses. The most common problem, identified by 29 per cent of employers who employ migrant workers, is that they had more encounters with law enforcement. In addition, 68.4 per cent of employers had experienced checks by the police at their place of work in the previous three years. Of those employers who had experienced checks, 23.6 per cent indicated that they paid fines. When asked about the advantages and disadvantages of employing foreign workers, the answers ranged widely. The most common advantage identified was the low cost of hiring foreign migrants, followed by qualifications, and high working skills.

Many employer responses suggested that there were various economic advantages to be gained by hiring migrant workers. These responses indicated indirectly that it is seen as an advantage to hire migrants outside the formal system of labour regulation for the following reasons: to avoid taxes, to hire without concluding a labour contract, to deploy workers under any conditions, to hire and fire workers at any time, to employ workers without fixed working hours, to avoid the legalization process, and to break contracts with ease. The most common disadvantages of hiring foreign workers cited by employers were related to registration and permits. This pattern suggests that migrants are at significant risk of having their labour rights violated.

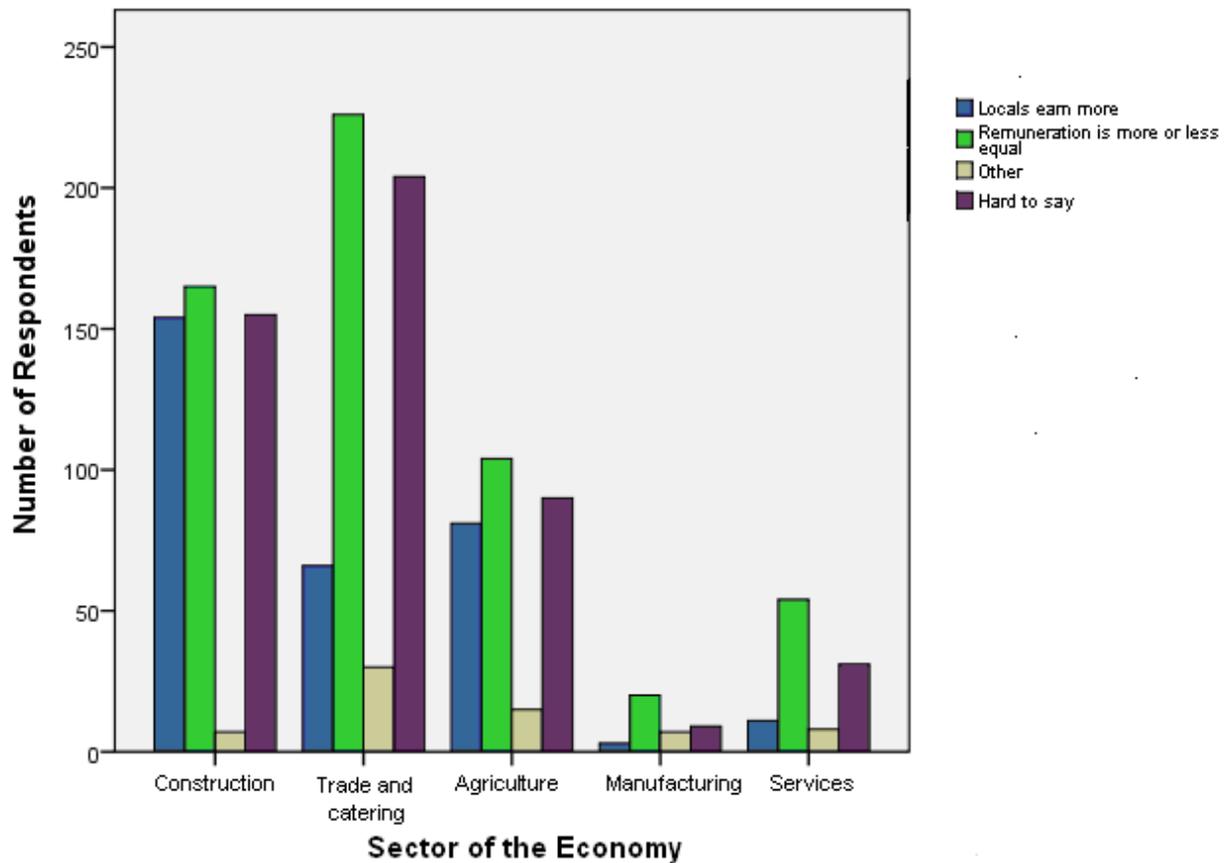
Firms that *did not* employ foreign workers were asked if they had adequate job candidates to fill vacancies from among unskilled and skilled pools of local workers, internal migrants, and foreign workers. Some 65.5 per cent of these firms indicated that local workers fulfilled the needs of their enterprise. Many of these employers, 43.1 per cent, indicated that they prefer not to hire foreign workers because of difficulties with their legalization.

3.7 Employer and Migrant Perceptions of Remuneration Differences between Kazakhstani Citizens and Migrants

Employers surveyed estimated that average wages for migrants were consistently lower than those either for local workers or for internal migrants within Kazakhstan. The estimated gap was larger for unskilled workers than for skilled workers. Correspondingly, the wage gap was also smaller between internal migrants from within Kazakhstan and foreign migrants. Employers in the survey were asked to suggest prevailing wages for skilled and unskilled local workers, internal migrants, and foreign workers. According to the respondents, a foreign skilled worker received a salary that was, on average, 88.6 per cent of that of local workers and 97.3 per cent of that of skilled internal migrants. For unskilled foreign workers, respondents indicated that the average wage would be 82.1 per cent of that of a local worker and 88.3 per cent of that of an unskilled internal migrant.

Migrant workers were also surveyed to ascertain their perceptions regarding equal pay for equal work as compared to locals. This question, like similar questions regarding perceptions of competition between locals and migrants for jobs, looks at potential sources of tension between local and migrant worker populations. The question was structured to identify whether migrants thought locals earned higher wages for doing the same job, whether locals earned about the same, or whether it was “difficult to say”. Of those surveyed, 21.2 per cent said that locals earned more, 40.2 per cent suggested that locals earned the same as migrant workers, and 33.7 per cent responded that it was “hard to say”. However, the construction and agricultural sectors both had relatively larger percentages of respondents, 32 per cent and 27.9 per cent, respectively, who believed that locals were paid more than foreign migrants. See Figure 5 below for more detail.

Figure 5: Is There a Difference between Remuneration for Foreign Migrants and Local Workers for the Same Job?



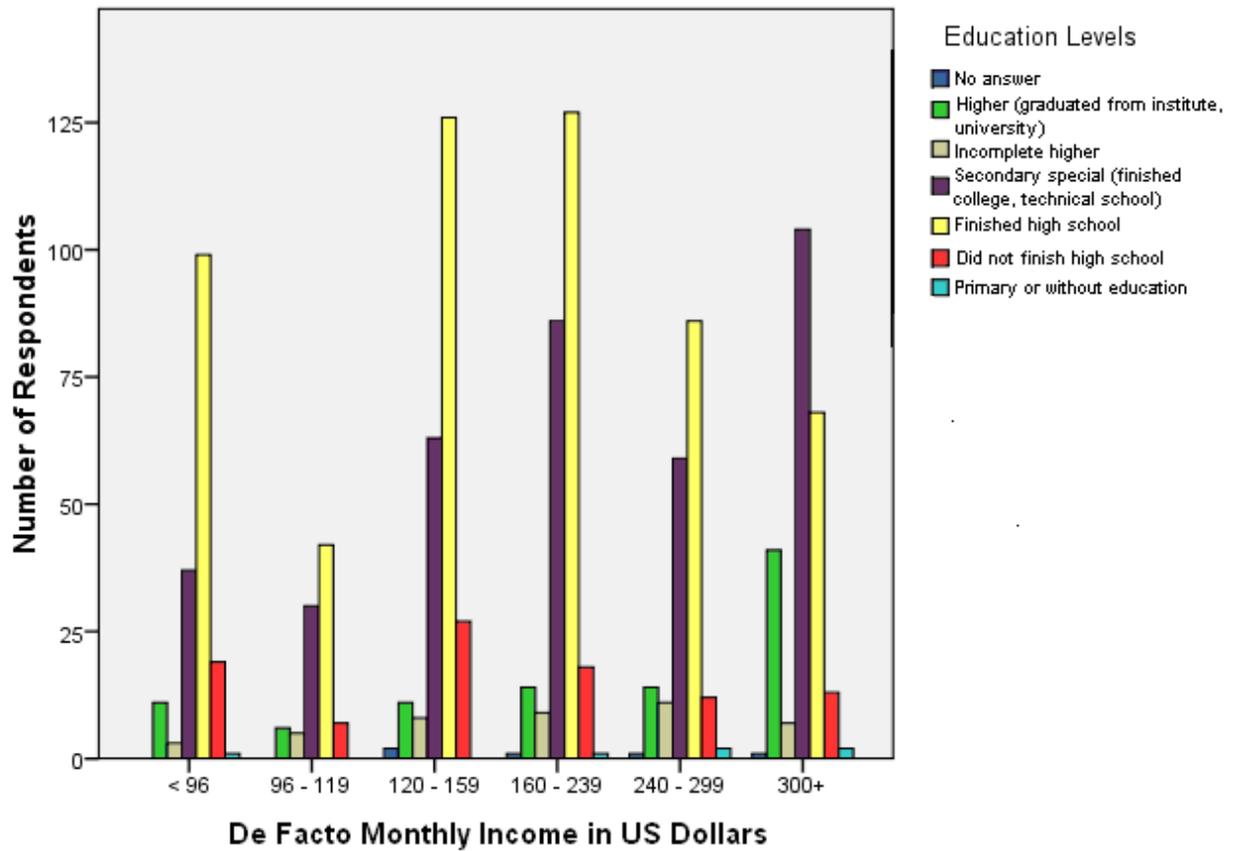
Source: OSCE/UNESCO Migrant Survey

3.8 Remuneration and Education

In a segmented labour market, the expectation is that the remuneration of migrants will not necessarily be responsive to qualifications such as education. The migrant survey shows a mixed responsiveness in this respect. An analysis of education levels and monthly income received by migrants¹⁴ shows that those with higher education tend to cluster towards the upper end of the income scale for the sample: 42.3 per cent of those who had completed higher education earned more than USD 300 per month. Those who finished a special secondary school, indicating technical or other specialized training, also earned a higher income, with 27.4 per cent receiving a monthly income in excess of USD 300 per month.

At the same time, there is no clear correlation between wages and other educational categories, particularly for lower levels of education such as unfinished secondary or primary education. See Figure 6, “Education and De Facto Monthly Income in US Dollars”.

Figure 6: Education and De Facto Monthly Income in US Dollars



Source: OSCE/UNESCO Migrant Survey

4. Regular and Irregular Labour Migration in Kazakhstan – Migrant and Employer Perspectives, Legal Infrastructure, and Paths to Improvement

The irregular status of migrants is a serious issue in Kazakhstan, and there is a lack of information as to the scope of the problem. The government of Kazakhstan implemented a regularization campaign from August to December 2006, which took place within approximately the same time frame as the migrant survey. This regularization campaign allowed almost 170,000 migrants to gain legal status. However, the survey results make clear that the scope of the problem is far larger given the percentages of both first-time and repeat irregular migrants in the sample. Survey results suggest that promoting regular migration will require ongoing efforts from the government, as well as regulatory and policy changes to achieve lasting improvements.

Before exploring the views, experiences, and opinions represented in the survey data, it is important to summarize some of the salient aspects of the legal requirements faced by migrant workers and their employers. For migrant workers who achieve regular status, meaning they have the required work and residency permits along with registrations, there are numerous steps that must be undertaken by the migrant and the employer. Not all migrants and not all employers attempt or successfully complete the process to gain regular status for migrant workers in Kazakhstan.

Summary of Findings

The legislative and survey analyses show that the legal processes that form the basis of Kazakhstan's migration system offer several opportunities for improvement. At the time of this survey, the system was a barrier to the smooth attraction and employment of needed foreign workers for employers. With these barriers to formal, legal employment in place, labour markets become increasingly dysfunctional, and the likely result is that the informal labour market will continue to grow. Informal labour markets, in turn, allow for significant violations of migrants' rights.

Migrant workers themselves are disempowered in this process because the process of regularization is almost entirely dependent on the employer. In addition, they have little access to information about policy or even about their own legal status. There are few opportunities available for them to control or improve their own migration or working status.

For the employer, the combination of a lack of clarity in the process, a number of disincentives to employ migrant workers through regular channels, and the large concentrations of irregular migrant workers in particular sectors result in labour-market distortions of such magnitude that employers may perceive the regular employment of migrants as a competitive disadvantage.

If not corrected, these distortions in the labour market will result in further growth of the employment of irregular migrants. Indeed, these conditions have led to a sub-optimal situation where employers are more likely to hire workers without proper permits and licenses, and workers are more likely to accept irregular status. This leads to a higher likelihood of abuse to the detriment of both migrant workers and Kazakhstan's economy and society at large.

To understand the process of attaining regular status in general, and to understand the determinants and implications of regular and irregular status specifically, a brief overview of the key steps required for legal migration and legal working status are warranted.

4.1 Requirements for Regular Status

There are a number of elements that are required in order for migrant workers to have regular status. These include proper immigration documentation, valid registration, proper licensing, and work permits. The responsibility for carrying out each element of this process varies, but much of the process is dependent on the employer. The key steps in the process are summarized as follows and were valid as of the time of the survey:

- **Migration card:** All migrants over the age of 16 should be issued a migration card when they enter Kazakhstan. This card must be handed to the migration authorities when migrants depart.¹⁵ This document is considered to be documentation of a legal border crossing, given the visa-free regime for migrants from the CIS.
- **Registration:** Migrants are required to register their place of residence in Kazakhstan. At the time of the survey, migrants could receive a registration stamp at the border upon arrival in Kazakhstan, but if they did not, they would be legally required to register within five days of arrival. As of early 2007, registration was no longer available at the border. Registration is an administrative requirement for migrant workers, and its absence alone does not make a migrant irregular, though other rights and entitlements are tied to registered status.
- **Licence and work permit:** For a migrant to have legal employment in Kazakhstan, he/she must have a work permit. To legally hire a migrant worker, an employer must obtain both: 1) a licence permitting him/her to hire foreign citizens; and 2) a separate work permit for each foreign worker. While migrants do not control the processes for obtaining either the licence or the permit, they are nevertheless held accountable for their own legal work status. In other words, migrants suffer legal consequences if found to be working without legal status.

Each region of Kazakhstan is allotted a quota of migrant workers. Mayors' (*akimat*) offices (both city and oblast) issue licenses and permits for hiring workers within the limits of the applicable quota. While there are some variations, the process at the time of the survey included the following steps:

i. Preliminary step: Three months before applying for a permit, the employer advertises vacancies, conducts a process looking for Kazakhstani citizens to fill the vacancies, obtains certification from the mayor's office that vacant positions are available, and collects the applications made from the regional database of the Committee on Migration of the Ministry of Labour and Social Protection.

ii. Application: Following a preliminary effort to fill the position with domestic workers, the employer may apply to the mayor's office for official permission to procure and employ foreign workers. A number of documents are necessary at this stage, including:

- ◆ An application indicating the number of foreign workers sought, broken down by professions and qualifications;
- ◆ Qualification requirements for each position;
- ◆ Justification of the necessity of additional qualifications;
- ◆ Certification that positions were posted in the mayor's office's regional database;
- ◆ Search results for vacant positions run on the labour-market database;
- ◆ Original copies of advertised vacancy notices from state and local periodicals;
- ◆ If citizens of Kazakhstan have applied, justification for their rejection;
- ◆ Sufficient justification for the number of foreign workers for whom permission is being requested.

iii. Official review: The review of the application is done by the mayor's office and is in two parts: the first is a review of the documents obtained by the mayor's committee on the issue of permits for the employment of foreign labour. This may last up to 10 days. The second step is notification to the employer, which may take up to five days.

iv. Permit issuance: During this stage, the permit for procurement and employment of foreign labour must be issued within one month of the notification of approval provided in step iii.

v. The next stage comprises several activities following the issuing of the permit. This stage may last no more than three months and should include:

- ◆ Concluding employment agreements with foreign workers;
- ◆ Paying for insurance and a security deposit for each foreign worker at his/her own expense to a bank situated on the territory of Kazakhstan; and
- ◆ Registering foreign workers and submitting the documentation to the mayor's office for certification. Registration requires the employer to submit a variety of information and a number of documents for each worker.

vi. The final stage of the permit process is certification and registration of foreign employees. The mayor's office must introduce the information into the register of work permits issued to foreign nationals, at which point the permit is valid.

Some challenges are evident in this system from a legal perspective and a priori to examining the survey data. These challenges arise both from lack of clarity or flexibility in the process, which can be a barrier and a burden for those who would like to hire migrant workers through the regular process.

At the second stage of the application, there is a great deal of uncertainty and government discretion as to the actual requirements, including not only the presentation of documents regarding the vacancy, but also the provision of skills training for citizens of Kazakhstan to prepare them to fill the position.¹⁶ This uncertainty can be a deterrent for employers.

All of the requirements cited above must be met for migrants to be considered fully regular. Irregularity comes from various combinations of factors related to the above steps. Employers and migrants may manage to fulfil some of these steps and not others, resulting in shades of variation in irregular status. There are a number of potential improvements in the various processes and requirements needed for migrants to obtain and maintain regular status; some of these suggestions are found in the conclusions to this report.

4.2 Results of the Employer Survey

The results of the employer survey reveal some of the motivations and challenges to employers in hiring decisions regarding migrant labour. When employers were asked about the system for obtaining a licence and that for obtaining a permit, only 26.8 per cent and 35.9 per cent thought the licence system or permit system, respectively, were acceptable. Some 59.9 per cent thought the *licence* system was “too complicated and/or unnecessary”, while 53.9 per cent of respondents thought that the *permit* system was “too complicated and/or unnecessary”.

When examined by sector, employers in agriculture, construction, trade, and services predominantly noted the complexity of the licensing and permit systems and did not see their utility. This perception was particularly strong for construction. Here, 68 per cent of employers indicated that licensing was overly complex and not needed, while 54.1 per cent indicated the same for permits. In trade, the response was also very strong, with 60.3 per cent noting that licensing was excessively complex and that it did not serve a clear purpose, while 56.8 per cent indicated the same for the system for obtaining a permit. For employers who did not have the licence or permit for employing migrant workers, the most commonly indicated reasons preventing them from obtaining permits and licences were: 1) “it takes a lot of time”, and; 2) “it is more profitable to employ migrant workers unofficially”.

The above section suggests the need to improve and streamline the system for obtaining licences and permits; it also suggests that the licensing system has the greatest need for improvement.

When asked about the advantages of possessing a licence and permit to employ foreign workers, 22 per cent of employer respondents indicated that there were no advantages. However, when the question pointed to specific advantages resulting from possessing a licence and permit the answers were the following:

- ◆ 61.7 per cent identified the possibility to work legally and not be afraid of checks;

- ◆ 24.2 per cent thought it made it easier to look for employees;
- ◆ 24.2 per cent identified more legal guarantees;
- ◆ 17.7 per cent identified more chances to keep a good worker;
- ◆ 16.9 per cent identified more possibilities to monitor a worker.

The survey also shows that 23.6 per cent of employers paid fines for illegally employing migrants in the three years before the survey, with the highest percentages of fines in construction, 32.8 per cent, and agriculture, 31.6 per cent.

Employers were also asked for their opinion as to why many employers hire migrant workers without fulfilling official requirements and procedures, and:

- ◆ 61.3 per cent responded that it was so employers could avoid paying social taxes;
- ◆ 56.5 per cent responded that it was because they would be able to pay migrants less;
- ◆ 56 per cent responded that it would be possible to not have employment contracts and that remuneration could be paid unofficially;
- ◆ 39.5 per cent responded that it was because it would be easier to fire a migrant or replace a migrant with another worker;
- ◆ 31 per cent responded that it was because it would be easier to avoid meeting the terms of employment contracts and to force workers to work more, etc.;
- ◆ 29.4 per cent of those who suggested an additional opinion thought that it was “a lot of fuss and trouble” or that the system of registration was too complex;
- ◆ 16.9 per cent thought it would be easier to punish workers for disciplinary violations.

Data from the migrant survey data confirms some of the employer responses. For example, the survey shows that irregular migrant workers in the sample are paid less, with a 19 per cent average wage differential between irregular migrants and those with regular employment status. The highest wage differential is in manufacturing, where regular workers have wages on average 25 per cent higher than do irregular workers. In the construction and agricultural sectors, wages show a 10 per cent differential between regularly and irregularly employed migrants.

Table 5: Types of Contracts with Skilled and Unskilled Migrant Workers

Type of Contract	With Unskilled Migrants	With Skilled Migrants
Written labour contract	8.5%	33.6%
Written civil contract	2.4%	3.4%
Contract with a mediator	18.9%	11.4%
Oral agreement	62.8%	49.7%
Other	7.3%	1.3%

Source: OSCE/UNESCO Employers Survey

Respondents to the employer survey indicated that most of their contractual relationships with both skilled and unskilled migrant workers were based on oral agreements rather than written labour contracts:¹⁷ 49.7 per cent of employers had oral agreements with their skilled workers, and 62.8 per cent had oral agreements with their unskilled workers. Skilled migrants tended to have written labour contracts more frequently, with 33.6 per cent having written contracts as opposed to only 8.5 per cent of unskilled migrants. Mediator contracts were also a significant form of contractual arrangement,

with 18.9 per cent of employers using mediator contracts for unskilled labour and 11.4 per cent for skilled labour. The absence of written contracts creates a risk for migrants given that the labour contract is the primary means of establishing the terms of employment. The results of both the employer and migrant surveys indicate that the absence of written labour contracts was highest in the services, trade, and agricultural sectors, and the lowest in manufacturing. In terms of country of origin, around three-quarters of migrants from Central Asia only had oral contracts, while 43.3 per cent of migrants from Russia reported having a written contract.

4.3 Results of the Migrant Survey

Among migrants surveyed, the vast majority, 77.7 per cent, reported having a migration card. However, registration at their place of residence in Kazakhstan was reported for 66.1 per cent of respondents. Of those with registration, 38.3 per cent reported that they obtained it at the border; 45.1 per cent indicated receiving it from the police or migration police; 17.7 per cent received it with the assistance of their employer; 8.2 per cent with the help of an acquaintance or friend; and 0.7 per cent with the assistance of a mediator or commercial firm. Of those who were registered, 62.1 per cent reported that it took up to five days to register, while 8.6 per cent reported a duration of six to 10 days. Some 10.6 per cent indicated that the process of registration took longer than 10 days.

Among registered migrants, there was variation in their perception of the advantages of registered status. They identified a variety of advantages:

- ◆ 58.3 per cent responded that it helps them avoid fines from police on the street;
- ◆ 47.7 per cent responded that it makes it easier to get a job;
- ◆ 17.3 per cent responded that it improved access to medical care;
- ◆ 11.9 per cent did not think that registered status brought them advantages;
- ◆ 2.6 per cent responded that it increased their calmness or self-confidence;
- ◆ Small numbers also suggested freedom of movement, access to education and services.

Among the 32 per cent of migrants that reported being without registration, 25.8 per cent had the perception that the absence of registration made their position in Kazakhstan significantly worse; 38.9 per cent had the perception that it made their position slightly worse; and 35.3 per cent indicated that they could not feel any difference. For these migrants, when asked to provide one or more reasons why they were not registered, 37.4 per cent reported that they did not have a place to be registered (i.e., they lived in a trailer, a warehouse, etc.); 28.2 per cent indicated that the landlord did not want to register them; 22.3 per cent indicated that they lacked the time to register; and 22.1 per cent stated that it was too expensive for them to register.

Responses to the migrant survey indicated that many migrants lack information as to the legality of their working status. Among migrants surveyed, 49.3 per cent reported that they worked in Kazakhstan legally, while 38 per cent said that they worked illegally and 12.7 per cent were uncertain of their status. At the same time, when workers were asked if their employers had an official licence

and permit to hire foreign workers, only 15.5 per cent confirmed, and a full 65.5 per cent did not know. Among just those workers who responded that they worked legally in Kazakhstan, 57.9 per cent also responded that they did not know or that it was hard to say whether their employer had an official licence and permit to employ them.

Migrant respondents were asked if they knew the labour and migration laws of Kazakhstan. Here, only 9.7 per cent indicated that they did, while 57.2 per cent answered that they did not, and 31.9 per cent stated they had some approximate understanding of the law. Similarly, only 12 per cent of migrants surveyed reported that their employer participated in the regularization campaign or planned to, while a full 78.6 per cent *did not know* whether their employer participated. This shows a substantial information gap between respondents' claims to be working legally and their actual knowledge of whether their employer had completed all of the necessary steps that would confer that status upon them. It also shows that there is a gap among migrant respondents in their fundamental understanding of their own status and responsibilities under the law.

In terms of whether migrants worked legally in Kazakhstan and whether employers had proper permits and licences to hire foreign workers, variation can be noted among sectors. Respondents within the manufacturing sector had the strongest positive response: here, 38.5 per cent claimed that they were legal and that their employer had proper licences and permits. The next closest response was in the construction sector, where 15.8 per cent claimed that they were legal and that their employer possessed proper permits and licences.

Table 6: Combined Responses by Sector to Questions on the Perceived Legality of Employment and the Possession by Employers of Official Licences and Permits to Hire Foreign Workers

Sector	Yes, work in Kazakhstan legally			No, do not work in Kazakhstan legally	Do not know if I am working legally
	Employer has licence/permits	Employer does not have licence/permits	Do not know if employer has licence/permits		
Construction	15.8%	3.3%	28.5%	42.0%	10.0%
Trade/Catering	12.5%	2.1%	28.3%	28.7%	15.4%
Agriculture	8.3%	0.3%	26.2%	53.8%	11.0%
Manufacturing	38.5%	0%	20.5%	15.4%	23.1%
Services	6.7%	2.9%	35.6%	35.6%	16.3%

Source: OSCE/UNESCO Migrant Survey

Across all sectors surveyed, only small numbers of respondents, 3.3 per cent or less in each sector, reported that they had a legal status, but at the same time they claimed that their employer did not have the necessary permits. However, between 20.5 per cent and 35.6 per cent of migrants in each sector indicated that they had a legal status, but, at the same time, they claimed that they did not know if their employer actually had the permits and licences necessary to employ them. At 35.6 per cent, the services sector had the largest percentage of respondents who claimed not to know if their employer had proper licences and permits. The agricultural sector had the largest percentage of respondents who claimed that they were not legal, at 53.8 per cent, while 42 per cent of respondents

in the construction sector reported not being legal. Manufacturing had the lowest rate of those reporting to be illegal at 15.4 per cent.

Analysing this data from the perspective of migrants' country of origin, 48.3 per cent of migrants from the South Caucasus and 44.2 per cent of those from Uzbekistan admitted that they had worked illegally in Kazakhstan, as did more than 30 per cent of workers from Kyrgyzstan, Tajikistan, and Turkmenistan (see Table 7). Furthermore, 20-30 per cent of the migrants from each of these countries did not know whether their employer had the necessary licence and permits. While the majority of migrants from Russia reported that they held legal employment, some 40 per cent were not aware whether their employer had obtained the required documentation. At the same time, the highest percentage of migrants who were legally employed and who knew that their employer had completed the paperwork came from Tajikistan, 26.8 per cent, and from Russia, 26.7 per cent. This figure does not exceed 13 per cent for the other countries of origin.

Table 7: Combined Responses by Country of Origin to Questions on the Perceived Legality of Employment and the Possession by Employers of Official Licences and Permits to Hire Foreign Workers

Country of Origin	Yes, work in Kazakhstan legally			No, do not work in Kazakhstan legally	Do not know if I am working legally
	Employer has licence/permits	Employer does not have licence/permits	Do not know if employer has licence/permits		
Tajikistan	26.8%	2.4%	23.8%	35.7%	4.8%
Uzbekistan	11.2%	2.0%	25.3%	44.2%	14.1%
Kyrgyzstan	12.7%	1.6%	30.1%	33.9%	14.3%
Turkmenistan	0.0%	21.1%	31.6%	36.8%	5.3%
Russian Federation	26.7%	2.1%	40.4%	16.4%	4.8%
South Caucasus (Armenia, Azerbaijan, Georgia)	12.1%	1.7%	19.0 %	48.3%	15.5%
Ukraine, Belarus, Moldova	10.5%	0.0%	68.4%	21.1%	0.0%

Source: OSCE/UNESCO Migrant Survey

Again, the lack of certainty as to status is prevalent across sectors and countries of origin, and given that the legal burden of responsibility for their status is placed on migrants, this is an area that urgently requires further elaboration of policy to increase transparency in the process.

Regular status may serve to protect migrants, making them less vulnerable to abuse. Migrants who participated in the survey indicated that they had been subjected to various forms of labour abuse and coercion; however, those who claimed to have legal work status indicated lower rates than those who claimed to work illegally.

For example, among those who claimed they were working legally, wage abuses were indicated at significantly and consistently lower rates than for those without declared work status. For those

claiming legal working status, only 7.3 per cent reported being compelled to work overtime without remuneration while among those working illegally, 28.4 per cent worked uncompensated overtime.

Similarly, for those claiming legal working status, 4.3 per cent reported having to do all of their work without remuneration as compared to 14 per cent of respondents working without a valid work permit. Of those claiming legal working status, 29.5 per cent indicated that their working conditions were hard or unfavourable as opposed to 42.8 per cent of migrants without legal status.

5. Recommendations for Migration Policy in the Republic of Kazakhstan

The rapid growth of Kazakhstan's economy in the time leading up to this survey resulted in a dramatic shift in the dynamics of labour migration in the region. This has created a need for the elaboration of an overall vision and strategy for Kazakhstan's policy on migrant labour to guide the development of improved programmes, and approaches towards migrant workers. At the same time, there is a need to improve co-ordination and reduce the level of confusion and duplication within the system regulating labour migration. Policy and regulatory improvements are needed if Kazakhstan is going to both take advantage of opportunities afforded by the incorporation of migrant labour into its economy and protect the rights of migrants. A practical goal for migration policy in Kazakhstan should be to maximize the economic development benefits that can be gained through incorporation of migrant labour into its economy. Some of the key pathways available for achieving this goal are:

- ◆ to encourage managed and legal migration by streamlining and clarifying the legislation, processes, and procedures that make up Kazakhstan's policy regime for migration;
- ◆ to protect migrants' human and labour rights as a way to further encourage the establishment of safe and legal conditions for migrant workers in Kazakhstan and in the labour market writ large; and
- ◆ to work internationally in collaboration with sending countries to improve the regional migration system and strengthen multilateral and bilateral co-operation and communication in order to improve overall regional migration management and safeguard migrants.

5.1. Clarify and Streamline Legislation; Improve Co-ordination and Implementation

The survey findings confirm that the current regulatory regime for migrants and labour markets does not provide a strong foundation for regulating migration and migrant work. There are many areas where there is confusion in legislation that can create a burden for both workers and employers, as well as opportunities for abuse. In fact, the survey indicates that the current system of regulation encourages a grey, or informal, labour market for migrant workers.

The results of the employer survey indicate that employers feel that requirements for licensing and registration are too complex and burdensome. Though many employers believe that the ability to avoid inspections and fines is an advantage in hiring regular migrant workers, about one-third of employers also identified the complex licensing and registration process as a disincentive to employing regular migrants.

At the same time, financial benefits result from employing irregular migrants and circumventing the payment of taxes. Employers frequently view the lower wages paid to migrants and the opportunity to force them to work longer hours as distinct advantages. The resulting irregular labour market was self-perpetuating under the existing regulatory system in Kazakhstan at the time of this survey: employers had an incentive to hire irregular migrant workers in the face of competition from other businesses that were reaping financial advantages from utilizing irregular migrants. In economic terms, the regulation of the market is resulting in distorted signals and market failure for migrant labour, i.e., the policies that govern the labour market are encouraging irregularity and the growth of the informal labour market for migrants.

These distortions in the labour market for migrant workers can be addressed by reforming policy so that employers are incentivized to hire only regular migrants and discouraged from hiring irregular migrants. On the basis of the surveys and subsequent analyses, a number of specific suggestions can be made:

- ◆ Clarify existing legislation¹⁸ and establish new legislation so that the requirements of the process for attracting and hiring migrant workers are transparent and so that the accountability of public agencies is clear. This would include clarifications regarding what demands can be made of employers within the process. *The legislative analysis and the employer survey highlighted both the potential for the process to be overly complex and the actual perception among employers that the process is both burdensome and complex. Clarification will limit distorting signals such as the potential for mayors' offices to require extra documentation or even the provision of training resources for local workers, as were found in the legislative review.*
- ◆ Streamline paperwork requirements to make the provision of required documents less burdensome. *The employer survey found that respondents overwhelmingly found the system to be complex and burdensome. This is clearly contributing to the phenomenon of irregular migration.*
- ◆ Introduce tax and other incentives for employers and foreign workers to increase the likelihood of registration and regular employment. *Both the employer and migrant surveys underscore the prevalence of irregularity among migrants and the disincentives employers have to regularizing their workers, including paying social taxes, higher wages for regular employees, and so on. Providing tax and other incentives will "switch" market signals and provide incentives for employers to employ regular workers.*
- ◆ Clarify and simplify responsibility for enforcement and inspection. Provide a clear authority and legal basis for such inspections. *The employer survey indicated that inspections currently do not provide a strong incentive to hire regular workers and should be strengthened as a tool to encourage the smooth functioning of the labour market.*

From the perspective of respondents to the migrant survey, there appear to be mixed signals regarding the benefits of regular status, and there are policy barriers that make it difficult for migrants to be agents in the establishment of that status. Migrants are dependent on employers to establish their legal working status; many migrants in the survey were not certain whether their employer had indeed completed the required licensing and registration process. Information resources for migrant workers should be improved and made available in relevant languages of the sending countries to improve the transparency of, and participation in, the system of regular migration.

- ◆ Clarify legal responsibility¹⁹ for illegal work between the migrant who is working illegally and the employer who is fully responsible for providing licences and permits. *Currently, the system of providing licences and permits is employer-driven, and the migrant should not bear responsibility for those aspects of that process where he/she has no control. The migrant survey indicates that many workers do not know their legal status and are uncertain about the requirements of labour regulation in Kazakhstan.*
- ◆ Extend the registration period from five to 10 days to allow more migrants to register without violating administrative regulations and provide flexibility for registration as it relates to place of residence. *Almost three-fourths of respondents in the migrant survey indicated that five days was sufficient to register, but an additional 11.3 per cent reported that it takes five to 10 days. More than one-third of migrants reported that they were without a proper address for registration purposes. The additional time and flexibility as to place of registration would allow more migrants to comply with the registration requirement.*
- ◆ Expand information resources regarding the required processes for legal registration and the responsibility of migrant workers and employers. These should be available in several languages. *The migrant survey found relatively low language proficiency and a lack of information as to labour regulations in Kazakhstan.*
- ◆ Require employers to provide written confirmation of legal status to their migrant workers (in translation if needed). *The migrant survey indicated that there was substantial uncertainty among respondents as to their own legal status. This would clarify the responsibility of the employer to provide that legal status and communicate it clearly to the employee.*

5.2. Protection of the Rights of Migrant Workers

One of the richest areas of information provided by respondents to the migrant survey was the character of their migration and their work. The resulting information indicates that migrants are diverse in their origin and their experience in Kazakhstan. Many migrants surveyed were first-time migrants in Kazakhstan working in growing industries. Ensuring protection of their rights and legal status will stabilize this important labour resource for Kazakhstan's economy.

The survey results show that foreign workers in Kazakhstan, even those with legal status, face a number of rights violations. Migrants are frequently not paid or are paid low wages. They often work long hours without contracts and basic protections. Conditions for migrant women are worse than for migrant men. The treatment of migrant workers has negative implications for the entire labour market in Kazakhstan because it creates a risky climate of disregard for both labour rights and human rights, and it breeds intolerance and discrimination against particular ethnic groups. Kazakhstan should address these issues by undertaking the following:

- ◆ Provide foreign migrant workers with the right to a minimum wage. *The migrant and employer surveys indicated that the labour market is segmented and migrants on average receive lower wages than others in the labour market.*
- ◆ Increase the awareness of migrant workers as to what is expected of them and, in turn, what their rights are. Create public information campaigns targeted at migrant workers and informing them of their responsibilities and their rights. These should be provided in relevant languages and should target various types of migrants, including new migrants, short-term cyclical migrants, and longer-term migrants. *The migrant and employer surveys show that migrants come from diverse backgrounds and that language skills are weak for many migrants. Moreover, many migrants in the survey were first-time migrants. The survey also indicates that many migrants are working in*

situations that violate their rights. Language-appropriate information campaigns could be a solution that would assist migrants in successfully navigating the labour market in Kazakhstan while avoiding exploitation.

- ◆ Encourage migrants to regularize and provide them with avenues to address situations where employers have not followed appropriate regulations. *The survey found that large numbers of migrant respondents are irregular. While they can address their own registration status, at the time of this survey there was not a way for migrants to address their legal employment status.*
- ◆ Provide support for female migrant workers to improve their working conditions in the labour market and provide them with protection. *The survey found that remuneration for women is consistently below that of men in all sectors included in the survey. This is particularly true in agriculture.*
- ◆ Introduce amendments into labour law providing protection for everyone employed in Kazakhstan, including migrant workers. *The survey found that the labour market for migrant workers is rife with abuses of labour rights, including lack of contracts, long hours, unpaid overtime, non-payment of wages, and so on.*
- ◆ Increase the availability of legal and other support services to enhance the ability of migrant workers to navigate the legal regulations in Kazakhstan and reduce barriers to attaining or maintaining legal status. *The survey found that there were many abuses of labour rights but that workers were not always certain of either their legal status or their rights. Support for migrants in both identifying whether their rights are being violated and in redressing their irregular status can increase the numbers of regular migrants and provide stability in the economy.*

5.3. Co-operation with Regional Organizations and the International Community

Many improvements that could be made to the policy regime for migrant workers in Kazakhstan can be found in a number of bilateral and multilateral international agreements. In some cases, Kazakhstan has become a party to such agreements but needs to implement them in its national legislation. As bilateral, regional, and international co-operation grow, the resources for managing migration should grow with it.

There are also new mechanisms emerging that provide opportunities for harmonizing Kazakhstan's legislation with that of other countries in the region. For example, the Eurasian Economic Community²⁰ (EurAsEC) works to improve legislation and co-operation at the regional level. The social protection of migrant workers is a key area that will be promoted by EurAsEC.²¹ Kazakhstan should position itself to take advantage of international resources for managing migration and protecting the rights of all workers. Some of the suggested policy steps include:

- ◆ Encourage bilateral and multilateral agreements with sending countries that provide protection of migrant workers. *The survey found that labour and other rights were often violated and that bilateral co-operation and agreements can support the creation of stronger norms and rules for the behaviour of employers.*
- ◆ Build bilateral and multilateral mechanisms and collaboration that will streamline and support seasonal and circular migration in the border regions and beyond. *The survey found that some employers found it difficult to hire migrants through regular channels. Bilateral mechanisms can facilitate the flow of needed regular migrants to fill gaps in the labour market in Kazakhstan.*

- ◆ Ratify relevant international agreements to facilitate the alignment of policies in the region including, for example:
 - ILO Migration for Employment Convention (revised) No. 97 of 1949; ILO Migrant Workers (Supplementary Provisions) Convention No. 143 of 1975 (paras. 128 and 132); United Nations Convention on the Rights of Migrant Workers and Members of Their Families;

The survey points to the need to improve the governance of migration in Kazakhstan. International co-operation could lower the costs of this process and ensure the chances of success now and in the future.

- ◆ Create bilateral and multilateral agreements and linkages to better prepare and inform migrants in their home countries prior to departure. *The migrant survey indicated that migrants do not always know their responsibilities or their rights as migrants in Kazakhstan. Bilateral and multilateral co-operation can better prepare migrants for their time in Kazakhstan and encourage regular migration.*

Finally, the results of this survey underscore the importance of creating a robust migration information resource, including the nature of migration and its impact on Kazakhstan and the region. It is difficult to effectively manage the migration of foreign workers without a system that monitors the flows of those workers. Improved information will support the creation and implementation of more effective policies in Kazakhstan and will allow for adjustments as needed. It is recommended that quality, co-ordinated research on migration to Kazakhstan be supported and that new systems for capturing information be created so as to better understand the changing phenomenon of migration and its implications for the development of Kazakhstan.

ANNEXES

ANNEX I Summary data tables: Employer survey (N=248)

Q1. What is the type of your organization/firm?	Percent
State enterprise	2,8
Economic partnership	17,3
Joint-stock company/firm	21,0
Individual entrepreneur	42,7
Other	16,1
Total	100

Q2. The sphere of activity in which your enterprise/firm is involved	Percent
Construction	31,5
Trade	29,4
Services	15,7
Industry	8,5
Agriculture	9,3
Other	5,6
Total	100

Q3. Who is the director of your organization/firm?	Percent
A citizen of Kazakhstan	91,9
A citizen of another country	7,7
Hard to say	0,4
Total	100

Q4. Do you use the labour of foreign workers in your organization/firm?	Percent
Yes	76,2
No	23,4
Hard to say	0,4
Total	100

Q5. If you do not use the labour of foreign workers now, did you hire such workers in the past?	Percent
Yes	29,3
No	65,5
Hard to say	5,2
Total	100*

*Among those who currently do not use the labour of foreign workers (n=58)

Q6. What is the composition of the workers of your organization/firm in terms of qualification and citizenship?	Local workers		Migrants from other regions of Kazakhstan		Foreign workers		Total (100%)
	<i>Sum</i>	<i>Percent</i>	<i>Sum</i>	<i>Percent</i>	<i>Sum</i>	<i>Percent</i>	
Total number of persons, including:	6920	68,0%	718	7,1%	2522	24,8%	10160
- unskilled workers (without any professional training)	2199	53,7%	336	8,2%	1560	38,1%	4095

- skilled workers (with professional trainings), including the executive staff	4519	77,1%	371	6,3%	974	16,6	5864
--------------------------------------------------------------------------------	------	-------	-----	------	-----	------	-------------

Q7. According to your experience, please provide the average remuneration for local and foreign workers of <u>equal</u> qualification (in tenge)	Unskilled		Skilled	
	<i>Number of respondents</i>	<i>Average remuneration</i>	<i>Number of respondents</i>	<i>Average remuneration</i>
Local worker	188	21212	200	37942
Migrant from the rural areas or from another region of Kazakhstan	97	19731	89	34562
Foreign worker	154	17427	147	33641

Q8. If a local worker and a foreign worker compete for the same working place, whom would you choose?	Percent
More likely a local worker	35,5
More likely a foreign worker	19,0
Nationality does not matter, it depends on professional skills	42,7
Other	2,8
Total	100

Q9. What are the advantages and disadvantages of employing foreigners? [OPEN ENDED QUESTION]

Q10. Please list the professions and types of work, for which it is the most difficult to find personnel in your enterprise [OPEN ENDED QUESTION]

QUESTIONS 11-12 FOR THOSE, WHO DO NOT EMPLOY FOREIGN WORKERS (N=58)

Q11. According to your experience of hiring the workers, are there adequate candidates for the vacant places in your organization/firm among the internal migrants and/or foreign workers?	Percent	
	Unskilled	Skilled
Internal migrants (from rural areas, other regions of the country)	67,2	53,4
Foreign workers	24,1	17,2

Q12. If there are foreign workers on the market with qualification that is relevant for your enterprise, why are you not hiring them?	Percent
Local workers fully fulfil the needs of our enterprise	58,6
We prefer not to hire foreign workers because of the difficulties with their legalization	34,5
We prefer not to hire foreign workers because of the unsatisfactory quality of their work	12,1
We prefer not to hire foreign workers in order to avoid the tensions within the staff	5,2
Other	10,3

**Multiple choice answers allowed*

QUESTIONS 13-33 FOR THOSE EMPLOYERS, WHO HIRE FOREIGN WORKERS (N=189)

Q13. Since which year does your organization/firm use the labour of migrants?	Percent
1993	0,5
1995	0,5
1996	1,1
1997	0,5

1998	2,1
1999	3,2
2000	5,8
2001	6,9
2002	6,9
2003	11,1
2004	16,4
2005	18,5
2006	24,9
2007	0,5
No answer	1,1
Total	100

<i>Q14.1. How many foreign citizens are employed at your organization/firm? Total number of foreign workers</i>	<i>Percent</i>
1-10	63,0
11-20	17,0
21-30	6,4
31-50	6,9
51-100	4,8
101 and more	1,1
No answer	1,1
Total	100

<i>Q14.2. How many foreign citizens are employed at your organization/firm? Number of women</i>	<i>Percent</i>
0	45,0
1-5	34,4
6-10	7,9
11-20	3,3
21-55	2,0
No answer	7,4
Total	100

<i>Q15. What was the maximum number of migrant workers employed at your organization during 2006?</i>	<i>Percent</i>
1-10	61,5
11-20	14,8
21-30	6,3
31-40	2,6
41-50	4,8
51-60	2,6
61-70	1,6
71-100	2,6
101 and more	1,6
No answer	1,6
Total	100

<i>Q16. What was the minimal number of migrant workers employed at your organization during 2006?</i>	<i>Percent</i>
--------------------------------------------------------------------------------------------------------------	-----------------------

1-10	65,6
11-20	16,4
21-30	4,8
31-40	4,3
41 and more	3,1
No answer	5,8
Total	100

Q17. In which period of year do you employ the largest number of foreign workers?	Percent
In Winter	5,3
In Spring	24,9
In Summer	40,2
In Autumn	21,7
Equal number during the year	44,4
Other	5,8

**Multiple choice answers allowed*

Q18. For what period of time do you usually hire the foreign workers?	Percent	
	<i>Unskilled</i>	<i>Skilled</i>
For permanent work (no time restrictions)	16,4	30,7
For the period of one year or more	7,9	20,1
For the period from half a year (inclusive) to one year	16,9	9,0
For the period from three months (inclusive) to half a year	21,2	6,3
For the period less than three months	6,9	4,8
For once-only works	6,9	4,2
Other	10,6	3,7
No answer	13,2	21,2
Total	100	100

Q19. Why do you employ foreign workers?	Percent*	
	<i>Unskilled</i>	<i>Skilled</i>
Shortage of local staff of needed qualification	10,1	30,7
Locals do not want to work at this job	33,9	11,6
Locals demand higher remuneration for their work	44,4	37
Local workers have lower level of work ethics	32,3	20,6
Migrants can be hired for the time they are required (flexible use of labour force depending on seasonal fluctuations, changes of market situation etc.)	33,9	20,1
Foreign workers can work longer, overtime etc.	44,4	30,7
It is possible not to pay social payments for foreigners	24,9	15,3
Lower expenses for vacations and sick leaves	17,5	11,6
Other	13,8	9

**Multiple choice answers allowed*

Q20. From which countries do unskilled workers employed by your firm come from?	Percent*
Tajikistan	5,8
Uzbekistan	58,2
Kyrgyzstan	24,3
Russian Federation	5,8

South Caucasus (Armenia, Azerbaijan, Georgia)	3,2
Ukraine, Belarus, Moldavia	0,5
China	0,5
Karakalpakstan	3,2
No answer	22,2

**Multiple choice answers allowed*

Q21. From which countries do skilled workers employed by your firm come from?	Percent*
Tajikistan	1,1
Uzbekistan	47,1
Kyrgyzstan	12,2
Russian Federation	13,8
South Caucasus (Armenia, Azerbaijan, Georgia)	3,7
Ukraine, Belarus, Moldavia	1,1
China	1,1
Karakalpakstan	0,5
Slovenia	0,5
Turkey	2,7
USA	0,5
Germany	0,5
India	0,5
Czech Republic	0,5
No answer	26,5

**Multiple choice answers allowed*

Q22. How do you find foreign workers?	Percent*	
	<i>Unskilled</i>	<i>Skilled</i>
Through the official structures (employment service etc.)	1,1	4,8
Through the private employment agencies	4,2	4,8
With the help of individual mediators	22,2	23,3
At unofficial "labour exchanges"	21,7	10,6
With the help of other workers	26,5	17,5
With the help of colleagues, acquaintance	39,2	39,7
Other	12,7	12,7

**Multiple choice answers allowed*

Q23. Did you check if the migrant workers you employ have valid registration at the place of stay in Kazakhstan?	Percent
Yes	55,0
No	26,5
Sometimes	11,1
No answer	7,4
Total	100

Q24. How is the contract with migrant workers usually arranged?	Percent	
	<i>Unskilled</i>	<i>Skilled</i>
Written labour contract	6,9	26,5
Written civil contract	2,1	2,6
Contract with a mediator	16,4	9,0
Mainly as oral agreement	53,4	39,2

Other (please explain)	6,3	1,1
No answer	14,8	21,7
Total	100	100

Q25. What is the share of the remuneration of migrant workers in the total expenses in your organization?	Percent
1-10%	20,7
11-20%	15,8
21-30%	16,9
31-40%	10,1
41-50%	8
51-60%	4,2
61-70%	1,6
71-80%	1,1
81-90%	0,5
91-100%	3,2
Other	4,2
Refusal	2,1
Hard to say	11,7
Total	100

Q26. Where are the passports of the foreign workers employed by your organization/firm?	Percent
The workers hold their passports	65,6
In the organization/firm	12,7
The manager (director) keeps the passports	15,3
Other	5,3
No answer	1,1
Total	100

Q27. Do you sometimes lend the money for your migrant workers? Or do you pay any of their needs with the following deduction of the correspondent amount from their salaries?	Percent
Yes, often	12,2
Yes, sometimes	55,0
No, never	27,0
No answer	5,8
Total	100

Q28. Do you provide your migrant workers with accommodation?	Percent
Yes	55
No	43,4
No answer	1,6
Total	100

Q29. Where do your foreign employees live?	Percent*
Rent accommodation from private persons	46,6
At their relatives'/friends' place	19
In a dormitory	11,6
In a hotel	1,6

"At the object", in a trailer (at building site, at market etc.)	35,4
Other	13,2
Do not know	5,3

**Multiple choice answers allowed*

Q30. If you provide accommodation for your foreign workers, do you have a possibility to register them at the place of stay?	Percent
Yes	56,7
No	24,0
Hard to say/No answer	19,2
Total	100*

**Among those who provide accommodation for their foreign workers (n=104)*

Q31. Do you provide the foreign workers with other services? What exactly?	Percent*
Provision of meals	61,9
Provision of medical service	22,2
Special payments for the training of specific skills	2,1
Trainings of professional skills at the workplace	16,4
Service of transferring money to workers' home countries	19,6
Mediating during the conflicts with the police and local authorities	40,7
Other services	22,2

**Multiple choice answers allowed*

Q32. Did your organization/firm face any problems due to hiring foreign workers?	Percent
Low quality of the work by foreign workers	17,5
Low working discipline of foreign workers	9,0
Lies, unfair labour by a worker	18,0
Problems with competitors	5,3
Problems with the law-enforcement authorities	29,6
Problems with bandits, racket	2,1
Other problems	2,1
We did not experience any problems	49,7

**Multiple choice answers allowed*

Q33. Were any measures of control/sanctions applied to your organization for violation of the procedure for the use of foreign labour?

Q33.1. How many checkups did you experience for the last three years?	Percent
0	21,7
1	12,2
2	14,3
3	6,9
4	3,7
5	4,2
6	3,7
7-10	3,2
11-20	1,1
Monthly	2,1

Other	4,8
Hard to say	0,5
No answer	21,7
Total	100

Q33.2. Did you pay fines?	Percent
Yes	22,8
No	70,9
Hard to say	0,5
No answer	5,8
Total	100

Q33.3. If yes, what was the total amount of fines (in tenge)?	Percent
1000 or less	11,6
1001-5000	9,3
5001-10000	4,7
10001-15000	11,6
15001-20000	11,6
20001-30000	14,0
30001-40000	4,7
40001-50000	7,0
50001 and more	20,9
No answer	4,7
Total	100

*Among those who paid fines (n=43)

QUESTIONS 34 - 51 FOR ALL EMPLOYERS

Q34. Do you know about the procedure of receiving the <u>license</u> for employing migrant workers?	Percent
I know well all the procedure	32,7
Know something	38,3
Do not know	27,8
No answer	1,2
Total	100

Q35. Did you try to get the <u>license</u> for employing migrant workers?	Percent
I have a license/I applied and received the license	19,4
I applied but did not receive the license / My application was rejected	5,2
I did not apply, but I want to apply and to get the license	12,9
I did not apply and I do not want to/I do not need the license	49,6
Other	10,1
No answer	2,8
Total	100

Q36. How much are you ready to pay to a mediating firm for quick and legal issuing of the <u>license</u> for employing migrant workers?	Percent
0	53,6
1000 or less	3,2
1001-2000	2,0

2001-3000	0,8
3001-5000	4,4
5001-10000	2,4
10001-15000	4,4
15001-20000	2,8
20001 and more	3,2
Hard to say/No answer	23
Total	100

<i>Q37. Do you know about the procedure of receiving the <u>permit</u> for employing migrant workers?</i>	<i>Percent</i>
I know well all the procedure	35,1
Know approximately	37,1
Do not know	26,6
No answer	1,2
Total	100

<i>Q38. Did you try to receive the <u>permit</u> for employing migrant workers?</i>	<i>Percent</i>
I have permits for all the foreign workers	14,1
I have permits for some of the foreign workers	10,1
I applied but did not receive the permit / My application was rejected	7,3
I did not apply, but I want to apply and to get the permit	8,5
I did not apply and I do not want to / I do not need the permit	50,4
Other	8,1
No answer	1,6
Total	100

<i>Q39. How much are you ready to pay to a mediating firm for quick and legal issuing of permit for employing migrant workers (in tenge)?</i>	<i>Percent</i>
0	55,6
1000 or less	10,0
1001-2000	3,2
2001-3000	3,6
3001-5000	4,0
5001-10000	2,0
10001-20000	1,2
20001-30000	1,2
30001 and more	0,8
Other	1,6
Hard to say/No answer	16,5
Total	100,0

<i>Q40. What is your attitude toward the established procedure of obtaining a <u>license</u> and a <u>permit</u> for employing migrant workers?</i>	<i>Percent</i>	
	<i>License</i>	<i>Permit</i>
The procedure is acceptable	25,8	33,9
The procedure is too complicated	33,5	25,0
The procedure is unnecessary	24,2	25,8
Other	12,1	9,7
No answer	4,4	5,6
Total	100	100

Q41. If you do not have the license or permit for employing migrant workers, what prevents you from obtaining it?	Percent*	
	<i>License</i>	<i>Permit</i>
It takes a lot of time	23,8	26,2
I do not understand what I should do	10,5	10,1
It is too expensive (the official payments for it are too high for me)	8,5	7,3
Corruption (It is difficult to get the documents without bribing an official)	17,3	14,5
It is more profitable to employ migrant workers in unofficial way	31,9	34,7
Other	12,1	6,9
I do not know	21,8	15,7

**Multiple choice answers allowed*

Q42. What are the advantages of possessing the license and permit to employ the foreign workers?	Percent*
Possibility to work legally and not to be afraid of checkups	61,7
It is easier to look for employees (possibility to collaborate with employment agencies and services)	24,2
More chances to keep a good worker	17,7
More possibilities to control a worker	16,9
More legal guarantees (possibility to go to the court in case of cheating or conflict with a worker etc.)	24,2
Other	4,8
There are no any advantages	22,2

**Multiple choice answers allowed*

Q43. In your opinion, why do many employers hire migrant workers without the fulfilment of official requirements and procedures?	Percent*
In this case it is possible to pay migrants less - and to save on remuneration	56,5
In this case it is possible to save not paying social taxes and payments	61,3
In this case it is easier to fire a migrant or to replace him/her with another worker	39,5
In this case it is possible not to make contracts and pay remuneration unofficially (without proper documentation)	56,0
It is possible not to meet the terms of contracts, to force workers to work more etc.	31,0
In this case it is easier to punish workers for violation of working discipline	16,9
Other	13,7

**Multiple choice answers allowed*

Q44. What problems do migrants often face in your city/oblast?	Percent*
It is difficult to get registration	30,6
It is difficult to be employed legally	57,3
Only "black" work, hard and with bad working conditions is available for them.	44,8
It is difficult to find accommodation	37,1
They are oppressed and penalized by the police	46,4
They are cheated on by employers	47,6
They are badly paid	54
They suffer indignity and physical violence because of their nationalities	6,0
They do not have acquaintances, friends, and relatives here	14,9
Other (please explain)	8,9

**Multiple choice answers allowed*

Q45. Sometimes migrant labour is compared to slave labour. Do you know anything about such cases?	Percent*
----------------------------------------------------------------------------------------------------------	-----------------

I know about it from newspapers and TV	54,0
I know personally people who were in the position of slaves	9,3
I know personally people who kept workers as slaves	8,1
I do not know anything about such cases	25,8
No answer	9,7

**Multiple choice answers allowed*

Q46. Did you participate in the programme of legalization of illegal migrant workers which is carried out in Kazakhstan from August till December 2006	Percent
Yes	24,2
No	70,2
No answer	5,6
Total	100

Q47. If yes, how many workers did you legalize?	Percent
1-5	41,7
6-10	26,7
11-15	8,3
16-20	8,3
21-40	10
41-50	1,7
51 and more	1,7
No answer	1,7
Total	100*

**Among those who participated in the program of legalization (n=60)*

Q48. If not, are you going to participate in the program?	Percent
Yes	11,5
No	62,6
Hard to say/No answer	25,8
Total	100*

**Among those who did not participate in the program of legalization (n=174)*

Q49. If you are not going to participate in the program, why? [OPEN ENDED QUESTION]

Q50. In your opinion, will the situation of employers employing migrant workers improve as a result of the program?	Percent
Yes	23,8
No	12,5
Do not know/No answer	63,7
Total	100

Q51. What would you suggest to change in the legislation on the use of migrant labour and related procedures? [OPEN ENDED QUESTION]

I. Questions about respondents and their families

Q1. Gender	Percent
Female	30,5
Male	69,5
Total	100

Q2. Age (at the last birthday)	Percent
Under 20	9,0
21-25	21,1
26-30	19,6
31-35	16,5
36-40	15,2
41-45	9,4
46-50	5,7
51-55	2,3
56-60	0,6
61 and over	0,3
No answer	0,2
Total	100

Q3. Citizenship (country)	Percent
Tajikistan	2,8
Uzbekistan	51,1
Kyrgyzstan	29,9
Turkmenistan	1,3
Russian Federation	9,7
South Caucasus (Armenia, Azerbaijan, Georgia)	3,9
Ukraine, Belarus, Moldova	1,3
No answer	0,1
Total	100

Q4. In which country do you permanently reside?	Percent
Tajikistan	2,6
Uzbekistan	46,5
Kyrgyzstan	29,9
Turkmenistan	1,2
Kazakhstan	7,3
Russian Federation	7,7
South Caucasus (Armenia, Azerbaijan, Georgia)	3,7
Ukraine, Belarus, Moldova	0,5
No answer	0,7
Total	100

Q5. In what type of settlement do you permanently reside in your home country?	Percent
---------------------------------------------------------------------------------------	----------------

In the capital	4,8
In a large city (100 thousand and more)	17,8
In a small town (less than 100 thousand)	36,4
In the rural area (village, settlement)	39,6
No answer	1,4
Total	100

Q6. What ethnicity do you associate yourself with?	Percent
Tajik	3,5
Uzbek	41,5
Kyrgyz	23,1
Turkmen	0,3
Russian	9,3
Armenian, Azerbaijani, Georgian	3,6
Ukrainian, Moldovan, Belarusian	1,3
Korean	1,6
Kurd	2,3
Tatar	0,8
Uigur	0,4
Kara-Kalpak	4,9
Avar	0,1
Bashkir	0,1
Greek	0,1
Dargin	0,2
Ingush	0,4
Kazakh	3,0
Kalmyk	0,1
Lakets	0,1
German	0,5
Ossetin	0,1
Chechen	0,8
No answer	1,9
Total	100

Q7. Marital status	Percent
Official (registered) marriage	49,7
Civil (unregistered) marriage	7,5
Single, divorced, widowed	41,8
No answer	1,1
Total	100

Q8. Do you have children?	Percent
Yes	60,0
No	39,6
No answer	0,4
Total	100

Q8.1. Number of children	Percent
1	20,8

2	36,4
3	22,1
4	12,1
5	5,4
6	2,0
7	0,8
8	0,3
Total	100*

*Among those who have children (n=900)

Q9. How many dependants do you have (how many do you support financially)?	Percent
1	9,8
2	15,7
3	15,9
4	12,7
5	8,6
6	5,4
7	1,3
8	1,1
9	0,1
10	0,1
12	0,3
No dependants	25,9
No answer	3,2
Total	100

Q10. Who is the main provider for the family?	Percent
Me alone	34,4
Another family member	6,3
Me and other family member together	58,3
Other	1,4
No answer	0,1
Total	100

Q11. Education	Percent
Higher (university degree)	8,8
Incomplete higher	3,8
Specializes secondary (trade or technical school, college)	32,1
Secondary (school, gymnasium)	45,1
Incomplete secondary	9,3
Elementary or without any education	0,5
No answer	0,5
Total	100

Q12. Did you take professional training?	Percent
Yes, I have a profession	45,5
No, I do not have a profession	54,0
No answer	0,5

Total	100
--------------	------------

Q12.1. Name of the profession [OPEN ENDED QUESTION]

Q12.2. What work experience in this profession do you have (in years)?	Percent
No experience	0,1
2 or less	11
3-5	22,4
6-9	14,5
10-15	24,2
16-20	9,7
21 and more	4,4
No answer	13,8
Total	100*

**Among those who have a profession (n=683)*

Q13. What did you do in your home country before leaving?	Percent
Worked on the permanent basis	13,2
Worked on the temporary basis	29,3
Did occasional and one-off work	24,4
I had own business (firm), farm etc.	0,9
I was self-employed, an individual entrepreneur	4,2
Student	3,8
Unemployed	16,0
Housewife	7,6
Other	0,2
No answer	0,3
Total	100

Q14. Please indicate your average monthly net income (the amount that you received on hand) which you had in your home country before departure (including all the sources) (USD)?	Percent
Less than 10	4,5
11-20	12,4
21-30	14,2
31-40	10,2
41-50	7,4
51-100	12,8
101-200	7,3
201 and more	3,7
Hard to say	2
No answer	25,6
Total	100

Q15. How well do you know Kazakh language?	Percent
Fluently	4,9
Well	35,7
Badly	39,9
Do not know	19,3

No answer	0,1
Total	100

Q16. How well do you know Russian language?	Percent
Fluently	21,9
Well	36,3
Badly	35,1
Do not know	6,6
No answer	0,2
Total	100

Q17. When did you arrive to Kazakhstan (this time) (year of arrival)?	Percent
Before 2005	9,7
2005	13,0
2006	72,3
No answer	4,9
Total	100

Q18. Term of migration (intervals in months)	Percent
Up to 3	4,7
4-6	18,2
7-9	22,2
10-12	13,3
13 - 18	2,9
19-24	4,1
25 and longer	1,5
Hard to say	33,0
Total	100

Q19. Have you travelled elsewhere (apart from Kazakhstan) for employment purpose?	Percent
Yes	12,5
No	86,9
No answer	0,6
Total	100

Q19.1. Country of travel	Percent*
Russian Federation	78,2
Other countries of CIS	17,5
European countries	1,1
Turkey	0,5
South Korea	0,5
China	2,7
No answer	5,9

* Among those who have travelled elsewhere for employment purposes (n=188)

**Multiple choice answers allowed

Q20. Is this your first visit to Kazakhstan for work? Or you have already been here before?	Percent
First visit	64,4

Have been here before	35,6
Total	100

QUESTIONS 21 - 24 ONLY FOR THOSE WHO CAME TO KAZAKHSTAN TO WORK EARLIER

Q21. How many times had you come to Kazakhstan for work?	Percent
1	19,7
2	25,3
3	15,5
4	7,5
5	5,4
6 and more	13,9
Many times	5,1
No answer	7,7
Total	100*

**Among those who have been to Kazakhstan to work earlier (n=534)*

Q22. In what year did you come to Kazakhstan for work for the first time?	Percent
1990-1999	12,7
2000	8,2
2001	4,9
2002	8,1
2003	13,3
2004	26,4
2005	18,0
2006	0,9
No answer	7,5
Total	100*

**Among those who have been to Kazakhstan to work earlier (n=534)*

Q23.1. How many months had you spent working in Kazakhstan in 2004?	Percent
1	4,2
2	5,9
3	17,8
4	11,6
5	7,9
6	12,2
7	5,7
8	8,2
9	2,3
10	8,8
11	2,3
12	13,0
Total	100*

**Among those who answered they worked in Kazakhstan in 2004 (n=353)*

Q23.2. How many months had you spent working in Kazakhstan in 2005?	Percent
1 month or less	1,5
1,5-2	4,9

2,5-3	13,2
4	7,0
5	9,7
6	15,8
7	5,5
8	11,4
9	2,9
10	10,1
11	3,5
12	14,5
Total	100*

**Among those who answered they worked in Kazakhstan in 2005 (n=455)*

Q23.3. How many months had you spent working in Kazakhstan in 2006?	Percent
1	2,1
2	5,5
3	6,7
4	5,3
5	7,4
6	12,6
7	12,0
8	9,2
9	6,7
10	9,2
11	12,9
12	10,6
Total	100*

**Among those who answered they worked in Kazakhstan in 2006 (n=435)*

Q24.1. How long was your <u>shortest</u> visit to Kazakhstan for work (in months)?	Percent
Less than 1	3,0
1-3	43,3
4-6	28,8
7-9	9,6
10-12	5,2
More than 1 year	1,7
Go home every day	1,1
No answer	7,3
Total	100*

**Among those who have been to Kazakhstan to work earlier (n=534)*

Q24.2. How long was your <u>longest</u> visit to Kazakhstan for work (in months)?	Percent
Less than 6	33,7
7-9	23,2
10-12	21,9
More than 1 year	12,2
Go home every day	1,3
No answer	7,7
Total	100*

**Among those who have been to Kazakhstan to work earlier (n=534)*

II. Preparations for migration

Q25. What forced you to leave your home country to work in Kazakhstan?	Percent*
Low remuneration	65,2
Unemployment, absence of good job in the home country	63,0
Because of interethnic conflicts	3,4
Because of everyday life disorder in the home country, bad living conditions	11,7
Personal problems, troubles in the family etc.	11,7
Other	5,9

*Multiple choice answers allowed

Q26. What are the main goals of your visit to Kazakhstan?	Percent*
To earn money	89,2
To get education (studies, trainings)	4,0
I want to settle permanently in Kazakhstan	23,7
I came to my family, or with my family (in order not to be separated with my spouse, children etc.)	6,1
I am on the way to another country (transit)	0,2
Other	0,6

*Multiple choice answers allowed

Q27. How did you find a job in Kazakhstan?	Percent*
With the help of relatives, friends or acquaintances	72,7
With the help of a private mediator	25,7
Through official services (immigration service, employment agencies etc.)	0,9
With the help of private employment firms (job exchanges etc.)	2,0
With the help of a tourist agency	0,1
Found a vacancy in a newspaper	2,9
Found a vacancy on the Internet	0,2
Other	4,9

*Multiple choice answers allowed

Q28. Did you purposefully look for a job in Kazakhstan or did you accept an accidental offer?	Percent
I was looking for a job in Kazakhstan purposefully	57,4
I did not look for a job in Kazakhstan, but someone offered it to me and I accepted the offer	40,7
Other	0,9
No answer	1,0
Total	100

Q29. Did you pay and how much for processing documents and help in job placement in Kazakhstan?	Percent
Paid for obtaining documents	28,9
Paid for job placement	17,7
Paid for transportation	43,0

Q29.1.1. For what type of documents did you pay?	Percent
Registration in migration police (migration card)	46,4
Passport registration	19,9

Permission registration	1,2
Visa registration	2,1
Residential permit registration	9,2
All documents' registration	0,9
Citizenship registration	0,2
Letter of attorney registration	0,2
Legalization	0,5
Military certificate registration	0,2
To get registered (at a house)	12,2
Patent registration	2,1
Customs duty	0,7
Sanitary certificate	0,5
Registration number of taxpayer	0,2
Birth-certificate	0,5
For rent	0,2
Do not remember	1,6
Hard to say	1,2
Total	100*

**Among those who indicated the document type (n=433)*

29.1.2. To whom did you pay for obtaining documents?	Percent
Dealer	15,7
Familiar person, friend	5,3
Relative	1,2
Migration police	38,6
Employment agency	5,8
Bank	10,6
Employer	17,6
Passport registration office	0,7
Unknown person	2,1
Hard to say	1,8
No answer	0,7
Total	100*

**Among those who indicated the document type (n=433)*

Q29.1.3. How much did respondent pay for obtaining documents (in USD)	Percent
10 or less	30,5
11-15	9,2
16-20	14,1
21-25	17,8
26 or more	21
Hard to say	0,5
No answer	6,9
Total	100*

**Among those who indicated the document type (n=433)*

Q29.2.1. To whom did you pay for job placement?	Percent
Dealer	77,8
Familiar person, friend	1,5

Relative	1,9
Migration police	2,6
Employment agency	5,3
Employer	4,1
Market authorities	6,4
Controlling organisation	0,4
Total	100*

**Among those who indicated to whom they paid for job placement (n=266)*

Q29.2.2. How much did you pay for job placement (in USD)?	Percent
10 or less	24,4
11-15	3,0
16-20	7,9
21-25	7,1
26-30	2,3
31-35	6,4
36-40	13,5
41 and more	31,2
Other	1,5
Hard to say	1,5
No answer	1,1
Total	100*

**Among those who indicated to whom they paid for job placement (n=266)*

Q29.3.1. To whom did you pay for transportation?	Percent
Bus ticket	11,9
Train ticket	8,8
Driver of the bus	11,6
Petrol (own car)	0,5
Ticket	5,0
Brigadier	0,3
Buy ticket at the station	0,8
Fare for the trip	3,6
Acquaintance	0,5
Pay to the cashier	24,7
Conductor	5,7
Migration police office	0,6
Frontier guard	0,2
Dealer	12,7
Employer	3,6
Relatives	0,9
Airplane	0,5
Customs worker	1,1
No answer	7,0
Total	100

**Among those who indicated having paid for transportation (n=645)*

Q29.3.2. How much did you pay for transportation (in USD)?	Percent
10 or less	16,7

11-20	12,6
21-30	13,8
31-40	27
41-50	6,7
51-60	2,5
61-70	4,2
71 and more	15,5
Other	0,2
Hard to say	0,9
Total	100*

**Among those who indicated having paid for transportation (n=645)*

Q30. Did you borrow money to organize your travel to work?	Percent
Yes	21,0
No	73,6
Hard to say	5,4
Total	100

Q30.1. If yes, how much did you borrow (in USD)?	Percent
10 or less	8,3
11-20	9,2
21-30	4,1
31-40	10,2
41-50	9,2
51-60	1,3
61-70	0,6
71-80	4,1
81-90	1,3
91-100	13,7
101 and more	31,8
Do not remember	1,3
No answer	5,1
Total	100*

**Among those who borrowed money to organize their travel to work (n=315)*

Q31. What is the easiest way for your compatriots to get job in Kazakhstan?	Percent
Regular way	33,5
Irregular way	63,7
Hard to say	1,3
No answer	1,5
Total	100

Q32. Do you know any mediating institutions which assist in securing a job in Kazakhstan?	Percent*
State institutions	6,6
Official private companies	18,9
Unofficial private companies	13,4
Individual mediators	41,7
I do not know about such institutions	42,9

*Multiple choice answers allowed

Q33. How risky is turning for assistance of private companies and individual mediators while looking for a job?	Percent
There is a high risk to be cheated	26,2
One can find a reliable mediator and avoid risk	21,3
Hard to say	52,5
Total	100

Q34. Did you know in advance (before the departure from home) where and at which position you would work in Kazakhstan?	Percent
Yes	44,3
No	27,8
More or less	27,7
No answer	0,2
Total	100

Q35. Did you know in advance (before the departure from home) where you would live in Kazakhstan?	Percent
Yes	41,1
No	30,5
More or less	28,2
No answer	0,2
Total	100

Q36. Do you know labour and migration legislation of Kazakhstan?	Percent
Yes	9,7
No	57,2
More or less	31,9
No answer	1,2
Total	100

III. Work in Kazakhstan at the present time

Q37. How many times did you change job during your stay in Kazakhstan?	Percent
1	14,4
2	12,9
3	7,1
4	3,2
5	1,1
6	0,9
7	0,3
8	0,5
9	0,3
10 and more	0,5
Many times	1,1
Never	53,3
No answer	4,5
Total	100

Q38. How many jobs do you have at the same time?	Percent
One	91,1
Two	7,5
Three or more	1,1
No answer	0,3
Total	100

Q39. What kind of employment do you have in Kazakhstan now?	Percent
Permanent work	27,1
Temporary work with fixed-term contract	25,3
Seasonal workers (work only until the end of the season)	29,5
Occasional and one-off work	7,3
Temporary unemployed	0,2
Individual entrepreneurship, I run my own business	8,2
Until finish the object (the work given)	2,2
No answer	0,3
Total	100

Q40. If you work as a hired worker, please indicate the type of enterprise (organization) you work for:	Percent
State enterprise/organization	1,6
Private enterprise or firm	38,7
Employed by a physical person, in a private household	45,3
Other	3,5
Did not indicate to work as a hired worker	10,8
Total	100

Q41. Where (in which branch of economy) do you work in Kazakhstan?	Percent
Construction	32,1
Trade and catering	35,1
Agriculture	19,3
Manufacturing	2,6
Services	6,9
Other	2,3
No answer	1,6
Total	100

Q42. At what position do you work? What kind of job do you do? [OPEN ENDED QUESTION]

Q43. Did you have any professional training during your work in Kazakhstan?	Percent
Yes, I took specialized course	1,1
Yes, at my working place	27,5
No	70,5
No answer	0,9
Total	100

Q44. Who is your employer?	Percent
Citizen of Kazakhstan	73,9

Your compatriot	11,1
Citizen of another country	0,7
Hard to say	8,7
No answer	5,7
Total	100

Q45. Who works with you in your enterprise (organization)?	Percent
Mostly migrants from my country	41,5
Mostly migrants from different countries	12,1
Migrants and local workers in equal proportion	29,7
Mostly locals	14,6
No answer	2,3
Total	100

Q46. Who was at your position before you?	Percent
Local (Kazakhstani) worker	13,7
CIS citizen, a migrant like me	25,0
Other	8,9
Do not know	52,4
Total	100

Q47. Is there any difference between local workers and migrants in terms of remuneration for the same job?	Percent
Locals earn more	21,2
Remuneration is more or less equal	40,2
Other	4,9
Hard to say	33,7
Total	100

Q48. Do you feel you are competing with the local workers?	Percent
No, local workers do not want to do the work I do	29,8
Yes, there is competition and local workers also compete for that working place	36,3
Do not know	33,3
No answer	0,5
Total	100

Q49. How stable do you feel yourself at the work?	Percent
I always fear of being dismissed	7,9
I feel myself stable, do not feel fear of being dismissed	67,2
Other	2,9
Hard to say	21,1
No answer	0,9
Total	100

Q50. Do you have a work contract with your employer?	Percent
Yes, there is a work contract in written form	16,9
All details were discussed orally (oral agreement)	70,7
Other	8,5

Hard to say	0,5
No answer	3,3
Total	100

Q51. If the contract is signed, what is its term (in months)?	Percent
1	0,4
2	3,2
3	4
4	0,8
5	0,4
6	9,5
7	1,2
8	3,2
9	3,6
10	0,4
11	0,4
1 year	32
1,5 years	0,4
2 years	1,6
3 years or more	11,5
Not fixed	3,6
Till the end of the year	0,8
Till the completion of the work	9,1
No answer/refused to give answer	14,2
Total	100*

*Among those who have work contract in a written form (n=253)

Q52. What conditions of work do you have by contract (oral agreement) and de facto?

Q52.1. Working hours per day by contract/hours and de facto	Percent	
	<i>By contract/oral agreement</i>	<i>De facto</i>
6 and less	2,1	2,2
7-8	23,9	25,1
9-10	22,6	31,1
11-12	10,3	20,4
More than 12	3,7	10,0
Not regulated	13,3	4,0
Other	3,3	1,8
Did not discuss	5,5	0,6
No answer	20,7	4,8
Total	100	100

Q52.2. Working days per month by contract/oral agreement and de facto	Percent	
	<i>By contract/oral agreement</i>	<i>De facto</i>
10 and less	2,9	3,1
11-20	2,6	3,1
21-25	16,2	15,3
26-27	17,2	17,3
28-29	4,4	9,9

30-31	23,7	42,3
Not regulated	4,1	2,3
Other	2,1	0,2
Did not discuss	5,3	0,8
No answer	21,7	5,8
Total	100	100

Q52.3. Opportunity to take paid sick leave	Percent	
	<i>By contract/oral agreement</i>	<i>De facto</i>
Yes	70,9	80
No	6,4	6,3
No answer	22,7	13,7
Total	100	100

Q52.4. Opportunity to take annual paid leave	Percent	
	<i>By contract/oral agreement</i>	<i>De facto</i>
Yes	70,5	79,9
No	6,9	6,5
No answer	22,6	13,6
Total	100	100

Q52.5. How much do you earn per month (USD)?	Percent	
	<i>By contract/oral agreement</i>	<i>De facto</i>
50 and less	1,3	2,1
51-75	2,9	3,0
76-100	8,7	9,6
101-125	12,6	13,5
126-150	3,3	4,9
151-175	7,2	10,1
176-200	4,6	5,9
201-250	7,3	9,4
251-300	3,1	4,1
301-350	4,0	5,3
351-400	2,2	4,8
401 and more	3,3	5,6
Other	0,8	0,5
No answer	38,7	21,2
Total	100	100

Q52.6. Regularity of salary payment	Percent	
	<i>By contract/oral agreement</i>	<i>De facto</i>
Daily	7,3	11,5
Weekly	7,1	7,6
Monthly	42,9	47,5
Once in three month	0,3	0,7
Upon completion of day work	15,2	17
According to the agreement	0,1	0,1

Regular	3,1	3,1
Not periodical, with delays	0,3	1,1
Take money when we need	0,8	1,1
Did not discuss	0,6	0,5
No answer	22,2	10,0
Total	100	100

Q53. How is your work remunerated?	Percent
By the time of work	42,3
By the amount of work performed	55,9
Other	0,5
No answer	1,4
Total	100

Q54. In what way do you get you salary?	Percent
In accordance to official payroll with my personal signature	12,1
Without payroll ("in an envelope")	80,1
Through the bank, on a payment card etc.	2,4
The employer writes off earned money from my debt	0,9
I am not paid with money	0,8
Other	2,0
Hard to say	0,3
No answer	1,4
Total	100

Q55. How often do you get your salary?	Percent
At the end of each day	14,6
Weekly	7,1
Once a month	48,3
Upon the completion of the work (at the end of season)	20,5
When the employer wants	2,5
Other	5,6
No answer	1,5
Total	100

Q56. What else, apart from money, do you get from your employer?	Percent*
Foodstuffs, meals	42,3
Accommodation, a place to live	49,2
Clothes	14,1
The employer provides transportation to and from the working place	16,5
The employer provides professional trainings and courses	1,3
Medical care in case of necessity	18,0
Other	3,5

*Multiple choice answers allowed

Q57. What is the procedure of firing?	Percent
the employer may fire anyone at any moment	30,2
the employer has to notice about firing in advance	30,3
Other	8,0

Do not know	26,1
No answer	5,4
Total	100

Q58. Do you consider your working conditions to be hard or unfavourable?	Percent
Yes, the conditions are hard	34,3
No, the conditions are normal	64,5
Hard to say	1,2
Total	100

Q59. If you consider your work to be hard or unfavourable, why do you think so?	Percent*
Too many daily working hours	54,8
Few days off, no vacations	55,3
Hard physical work	53,0
Badly organized working place, bad equipment, etc.	15,1
Danger from gangsters, racketeers etc.	5,8
Work causes damage to my health (chemicals, cold etc.)	36,7
Other	6,4

*Among those who consider working conditions to be hard or unfavourable (n=515)

**Multiple choice answers allowed

Q60. If you consider your work to be hard or unfavourable, why don't you change your work?	Percent
Earn a lot there	26,8
Difficult to find a better job	65,0
Cannot freely go away from my employer	7,6
Hard to say	0,6
Total	100*

*Among those who consider working conditions to be hard or unfavourable (n=515)

Q61. If you consider your working load to be too much, do you want to decrease it?	Percent
Yes	23,2
No	50,2
Hard to say	22,5
No answer	4,1
Total	100

Q62. If you consider your working load to be too much, but do not want to decrease it, why?	Percent*
Will be paid less	39,9
Can lose my job	18,5
Other	5,9

*Multiple choice answers allowed

IV. Rights of Migrants

Q63. Did the working conditions appear to be as that as for which you expected?	Percent
Yes	58,4

No, it appeared to be worse	14,5
No, it appeared to be better	9,7
Hard to say	17,4
Total	100

Q64. Do you think that you were cheated or misinformed while organizing your travel to Kazakhstan?	Percent
Yes	9,7
No	80,3
Hard to say	9,1
No answer	0,9
Total	100

Q64.1. If yes, by whom?	Percent
By employer	71,7
By colleagues	1,4
By police	1,4
By mediator	15,2
By market administrator	3,4
By client	0,7
No answer	6,2
Total	100*

**Among those who thought they were cheated (n=145)*

Q64.2. What was the deception about?	Percent
Did not pay/did not pay enough	56,5
No weekends and days off	22,8
Promised another kind of work	3,5
Took money on credit, but did not pay back	1,4
Promised to protect my labour rights	1,4
Had to give high rate of percentage (25%)	3,5
Had to pay more for the working place	0,7
Did not register	0,7
Conducted false check-ups	0,7
Was sold as article of trade	0,7
Had to pay more for rendered service	0,7
They took money for employment, but fired me	0,7
No answer	6,9
Total	100*

**Among those who thought they were cheated (n=145)*

Q65. Do you know cases when employers cheat on migrants and do not pay their salaries upon the completion of the work?	Percent
Yes, I know more than 3 such persons	11,4
Yes, I know 1- 3 such persons	8,1
Yes, I've heard about such cases but don't know such persons	26,3
No, I have not heard of any cases	40,5
Hard to say	13,6
Total	100

Q65.1. If yes, in which sphere do you know cases when employers cheat on migrants?	Percent
Agriculture	15,3
Construction	46,6
Trade	9,9
Transport	0,2
Service sphere (cleaners, nurses, etc)	4,4
Public catering	0,2
Other services (shoe makers, apartment repair)	0,9
Hard to say	2,9
No answer	31

**Among those who have heard of cases of cheating (n=685)*

***Multiple choice answers possible*

Q66. Were you unemployed for some period in Kazakhstan and for how long?	Percent
Yes	27,3
No	72,1
No answer	0,5
Total	100

Q66.1. For how long were you unemployed in Kazakhstan (in months)?	Percent
Less than 1	29,7
1	29,5
1,5	4,6
2	14,1
2,5	0,2
3	9,8
4	1,5
5	0,7
6 or more	5,9
No answer	5,1
Total	100*

**Among those who were unemployed for some period in Kazakhstan (n=410)*

Q67. Where is your passport at the moment?	Percent
With me	77,7
My employer has it	19,0
Other	3,3
No answer	0,1
Total	100

Q68. Can you leave your employer freely if you would like to?	Percent
Yes, I can	62,8
No, I can not	24,7
Do not know	9,6
No answer	2,9
Total	100

Q69. If you cannot freely leave your employer what is the reason?	Percent*
--------------------------------------------------------------------------	-----------------

According to the contract I have to work for a certain period	65,9
According to the laws of Kazakhstan I can work only for this employer	4,1
The employer has my passport	46,8
I have a dept to the employer/mediator, which I have to pay back	7,3
I am threatened with violence and revenge if I leave	3,8
I am threatened with arrest, deportation if I leave	2,4
Other	8,9

*Among those who indicated they cannot leave their employer freely (n=370)

**Multiple choice answers allowed

Q70. Have you experienced any forms of labour rights violation during your work in Kazakhstan? If yes please explain?	Yes	No	Total
Compulsion to work overtime without appropriate remuneration	15,9	84,1	100
Compulsion to do part of the work without remuneration	18,7	81,3	100
Compulsion to work with uncertain conditions of payment	16,1	83,9	100
Compulsion to do all the work without remuneration	7,9	92,1	100
Long-lasting delays of wage payments (back pays)	11,7	88,3	100
Compulsion to work really hard – too intensive	13,8	86,2	100
Compulsion to work in inhuman conditions (cold, dirt, insalubrities)	14,2	85,8	100
No experience of any kind of violation	63,6	36,4	100

Q71. Have you experienced any forms of physical, psychological or other abuse or compulsion during your work in Kazakhstan? If yes please explain?	Yes	No	Total
Personal restraints (control over your movement, being locked up etc.)	8,5	91,5	100
Physical violence (beating etc.)	1,9	98,1	100
Compulsion to sexual service	1,4	98,6	100
Psychological violence, threatening, blackmail, deception etc.	6,3	93,7	100
Other forms of violence	0,6	99,4	100
Did not experience any kinds of abuse or compulsion	88,8	11,2	100

Q72. Do you know the examples of forced (non-voluntary) labour of your fellow countrymen in Kazakhstan?	Percent
Yes, I know more than 3 such persons	3,3
Yes, I know 1- 3 such persons	3,7
Yes, I've heard about such cases but don't know such persons	19,1
No, I've heard about such cases	60,0
Hard to say	13,9
Total	100

Q72.1. If yes in which spheres of employment?	Percent*
Agriculture	29,6
Construction	39,8
Trade	9,7
Service sphere (cleaners, nurses, housekeepers)	2,8
Personal service (shoe maker, flats repair)	0,8
In different spheres/in all spheres	2,6
No answer	52,3

*Among those who know or have heard of examples of forced labour (n=392)

**Multiple choice answers allowed

Q73. Do you know about the cases of traffic of people for labour or	Percent
----------------------------------------------------------------------------	----------------

sexual exploitation?	
Yes, there are a lot of such examples	2,7
There are such cases	2,3
No, I have never heard about it	17,8
No answer	77,3
Total	100

Q74. Were you in the situation of slavery or of traffic of people?	Percent
Yes	1,2
No	33,6
Hard to say	2,3
No answer	62,9
Total	100

Q75. Do you know any organizations in Kazakhstan which provide support in such cases?	Percent
Yes	22,8
No	56,2
No answer	21,0
Total	100

Q75.1. If yes, please name such organizations	Percent
Human rights protection bureau	3,5
My country's consulate	11,9
Migration police	19,7
Police	47,3
Court	7,0
Office of Public Prosecutor	7,8
Attorney, lawyer	6,4
Akimat (authorities)	8,7
Labour and social protection department	4,1
State bodies	5,2
Trade unions	1,5
National centres	2,6
Red Cross	0,3
Tax committee	1,7
NGOs	1,5
Consumers' right protection society	0,6
Migrants' rights protection institutes	0,3
Confidence phone	0,6
Oblast health care department	0,3
Mass media	0,3
No answer	2,9

* Among those who indicated knowing support providing organizations (n=342)

**Multiple choice answers allowed

Q76. Did you seek help anywhere?	Percent
Yes	2,8
No	94,3
Hard to say	1,4

No answer	1,5
Total	100

Q76.1. If yes, where?	Percent
Human rights protection bureau	2,4
My country's consulate	11,9
Police	4,8
Court	2,4
Office of Public Prosecutor	7,1
Attorney, lawyer	2,4
Labour and social protection department	2,4
National centres	21,4
NGOs	2,4
Clinic	14,3
Acquaintance	7,1
Mediator	4,8
Employer	9,5
No answer	7,1
Total	100*

**Among those who seek help (n=42)*

Q84.1. If yes, on which occasion?	Percent
I was ill	13,9
Trade place and permission	2,8
Pay back debt	2,8
Sexual solicitation	5,6
Beating in fight	13,9
Personal theft	5,6
Migration documents, legalization and permission documents	38,9
To solve payment matters	5,6
Illegal deportation from Kazakhstan	2,8
Slavery of my acquaintance	2,8
No permit to visit library	2,8
No answer	2,8
Total (those who specified)	100

**Among those who seek help (n=42)*

Q77. If you need help to protect your rights where would you appeal first of all?	Percent*
Friends and relatives	63,7
State organizations of Kazakhstan	25,5
Consulate of home country	8,6
NGOs	10,9
Other	7,3

**Multiple choice answers allowed*

Q78. At the moment, do you work in Kazakhstan legally or not?	Percent
Legally	49,3
Illegally	38,0
Do not know/No answer	12,7

Total	100
--------------	------------

Q79. Is it a significant problem for you that you work illegally?	Percent
Yes, it makes my position significantly worse	23,0
It makes my position slightly worse	37,0
No, I cannot feel any serious difference	38,6
No answer	1,4
Total	100

**Among those who work illegally (n=570)*

Q80. Does your employer have an official license and permit to hire foreign workers?	Percent
Yes	15,5
No	11,1
Do not know/No answer	65,5
I work individually for myself	7,8
Total	100

Q81. If you individual entrepreneur, do you have registration in tax committee?	Percent
Yes	50,4
No	36,8
Do not know/Hard to say	12,8
Total	100*

**Among those who work individually (n=117)*

Q82. Do you know about the state program of legalization (“migration amnesty”) for illegally working migrants, which is carried out in Kazakhstan in August-December 2006?	Percent
Yes	25,9
No	58,6
No answer	15,5
Total	100

Q83. What is the attitude of your employer to this program?	Percent
My employer participates in this program	9,0
I think my employer will participate in this program	3,1
I think my employer would not like to legalize its workers	9,3
Do not know	78,6
Total	100

Q84. Would you agree to pay certain reasonable price for legalization?	Percent
Yes	25,1
No	34,3
Hard to say	40,6
Total	100

Q84.1. If yes, how much (in tenge)?	Percent
100-500	23,7
501-1000	21,0
1001-2000	9,8

3000	8,2
4000	1,6
5000	13,8
6000 and more	5,3
As much as they say	5,9
Other	0,8
Paid already	0,5
Hard to say	5,3
No answer	4,0
Total	100*

**Among those who would agree to pay (n=376)*

V. Life in Kazakhstan

Q85. Do you have close relatives in Kazakhstan?	Percent*
Husband/wife	18,9
Children	16,7
Parents (or one of parents)	7,2
Other relatives	34,1

**Multiple choice answers allowed*

Q86. Do your children go to school in Kazakhstan?	Percent
Yes	38,7
No	61,3
Total	100*

**Among those who have children with them in Kazakhstan (n=251)*

Q87. Were you in the situation of requiring medical assistance while being in Kazakhstan?	Percent
Yes	29,3
No	70,7
Total	100

Q88. Do you have an opportunity to use free medical care in Kazakhstan?	Percent
Yes, in any time	18,7
Only in case of emergency	24,0
No access to medical care	11,7
Hard to say	45,6
Total	100

Q89. Do you have medical insurance?	Percent
Yes	2,6
No	93,5
Do not know/Hard to say	3,9
Total	100

Q90. What kind of accommodation do you have in Kazakhstan?	Percent
Renting accommodation	31,6
Living at my relatives'/friends' place	18,4
Living in a dormitory	3,9

I live at the workplace ("at the object"): in a trailer, at building site, at market etc.	36,7
Other	9,2
No answer	0,2
Total	100

Q91. How much money do you spend for accommodation per month (in tenge)?	Percent
0	33,8
1000 or less	3,2
1100-5000	18,0
5100-10000	15,1
10100-20000	6,5
20100 or more	2,0
Other	0,7
No answer	20,7
Total	100

Q92. How much money do you spend for food per month (in tenge)?	Percent
0	10,6
1000 or less	3,7
1100-2000	5,4
2100-3000	8,6
3100-5000	19,5
5100-7000	11,6
7100-10000	17,7
10100-15000	7,5
15100-20000	3,1
20100 or more	2,2
Other	0,6
No answer	9,5
Total	100

Q93. How much money are you able to save monthly for yourself and your family after all spending (for food, accommodation etc.) (in tenge)?	Percent
0	6,7
1000 or less	3,1
1100-5000	11,9
5100-10000	22,0
10100-20000	27,9
20100-30000	9,5
30100-40000	4,7
40100-50000	1,8
50100-100000	1,9
100100 or more	0,3
Other	1,7
No answer	8,5
Total	100

Q94.1. What was the financial position of your family before you left the	Percent
----------------------------------------------------------------------------------	----------------

home country?	
Good - could buy expensive goods and making savings	1,5
Average - income was enough to live normally	26,8
Bad - income was enough only for food and necessary things	42,5
Very bad - income was not enough even for the necessary thing	28,6
Hard to say	0,5
Total	100

Q94.2. What is the financial position of your family now?	Percent
Good - can buy expensive goods and making savings	7,9
Average - income is enough to live normally	63,9
Bad - income is enough only for food and necessary things	25,7
Very bad - income is not enough even for the necessary thing	1,7
Hard to say	0,7
Total	100

Q 95. Do you send money to your home country?	Percent
Yes	46,9
No	50,6
Hard to say	1,5
Total	100

Q96. If yes how much do you send monthly on average (in USD)?	Percent
50 or less	17,0
51-75	2,8
76-100	34,3
101-150	15,2
151-200	15,5
201-300	7,9
301 and more	3,6
Other	0,1
Refused to answer	0,7
No answer	2,9
Total	100*

**Among those who send money to their home country (n=718)*

Q97. What does that money mean for your relatives?	Percent
That is all they have	30,2
That is approximately half of their total budget	45,4
That is approximately quarter of their total budget	15,6
Insignificant assistance	6,3
Other	0,8
Hard to say	1,7
Total	100*

**Among those who send money to their home country (n=718)*

Q98. Do you think that your visit to Kazakhstan is financially beneficial for you?	Percent
Yes	73,9
No	6,0

Do not know	20,1
Total	100

Q99. What is the attitude of local population towards you?	Percent
Good	51,4
Neutral	37,1
Bad	4,1
Hostile	0,5
Do not know	6,9
Total	100

Q100. Do you have a possibility to move freely within the city or district?	Percent
Yes	78,3
No	12,5
Do not know/No answer	9,2
Total	100

Q101. Do you have a migration card?	Percent
Yes	77,7
No	17,7
Do not know/No answer	4,7
Total	100

Q102. Do you have registration at the place of residence in Kazakhstan?	Percent
Yes	66,1
No	30,0
Do not know/Hard to say	3,9
Total	100

Q103. If you have registration, where did you get it?	Percent*
On the border (special stamp in migration card)	38,3
At the police/ at the migration police	45,1
With assistance of a commercial firm	0,7
With assistance of employer	17,7
With assistance of acquaintances and friends	8,2
Other	5,4

*Among those who have registration (n=992)

*Multiple choice answers allowed

Q104. How long does it take to get registration (in days)?	Percent
0	11,1
5 or less	45,8
6-10	8,6
11-15	2,8
16 and more	7,8
5 minutes (quickly)	5,2
Other	1,1
Hard to say	10,6

No answer	7,1
Total	100*

**Among those who have registration (n=992)*

Q105. How much does it cost (in tenge)?	Percent
0	33,3
500 or less	7,1
501-1000	8,8
1001-2000	3,8
2001-3000	8,3
3001-5000	5,4
5001 and more	2,2
Hard to say	9,9
No answer	21,3
Total	100*

**Among those who have registration (n=992)*

Q106. What are the advantages of having registration?	Percent*
The police does not fine in the streets	58,3
It is easier to get a job	47,7
It is easier to get access to the medical care	17,3
Other	9,0
There are no advantages	11,9

**Among those who have registration (n=992)*

**Multiple choice answers allowed*

Q107. If you do not have registration, why?	Percent*
It is too expensive	23,1
It takes too much time to obtain registration	22,7
The landlord does not want to register me	27,6
I have no place where it would be possible to be registered (I live "at the object", in a trailer, in a warehouse etc.)	37,3
Other	20,2

**Among those who do not have registration (n=450)*

***Multiple choice answers possible*

Q108. Can you say that absence of registration makes your position in the country significantly worse and it is the serious problem for you?	Percent
Yes, it makes my position significantly worse	25,6
It makes my position slightly worse	38,9
No, I cannot feel any serious difference	34,7
No answer	0,9
Total	100*

**Among those who do not have registration (n=450)*

Q109. Would you agree to pay certain reasonable price for registration?	Percent
Yes	48,9
No	30,7
Hard to say	19,8
No answer	0,7
Total	100*

**Among those who do not have registration (n=450)*

Q109.1. Which amount would you agree to pay for it (in tenge)?	Percent
500 or less	26,4
501-1000	26,8
1001-2000	10,9
2001-3000	8,2
3001 and more	10,0
Other	6,4
Hard to say	5,0
No answer	6,4
Total	100*

**Among those who do not have registration and would agree to pay for it (n=220)*

Q110. Have you ever been a victim of crime during you stay in Kazakhstan?	Percent
Yes	6,2
No	93,8
Total	100

Q110.1. If yes, what kind of crimes?	Percent
Hooliganism, beating	36,6
Theft/stealing	36,6
Rudeness/beating (police)	6,5
Sexual solicitation	8,6
Rape	1,1
Swindle	2,2
Human traffic	2,2
No answer	6,5
Total	100*

**Among those who have been a victim of crime (n=93)*

Q111. Did you report about those cases to the militia?	Percent
Yes	18,9
No	81,1
Total	100*

**Among those who have been a victim of crime (N=93)*

Q112. Have you visited the following institutions (organizations) in Kazakhstan for any reason?	Percent*
Police	10,5
Migration office	48,1
State employment service	3,9
Private employment agencies	5,5
Akimat (regional administration)	4,3
Tax service	6,8
Hospital, polyclinics	27,9
Embassy / consulate of your country	2,3
Cultural centres or other national and cultural organizations	15,3
Church or mosque	43,2
Educational institutions and professional courses	6,5

Lawyer, notary	8,6
Bank	29,6
Other	19,9

**Multiple choice answers allowed*

Q113. Did you have conflicts with any of the following organizations?	Percent
Police	9,1
Migration police	6,8
Border guards	4,9
Taxation police	1,2
Other state services	0,4
Other	0,9
Did not have any conflicts	82,8

**Multiple choice answers allowed*

Q114. Did you face any of the below listed actions of the authorities?	Percent*
Inspection of documents	39,6
Fine for illegal residence	9,9
Fine for illegal work	5,0
Arrest for illegal residence	1,5
Arrest for illegal work	1,5
Deportation	0,3
Other	0,9
I never faced any of the listed	56,7

**Multiple choice answers allowed*

Q115. If you paid any fines, in which form did you generally do it?	Percent
Officially – with a proper receipt	1,6
Unofficially - without a receipt	18,2
Fine was paid by mediator/employer	6,9
Did not indicate having paid any fines	73,3
Total	100

Q116. If you paid any fines, how much on average did you spend for it (including unofficial payments) (in tenge)?	Percent
500 or less	13,4
501-1000	33,5
1001-2000	23,2
2001-3000	11,4
3001-5000	9,8
5001 and more	7,9
Other	0,8
Total	100*

**Among those who indicated paying some amount for fines (n=254)*

Q117. Do you think your rights are violated in Kazakhstan?	Percent
Yes, my rights are heavily violated	5,1
There are certain violations	29,7
No, the rights are not violated	64,0
Hard to say	1,1

Total	100
--------------	------------

Q118. What kind of services would you need for better adaptation in Kazakhstan?	Percent*
Consultations on how to get temporary residence and work permit	37,5
Legal assistance for protection of the rights for normal working conditions and remuneration	39,8
Services which would help migrants to search for a job and to secure employment	50,9
Services which would help migrants to rent accommodation with official registration	31,9
Short-term courses and certain professional trainings	13,5
Information service and help desk for migrants	51,5
More convenient bank services for money transfers	13,7
Acceptable conditions of medical insurance	21,5
Kazakh or Russian language courses	11,4
Courses on Kazakhstan's culture and customs	4,9
Assistance with returning home	8,0
Other	7,3

*Multiple choice answers allowed

VI. Future plans

Q119. What are your further plans for the stay in Kazakhstan?	Percent
To stay in Kazakhstan forever, to get citizenship	25,7
To live for some time in Kazakhstan (a year or more) and then to come back to home country	24,2
To earn money for the short period of time (several months, up to one year) and to go back to home country	21,6
To visit Kazakhstan regularly	25,9
To move to the third country	0,5
Other	1,5
Do not know	0,5
Total	100

Q120. Do you want to get the citizenship of Kazakhstan?	Percent
Yes	37,1
No	43,1
Do not know	19,9
Total	100

Q121. Are you going to bring your family to Kazakhstan?	Percent
Yes	12,5
No	46,8
My family is already here	23,4
Do not know	17,3
Total	100

Q122. Would you advise to your compatriots to go to Kazakhstan for work?	Percent
Yes	55,1
No	10,1
Do not know	34,9
Total	100

Q123. Please indicate the main problems you face in Kazakhstan. [OPEN ENDED QUESTION]

ANNEX III: Selected cross-tabulation results
Migrant Survey Question No. 48 by Sector and Region

Table 1: Do You Feel You are Competing with the Local Workers? (By Sector and Region)

Region	Do You Feel You Are Competing with Local Workers?	Construction	Trade	Agriculture	Services
Astana City	No, local workers do not want to do the work I do	39.2%	15.6%	--	--
	Yes, there is competition with local workers for positions	20.3%	59.4%	--	--
	Do not know.	40.5%	25.0%	--	--
Almaty	No, local workers do not want to do the work I do	40.5%	43.8%	87.3%	10.0%
	Yes, there is competition with local workers for positions	28.6%	25.0%	1.6%	60.0%
	Do not know.	31.0%	31.2%	11.1%	30.0%
Mangistau	No, local workers do not want to do the work I do	62.7%	41.5%	--	40.0%
	Yes, there is competition with local workers for positions	16.9%	24.5%	--	25.0%
	Do not know.	20.3%	34.0%	--	35.0%
Karaganda	No, local workers do not want to do the work I do	36.2%	30.8%	38.9%	46.7%
	Yes, there is competition with local workers for positions	20.7%	51.9%	16.7%	6.7%
	Do not know.	43.1%	17.3%	44.4%	46.7%
Akmola	No, local workers do not want to do the work I do	7.1%	10.6%	3.4%	--
	Yes, there is competition with local workers for positions	54.8%	48.5%	55.2%	--
	Do not know.	38.1%	40.9%	41.4%	--
Pavlodar	No, local workers do not want to do the work I do	11.1%	22.7%	23.4%	40.0%
	Yes, there is competition with local workers for positions	18.5%	27.3%	36.4%	6.7%
	Do not know.	70.4%	50.0%	42.6%	53.3%
Zhambyl	No, local workers do not want to do the work I do	44.0%	4.7%	64.7%	--
	Yes, there is competition with local workers for positions	12.0%	40.6%	8.8%	--
	Do not know.	44.0%	53.1%	26.5%	--
East Kazakhstan	No, local workers do not want to do the work I do	0.0%	12.0%	--	15.4%
	Yes, there is competition with local workers for positions	52.0%	33.7%	--	46.2%
	Do not know.	48.0%	52.2%	--	38.5%
West Kazakhstan	No, local workers do not want to do the work I do	39.3%	18.4%	4.3%	72.7%
	Yes, there is competition with local workers for positions	23.2%	67.3%	91.3%	18.2%
	Do not know.	37.5%	14.3%	4.3%	9.1%
South Kazakhstan	No, local workers do not want to do the work I do	18.2%	--	43.1%	--
	Yes, there is competition with local workers for positions	57.6%	--	47.2%	--
	Do not know.	24.2%	--	9.7%	--
All Migrant	No, local workers do not want to do the work I do	32.8%	19.8%	44.3%	35.6%

Survey Respondents	Yes, there is competition with local workers for positions	30.3%	42.9%	33.2%	29.8%
	Do not know.	37.0%	36.6%	22.5%	36.4%

-Sufficient data unavailable for analysis

Table 2: Employer Survey Question 24 by sector of economy and migrant skills

Sector of Economy	Q24. How is the contract with migrant workers usually arranged? (Unskilled Migrants)					
	<i>Written labour contract</i>	<i>Written civil contract</i>	<i>Contract with a mediator</i>	<i>Oral agreement</i>	<i>Other</i>	<i>Total (n of respondents)</i>
Construction	6,3	1,6	35,9	54,7	1,6	64
Trade and catering	9,1	2,3	6,8	75	6,8	44
Agriculture	10,0	0	15,0	75	0	20
Industry	30,0	10,0	20,0	10,0	30,0	10
Services	0	4,5	0	86,4	9,1	22

Sector of Economy	Q24. How is the contract with migrant workers usually arranged? (Skilled Migrants)					
	<i>Written labour contract</i>	<i>Written civil contract</i>	<i>Contract with a mediator</i>	<i>Oral agreement</i>	<i>Other</i>	<i>Total (n of respondents)</i>
Construction	26,2	3,3	21,3	45,9	1,6	61
Trade and catering	36,4	3,0	0	60,6	0	33
Agriculture	28,6	0	14,3	57,1	0	14
Industry	54,5	9,1	9,1	27,3	0	11
Services	30,4	4,3	4,3	56,5	4,3	23

Table 3: Migrant Survey Question 50 by country of origin and sector of economy

Citizenship (Country of Origin)	Q50. Do you have a work contract with your employer?		
	<i>Yes, there is a work contract in written form</i>	<i>All details were discussed orally (oral agreement)</i>	<i>Other</i>
Tajikistan	20,0	77,5	2,5
Uzbekistan	14,3	78,7	6,3
Kyrgyzstan	13,4	72,2	13,9
Turkmenistan	0	88,9	11,1
Russian Federation	43,3	49,6	6,4
South Caucasus (Armenia, Azerbaijan, Georgia)	20,7	65,6	13,8
Ukraine, Belarus, Moldova	42,1	47,4	10,5

Sector of Economy	Q50. Do you have a work contract with your employer?		
	<i>Yes, there is a work contract in written form</i>	<i>All details were discussed orally (oral agreement)</i>	<i>Other</i>
Construction	23,6	73,8	2,1
Trade and catering	10,5	71	18,3
Agriculture	10,9	85,6	2,8

12. Did you take professional training? If yes, in which profession and what work experience in this profession do you have?

1. Yes, I have a profession (please specify): _____ . Work experience is _____ years
2. No, I do not have a profession.

13. What did you do in your home country before leaving?

1. Worked on the permanent basis
2. Worked on the temporary basis
3. Did occasional, one-off work
4. I had own business (firm), farm etc. employing other workers
5. I was self-employed, an individual entrepreneur without employing other workers
6. Student
7. Unemployed
8. Housewife
9. Other (please explain) _____

14. Please indicate your average monthly net income (the amount that you received on hand) which you had in your home country before departure, in local currency (including all the sources):

_____ (indicate currency)

15. How well do you know Kazakh language?

1. Fluently
2. Well
3. Badly
4. Do not know

16. How well do you know Russian language?

1. Fluently
2. Well
3. Badly
4. Do not know

17. When did you arrive to Kazakhstan (this time) _____ month _____ year

18. When do you plan to go home (this time)? _____ month _____ year

19. Have you traveled elsewhere (apart from Kazakhstan) for employment purpose?

1. Yes
2. No (skip the question 19-1)

**19-1. If yes, where? _____
_____**

20. Is this your first visit to Kazakhstan for work? Or you have already been here before?

1. First visit (skip the questions 21-24)
2. Have been here before

QUESTIONS 21 - 24 ONLY FOR THOSE WHO CAME TO KAZAKHSTAN TO WORK EARLIER

21. How many times had you come to Kazakhstan for work? _____ (not including this time)

**22. In what year did you come to Kazakhstan for work for the first time? _____
_____**

**23. How many months had you spent working in Kazakhstan:
in 2004 - _____, in 2005 - _____, in 2006 _____**

24. How long was your shortest visit to Kazakhstan for work?

_____ years _____ months

22. How long was your longest visit to Kazakhstan for work?

_____ years _____ months

NOW THE QUESTIONS CONCERNING YOUR CURRENT VISIT WILL FOLLOW!

II. Preparations for migration

25. What forced you to leave your home country to work in Kazakhstan? (you may mark several options)

1. Low remuneration
2. Unemployment, absence of good job in the home country

3. Because of interethnic conflicts
4. Because of everyday life disorder in the home country, bad living conditions
5. Personal problems, troubles in the family etc.
6. Other (please explain) _____

26. What are the main goals of your visit to Kazakhstan? (you may mark several options)

1. To earn money
2. To get education (studies, trainings)
3. I want to settle permanently in Kazakhstan
4. I came to my family, or with my family (in order not to be separated with my spouse, children etc.)
5. I am on the way to another country (transit)
6. Other (please explain) _____

27. How did you find a job in Kazakhstan? (you may mark several options)

1. With the help of relatives, friends or acquaintances
2. With the help of a private mediator
3. Through official services (immigration service, employment agencies etc.)
4. With the help of private employment firms (job exchanges etc.)
5. With the help of a tourist agency
6. Found a vacancy in a newspaper
7. Found a vacancy on the Internet
8. Other (please explain) _____

28. Did you purposefully look for a job in Kazakhstan or did you accept an accidental offer?

1. I was looking for a job in Kazakhstan purposefully
2. I did not look for a job in Kazakhstan, but someone offered it to me and I accepted the offer
3. Other (please explain) _____

29. Did you pay and how much for processing documents and help in job placement in Kazakhstan?

For obtaining documents

What type _____ To whom did you pay _____ How much _____

For job placement _____ To whom did you pay _____ How much _____

For transportation (ticket stc.) _____ To whom did you pay _____ How much _____

Other (for what) _____ To whom did you pay _____ How much _____

30. Did you borrow money to organize your travel to work?

1. Yes
2. No (skip the question 30-1)
3. No answer

30-1. If yes, how much did you borrow? _____ (indicate currency)

31. What is the easiest way for your compatriots to get job in Kazakhstan?

1. Regular way
2. Irregular way

32. Do you know any mediating institutions which assist in securing a job in Kazakhstan? (you may mark several options)

1. State institutions
2. Official private companies
3. Unofficial private companies
4. Individual mediators
5. I do not know about such institutions

33. How risky is turning for assistance of private companies and individual mediators while looking for a job?

1. There is a high risk to be cheated

2. One can find a reliable mediator and avoid risk
3. Hard to tell

34. Did you know in advance (before the departure from home) where and at which position you would work in Kazakhstan?

1. Yes
2. No
3. More or less

35. Did you know in advance (before the departure from home) where you would live in Kazakhstan?

1. Yes
2. No
3. More or less

36. Do you know labour and migration legislation of Kazakhstan?

1. Yes
2. No
3. More or less

III. Work in Kazakhstan at the present time

37. How many times did you change job during your stay in Kazakhstan?

_____ times

38. How many jobs do you have at the same time?

1. One
2. Two
3. Three or more

If you have in a few places, please respond further on your main occupation (or the job you would least wish to lose)

39. What kind of employment do you have in Kazakhstan now?

1. Permanent work
2. Temporary work with fixed-term contract
3. Seasonal workers (work only until the end of the season)
4. Occasional and one-off work
5. Temporary unemployed
6. Individual entrepreneurship, I run my own business (skip question 40)
7. Other (please explain)

40. If you work as a hired worker, please indicate the type of enterprise (organization) you work for:

1. State enterprise/organization
2. Private enterprise or firm
3. Employed by a physical person, in a private household
4. Other (please explain) _____

41. Where (in which branch of economy) do you work in Kazakhstan? _____

42. At what position do you work? What kind of job do you do? _____

43. Did you undergo professional training while working in Kazakhstan?

1. Yes, at specialized courses
2. Yes, at my workplace
3. No

44. Who is your employer?

1. Citizen of Kazakhstan
2. My compatriot
3. Citizen of another (third) country
4. Hard to say

45. Who do you work together with at your enterprise, company?

1. Mostly migrants from the same country as myself
2. Mostly migrants from various countries
3. In equal share migrants and local workers
4. Mostly local workers

46. Who worked at your position before you?

1. Local (Kazakhstani) worker
2. Migrant from the CIS countries as myself
3. Other (indicate) _____
4. Hard to say

47. Is there any difference between local workers and migrants in terms of remuneration for the same job?

1. Locals earn more
2. Remuneration is more or less equal
3. Other (please explain) _____

4. Hard to say

48. Do you feel competition from the local workers?

1. No, local workers do not want to do the work I do
2. Yes, there is competition and local workers also compete for that working place
3. Do not know

49. How stable do you feel at your workplace?

1. I am under constant threat of being fired
2. I feel stable, no threat of being fired
3. Other (indicate) _____

4. Hard to say

50. Do you have a work contract with your employer?

1. Yes, there is a work contract in written form
2. All details were discussed orally (oral agreement)
3. Other (please explain) _____

51. If the contract is signed, what is its term? _____

52. What are the conditions of work according to the contract and de facto?

	According to contract	De facto
Hours of work per day		
Number of working days per month		
Sick leave		
Paid annual leave		
Monthly salary in tenge		
Term of salary payment		

53. How is your work remunerated?

1. By the time of work
2. By the amount of work performed
3. Other (please explain) _____

54. In what way do you get you salary?

1. In accordance to official payroll with my personal signature
 2. Without payroll ("in an envelope")
 3. Through the bank, on a payment card etc.
 4. The employer writes off earned money from my debt
 5. I am not paid with money
- Other (please explain) _____

55. How often do you get your salary?

1. Every day (according to outputs)
2. Weekly
3. Monthly
4. Upon the completion of the job (or at the end of the season)
5. When the employer wants
6. Other (indicate) _____

56. What else, apart from money, do you get from your employer? (you may mark several options)

1. Foodstuffs, meals
2. Accommodation, a place to live

3. Clothes
4. The employer provides transportation to and from the working place
5. The employer provides professional trainings and courses
6. Medical care in case of necessity
7. Other (please explain) _____

57. What is the procedure of firing?

1. The employer may fire anyone at any moment
2. The employer has to notice about firing in advance
3. Other (please explain) _____
4. Do not know

58. Do you consider your working conditions to be hard or unfavourable?

1. Yes, the conditions are hard
2. No, the conditions are normal (skip question 59)

59. If you consider your working conditions to be hard or unfavourable, why do you think so?

(you may mark several options)

1. Too many daily working hours
2. Few days off, no vacations
3. Hard physical work
4. Badly organized working place, bad equipment, etc.
5. Danger from gangsters, racketeers etc.
6. Work causes damage to my health (chemicals, cold etc.)
7. Sexual harassment
8. Other (please explain) _____

60. If you consider your working conditions to be hard or unfavourable, why do not you change the job?

1. I earn well at this job
2. Hard to find a better job
3. I cannot leave my employer freely

61. If the workload is too hard, would you like to decrease it?

1. Yes (skip question 62)
2. No
3. Hard to say

62. If not, why? (you may mark several options)

1. I will earn less (indicate) _____
2. I may lose my job
3. Other

IV. Violations of the Rights of Migrants and Legality of Employment in Kazakhstan

63. Were conditions of work on par with your expectations?

1. Yes
2. No, worse
3. No, better
4. Hard to say

64. Do you consider that you have been cheated on during your employment in Kazakhstan?

1. Yes
2. No (skip questions 64-1 and 64-2)
3. Hard to say

64-1. If yes, by whom: _____

64-2. How were you cheated: _____

65. Are you aware of cases when an employer would cheat on migrants and avoid paying salary upon completion of works?

1. Yes, I know more than 3 persons in this situation
2. Yes, I know 1-3 persons in this situation
3. I heard that such cases exist, but I do not personally know people in such situation
4. No, I do not know anything about such cases (skip question 65-1)
5. Hard to say

65-1. If yes, in which sectors of economy? _____

66. Were you ever unemployed during your stay in Kazakhstan and for how long?

1. Yes, during _____ months
2. No

67. Where is your passport currently?

1. With me 2. With my employer 3. Other
(indicate) _____

68. Can you leave your employer freely if you would like to?

1. Yes, I can (skip question 69) 2. No I cannot 3. Do not know

69. If you cannot freely leave your employer, why so? (you may mark several options)

1. According to the contract I have to work for a certain period
2. According to migration legislation in Kazakhstan I may work only for this employer
3. My passport is with the employer
4. I owe money to the employer/mediator and I have to work to pay it off
5. I am under threat of violence, vengeance if I leave
6. I am under threat of arrest, deportation if I leave
7. Other (indicate) _____

70. Have your labour rights been violated during your employment in Kazakhstan? If yes, in what way? (mark X in the relevant field in every row)

	Yes	No
1. Working overtime without appropriate remuneration		
2. Completing part of the work without remuneration		
3. Unclear perspective of receiving remuneration (worked without knowing if remuneration will be received)		
4. Working without pay		
5. Long-lasting delays of wage payments (backpays)		
6. Compulsion to work really hard – too intensive		
7. Compulsion to work in inhuman conditions (cold, dirt, insalubrities)		
8. No experience of any kind of labour right violation		

71. Have you experienced any forms of physical, psychological or other violence or compulsion during your employment in Kazakhstan? If yes, in what way? (mark X in the relevant field in every row)

	Yes	No
1. Limitation of freedom (control over movements, contacts, keeping in isolation etc.)		
2. Compulsion to work by physical violence (beatings etc.)		
3. Compulsion to sexual favours on behalf of supervisor, employer		
4. Compulsion to work by psychological violence – threats, blackmail, fraud etc.		
5. Other forms of violence (which ones)		
6. No forms of compulsion and violence were used		

72. Do you know the examples of forced (non-voluntary) labour of your compatriots in Kazakhstan?

1. Yes, I know more than 3 persons in this situation
2. Yes, I know 1-3 persons in this situation
3. I heard that such cases exist, but I do not personally know people in such situation
4. No, I do not know anything about such cases (skip question 72-1)
5. Hard to say

72-1. If yes, in which sectors of economy? _____**73. Do you know about the cases of traffic of people for labour or sexual exploitation?**

1. Yes, I know more than 3 persons in this situation
2. Yes, I know 1-3 persons in this situation
3. I heard that such cases exist, but I do not personally know people in such situation
4. No, I do not know anything about such cases
5. Hard to say

74. Have you been in a situation of slavery and trafficking yourself?

1. Yes 2. No 3. Hard to say

75. Do you know any organizations in Kazakhstan that provide support in such cases?

3. No access to medical care 4. Hard to say

89. Do you have a medical insurance? 1. Yes 2. No 3. Hard to say

90. What kind of accommodation do you have in Kazakhstan?

1. Renting accommodation
2. Living with relatives/friends
3. Living in a dormitory
4. I live at the workplace: in a trailer, at building site, at market etc.
5. Other (please explain) _____

91. How much money do you spend for accommodation per month?
_____ tenge

92. How much money do you spend for food per month? _____ tenge

93. How much money are you able to save monthly for yourself and your family after all spendings (for food, accommodation etc.)? _____ tenge

94. What economic situation did your family have before your work abroad and now (put X in a relevant column)

	Before migration	After migration
1. Good – possibility of savings, expensive purchases (household equipment, furniture, jewellery, car)		
2. Average – income is only sufficient for everyday life expenses		
3. Bad – income is sufficient only for the most necessary goods – food, clothes		
4. Very bad – income is insufficient to buy even most necessary goods		

95. Do you send money to your home country?

1. Yes 2. No (skip the questions 96 and 97) 3. No answer

96. If yes how much do you send monthly on average (in USD)? _____ USD

97. What does that money mean for your relatives?

1. That is all they have
2. That is approximately half of their total budget
3. That is approximately quarter of their total budget
4. Insignificant assistance
5. Other (please explain) _____

98. Do you think that your visit to Kazakhstan is financially beneficial for you?

1. Yes 2. No 3. Hard to say

99. What is the attitude of local population towards you?

1. Good 2. Neutral 3. Bad 4. Hostile 5. Do not know

100. Do you have a possibility to move freely within the city or district?

1. Yes 2. No 3. Do not know / No answer

101. Do you have a migration card?

1. Yes 2. No 3. Do not know / No answer

102. Do you have registration at the place of residence in Kazakhstan?

1. Yes (skip questions 107-109) 2. No (skip questions 103-106) 3. Do not know/No answer

Questions 103-106 for those who have registered at their place of stay in Kazakhstan

103. If you have registration, where did you obtain it?

1. On the border (special stamp in migration card)
2. At the migration police
3. With assistance of a commercial firm
4. Through employer
5. With the assistance of friends, relatives

6. Other (please explain) _____

104. How long did it take to get registration? _____

105. How much did it cost? _____ tenge

106. What are the advantages of having a registration? (you may mark several options)

1. The militia does not fine in the streets
2. It is easier to get a job
3. It is easier to get access to the medical care
4. Other (please explain) _____

5. There are no advantages

Questions 107-109 for those who have not registered at their place of stay in Kazakhstan

107. If you do not have registration, why? (you may mark several options)

1. It is too expensive
2. The procedure takes too much time
3. The landlord does not want to register me
4. I have no place where it would be possible to be registered (I live "at the workplace, in a trailer, in a warehouse etc.)
5. Other (please explain) _____

108. Can you say that absence of registration makes your position in the country significantly worse and it is the serious problem for you?

1. Yes, it makes my position worse
2. It makes my position somewhat worse
3. No, I cannot feel any difference

109. Would you agree to pay for obtaining registration at the place of stay?

1. Yes
2. No (skip question 109-1)
3. Hard to say

109-1. If yes, how much? _____ tenge

110. Have you ever been a victim of crime during you stay in Kazakhstan?

1. Yes
2. No (skip the questions 110-1 and 111)

110-1. If yes, what kind of crimes? _____

111. Did you report about those cases to the police?

1. Yes
2. No

112. Have you visited any of the following institutions (organizations) in Kazakhstan for any reason? (you may mark several options)

1. Police
2. Migration police
3. State employment service
4. Private employment agencies
5. *Akimat* (regional administration)
6. Taxation service
7. Hospital, polyclinics
8. Embassy / consulate of your country
9. Cultural centers or other national and cultural organizations
10. Church or mosque
11. Educational institutions and professional courses
12. Lawyer, notary
13. Bank
14. Other (please explain) _____

113. Did you have conflicts with any of the following organizations? (you may mark several options)

1. Police
2. Migration police
3. Border guard service
4. Taxation service
5. Other state services
6. Other (please explain) _____
7. No conflicts with any organization

114. Did you face any of the below listed actions of the authorities? (you may mark several options)

1. Inspection of documents
2. Fine for illegal residence (lack of registration at the place of stay)
3. Fine for illegal work
4. Detention for illegal residence (lack of registration at the place of stay)
5. Detention for illegal work
6. Deportation
7. Other (please explain)

8. I never faced any of the listed

115. If you paid any fines, in which form did you generally do it?

1. Officially – with a proper receipt
2. Unofficially – without receipts

116. If you paid any fines, how much on average did you spend for it (including unofficial payments)? _____ tenge

117. Do you consider your human rights are violated in Kazakhstan?

1. Yes, gross violations
2. Some violations
3. No violations

118. What kind of services would you need for better adaptation in Kazakhstan? (please mark all the relevant options)

1. consultations on labour and migration legislation of Kazakhstan
2. legal assistance in protection of labour rights
3. job placement services
4. assistance in finding accommodation
5. professional training courses
6. information service for migrants on various issues
7. more convenient bank services for money transfers to home country
8. more accessible medical care
9. Kazakh or Russian language courses
10. courses on Kazakhstan's culture and customs
11. assistance in return to home country
12. Other (what exactly): _____

VI. Future plans

119. What are you further plans for the stay in Kazakhstan?

1. To stay in Kazakhstan permanently, to get citizenship
2. To work long-term in Kazakhstan (a year or more) and then to return to home country
3. To work short-term in Kazakhstan (several months, up to one year) and to return to home country
4. To move to a third country (which?) _____
5. Other (please explain) _____

120. Do you want to get the citizenship of Kazakhstan?

1. Yes
2. No
3. Do not know

121. Are you going to bring your family to Kazakhstan?

1. Yes
2. No
3. My family is already here
4. Do not know

122. Would you advise your compatriots to go to Kazakhstan for work?

1. Yes
2. No
3. Do not know

123. Please indicate the main problems you face in Kazakhstan:

- 1 - _____
- 2 - _____
- 3 - _____
- 4 - _____
- 5 - _____

THANK YOU FOR YOUR ANSWERS!

To be filled by interviewer

Name of the interviewer: _____

The interview was conducted in accordance with instruction _____
(the interviewer's signature)

The interviewer's notes (please provide your remarks and considerations concerning the character of the interview, way of choice the respondent etc.) _____

Annex III

**QUESTIONNAIRE
for the managers of enterprises and organizations of Kazakhstan**

Region/City/Settlement _____

Branch of economy, sphere of activity of the enterprise (i.e. construction, trade firm etc.) _____

Position of the respondent _____

Dear Entrepreneurs,

The given survey is carried out by the OSCE in co-operation with the Government of Kazakhstan. The goal of the survey is to estimate the scale of labour migration in Kazakhstan from the CIS countries (primarily, from the Central Asian region) and its influence on the labour market, as well as the obstacles for legalization the migrant workers in the country. The results of the survey will be used for elaboration of recommendations for improvement the labour and migration legislation in the country, as well as for reduction of

corruption in the sphere of migration management. The survey is absolutely anonymous. The results of the research will be available to the authorities only in the aggregate form.

1. What is the type of your organization/firm??

1. State enterprise or organization
2. Economic partnership
3. Joint stock company/firm
4. Individual entrepreneur without formation of the legal entity¹.
5. Other (please explain) _____

2. The sphere of activity in which your enterprise/firm is involved (example: construction, transport, trade etc.) _____

3. Who is the director of your organization/firm?

1. A citizen of Kazakhstan
2. A citizen of another country (which) _____
3. I do not know

4. Do you use the labour of foreign workers in your organization/firm?

1. Yes
2. No
3. No answer/Don't know

5. If you do not use the labour of foreign workers now, did you hire such workers in the past?

1. Yes
2. No
3. No answer/Don't know

¹ If you employ migrants as a private person please take into account that all the questions of the given research formulated for organizations are also relevant to you.

6. What is the composition of the workers of your organization/firm in terms of qualification and citizenship? (please fill all the boxes of the table – if some category is absent, please put “0”)

	Local workers	Migrants from other regions of Kazakhstan	Foreign workers
Total number of persons, including:			
- unskilled workers (without any professional training)			
- skilled workers (with professional trainings), including the executive staff ²			

7. According to your experience, please provide the average remuneration for local and foreign workers of equal qualification (please put numbers in *tenge* in a correspondent box)

	Unskilled	Skilled
1. Local worker		
2. Migrant from the rural areas or from another region of Kazakhstan		
3. Foreign worker		

8. If a local worker and a foreign worker compete for the same working place, whom would you choose?

1. More likely a local worker
2. More likely a foreign worker
3. Nationality does not matter, it depends on professional skills
4. Other _____

9. What are the advantages and disadvantages of employing foreigners?

Advantages	Disadvantages
1.	1.
2.	2.
3.	3.
4.	4.
5.	5.

10. Please list the professions and types of work, for which it is the most difficult to find personnel in your enterprise: _____

QUESTIONS 11-12 FOR THOSE, WHO DO NOT EMPLOY FOREIGN WORKERS

11. According to your experience of hiring the workers, are there adequate candidates for the vacant places in your organization/firm among the internal migrants and/or foreign workers? (please mark the box with “X” if there are such workers and with “—” if there are no such workers)

	Unskilled	Skilled

² This division on skilled and unskilled workers is used in other questions as well.

Internal migrants (from rural areas, other regions of the country)		
Foreign workers		

12. If there are foreign workers on the market with qualification that is relevant for your enterprise, why are you not hiring them?

1. Local workers fully fulfill the needs of our enterprise
2. We prefer not to hire foreign workers because of the difficulties with their legalization
3. We prefer not to hire foreign workers because of the unsatisfactory quality of their work
4. We prefer not to hire foreign workers in order to avoid the tensions within the staff
5. Other (please explain) _____

QUESTIONS 13-36 FOR THOSE EMPLOYERS, WHO HIRE FOREIGN WORKERS

13. Since which year does your organization/firm use the labour of migrants?

Since _____

14. How many foreign citizens are employed at your organization/firm?

Total number _____ persons; Number of women is _____ persons.

15. What was the maximum number of migrant workers employed at your organization during 2006? _____ persons

16. What was the minimal number of migrant workers employed at your organization during 2006? _____ persons

17. In which period of year do you employ the largest number of foreign workers? (you may mark several options)

1. In winter
2. In spring
3. In summer
4. In autumn
5. Equal number during the year
6. Other (please explain): _____

18. For what period of time do you usually hire the foreign workers? (one answer in every column please)

	Unskilled	Skilled
1. For permanent work (no time restrictions)		
2. For the period of one year or more		
3. For the period from half a year (inclusive) to one year		
4. For the period from three months (inclusive) to half a year		
5. For the period less than three months		
6. For once-only works		
7. Other (please explain) _____		

19. Why do you employ foreign workers? (you can choose several answers in every column)

	Unskilled	Skilled
1. Shortage of local staff of needed qualification		
2. Locals do not want to work at this job		
3. Locals demand higher remuneration for their work		
4. Local workers have lower level of work ethics		
5. Migrants can be hired for the time they are required (flexible use of labour force depending on seasonal fluctuations, changes of market situation etc.)		

6. Foreign workers can work longer, overtime etc.		
7. It is possible not to pay social payments for foreigners		
8. Lower expenses for vacations and sick leaves		
9. Other (please explain) _____		

20. From which countries do unskilled workers employed by your firm come from?

21. From which countries do skilled workers employed by your firm come from? __

22. How do you find foreign workers? (please mark all the relevant options separately for skilled and unskilled workers)

	Unskilled	Skilled
1. Through the official structures (employment service etc.)		
2. Through the private employment agencies		
3. With the help of individual mediators		
4. At unofficial "labour exchanges"		
5. With the help of other workers		
6. With the help of colleagues, acquaintance		
7. Other (please explain) _____		

23. Did you check if the migrant workers you employ have valid registration at the place of stay in Kazakhstan?

1. Yes 2. No 3. Sometimes 4. No answer

24. How is the contract with migrant workers usually arranged? (one answer in every column please)

	Unskilled	Skilled
1. Written labour contract		
2. Written civil contract		
3. Contract with a mediator		
4. Mainly as oral agreement		
5. Other (please explain)		

25. What is the share of the remuneration of migrant workers in the total expenses in your organization? _____ %

26. Where are the passports of the foreign workers employed by your organization/firm?

1. The workers hold their passports 3. The manager (director) keeps the passports
2. In the organization/firm 4. Other (please explain) _____

27. Do you sometimes lend the money for your migrant workers? Or do you pay any of their needs with the following deduction of the correspondent amount from their salaries?

1. Yes, often 2. Yes, sometimes 3. No, never 4. No answer

28. Do you provide your migrant workers with accommodation?

1. Yes 2. No

29. Where do your foreign employees live? (you may mark several options)

1. Rent accommodation from private persons
2. At their relatives'/friends' place

3. In a dormitory
4. In a hotel
5. "At the object", in a trailer (at building site, at market etc.)
6. Other (please explain): _____

7. Do not know

30. If you provide accommodation for your foreign workers, do you have a possibility to register them at the place of stay?

1. Yes
2. No
3. No answer

31. Do you provide the foreign workers with other services? What exactly? (you may mark several options)

9. Provision of meals
10. Provision of medical service
11. Special payments for the training of specific skills
12. Trainings of professional skills at the workplace
13. Service of transferring money to workers' home countries
14. Mediating during the conflicts with the police and local authorities
15. Other services (please explain): _____

32. Did your organization/firm face any problems due to hiring foreign workers? (please mark all the relevant options)

1. Low quality of the work by foreign workers
2. Low working discipline of foreign workers
3. Lies, unfair labour by a worker
4. Problems with competitors
5. Problems with the law-enforcement authorities
6. Problems with bandits, racket
7. Other problems (please explain) _____

8. We did not experience any problems

33. Were any measures of control/sanctions applied to your organization for violation of the procedure for the use of foreign labour?

How many checkups did you experience for the last three years?

Did you pay fines?

1. Yes
 2. No
- If yes, what was the total amount of fines _____
tenge

What other sanctions were applied _____

QUESTIONS 34 - 51 FOR ALL EMPLOYERS

34. Do you know about the procedure of receiving the license for employing migrant workers?

1. I know well all the procedure (where to address, the documents needed etc.)
2. Know something
3. Do not know

35. Did you try to get the license for employing migrant workers?

1. I have a license / I applied and received the license
2. I applied but did not receive the license / My application was rejected
3. I did not apply, but I want to apply and to get the license
4. I did not apply and I do not want to / I do not need the license

5. Other (please explain) _____

36. How much are you ready to pay to a mediating firm for quick and legal issuing of the license for employing migrant workers?

_____ tenge

37. Do you know about the procedure of receiving the permit for employing migrant workers?

4. I know well all the procedure (where to address, the documents needed etc.)
5. Know approximately
6. Do not know

38. Did you try to receive the permit for employing migrant workers?

1. I have permits for all the foreign workers
2. I have permits for some of the foreign workers
3. I applied but did not receive the permit / My application was rejected
4. I did not apply, but I want to apply and to get the permit
5. I did not apply and I do not want to / I do not need the permit
6. Other (please explain) _____

39. How much are you ready to pay to a mediating firm for quick and legal issuing of permit for employing migrant workers?

_____ tenge per one permit

40. What is your attitude toward the established procedure of obtaining a license and a permit for employing migrant workers? (put one "X" in each column)

	License	Permit
1. The procedure is acceptable		
2. The procedure is too complicated		
3. The procedure is unnecessary		
4. Other (please explain) _____		

41. If you do not have the license or permit for employing migrant workers, what prevents you from obtaining it? (you can choose several answers in every column)

	License	Permit
1. It takes a lot of time		
2. I do not understand what I should do		
3. It is too expensive (the official payments for it are too high for me)		
4. Corruption (It is difficult to get the documents without bribing an official)		
5. It is more profitable to employ migrant workers in unofficial way		
6. Other (please explain) _____		
7. I do not know		

42. What are the advantages of possessing the license and permit to employ the foreign workers? (please mark all the relevant options)

1. Possibility to work legally and not to be afraid of checkups
2. It is easier to look for employees (possibility to collaborate with employment agencies and services)
3. More chances to keep a good worker
4. More possibilities to control a worker
5. More legal guarantees (possibility to go to the court in case of cheating or conflict with a worker etc.)

6. Other (please explain) _____

7. There are no any advantages

43. In your opinion, why do many employers hire migrant workers without the fulfillment of official requirements and procedures? (please mark all the relevant options)

1. In this case it is possible to pay migrants less – and to save on remuneration
2. In this case it is possible to save not paying social taxes and payments
3. In this case it is easier to fire a migrant or to replace him/her with another worker
4. In this case it is possible not to make contracts and pay remuneration unofficially (without proper documentation)
5. It is possible not to meet the terms of contracts, to force workers to work more etc.
6. In this case it is easier to punish workers for violation of working discipline
7. Other (please explain) _____

44. What problems do migrants often face in your city/oblast? (please mark all the relevant options)

1. It is difficult to get registration
2. It is difficult to be employed legally
3. Only “black” work, hard and with bad working conditions is available for them.
4. It is difficult to find accommodation
5. They are oppressed and penalized by the militia
6. They are cheated on by employers
7. They are badly paid
8. They suffer indignity and physical violence because of their nationalities
9. They do not have acquaintances, friends, and relatives here
10. Other (please explain) _____

45. Sometimes migrant labour is compared to slave labour. Do you know anything about such cases? (please mark all the relevant answers)

1. I know about it from newspapers and TV
2. I know personally people who were in the position of slaves
3. I know personally people who kept workers as slaves
4. I do not know anything about such cases
5. No answer

46. Did you participate in the programme of legalization of illegal migrant workers which is carried out in Kazakhstan from August till December 2006

1. Yes
2. No
3. No answer

47. If yes, how many workers did you legalize? _____

48. If not, are you going to participate in the program?

1. Yes
2. No
3. Don't know/No answer

49. If you are not going to participate in the program, why? _____

50. In your opinion, will the situation of employers employing migrant workers improve as a result of the programme?

1. Yes
2. No
3. Don't know/No answer

51. What would you suggest to change in the legislation on the use of migrant labour and related procedures?

THANK YOU VERY MUCH FOR YOUR ANSWERS!

To be filled in by interviewer

Name of the interviewer: _____

The interview was conducted in accordance with the instruction _____

(the interviewer's signature)

The interviewer's notes (please provide your remarks and considerations concerning the character of the interview, way of choice of the respondent etc.) _____

-
- ¹ See “Kazakhstan: Country Brief 2009” World Bank website, <<http://go.worldbank.org/4SD88J44E0>>.
- ² Steven Vertovec, “Circular Migration: The way forward in global policy?”, International Migration Institute, Working Paper No. 4, University of Oxford, 2007.
- ³ “Kazakhstan: Dimensions of Poverty in Kazakhstan”, World Bank, Poverty Reduction and Economic Management Unit, Europe and Central Asia Region, Policy Briefing, Vol. 1., 2004, p. 16.
- ⁴ William Dillinger, “Poverty and Regional Development in Eastern Europe and Central Asia”, World Bank, Europe and Central Asia Chief Economist’s Regional Working Paper Series, Vol. 2, No. 1, March 2007.
- ⁵ Zaire Chulanova, “Poverty Reduction in Developing Countries Via Infrastructure Development and Economic Growth: Mutual Impact in Kazakhstan”, Asian Development Bank Institute Discussion Paper No. 62, March 2007.
- ⁶ “Kazakhstan at a Glance”, World Bank, Washington, DC, 24 October 2008, <http://devdata.worldbank.org/AAG/kaz_aag.pdf>.
- ⁷ *Baseline Research on Smuggling of Migrants in, from and through Central Asia* (Vienna: International Organization for Migration, 2006), p. 22.
- ⁸ Michael J. Piore, *Birds of Passage: Migrant Labour and Industrial Societies* (Cambridge, UK: Cambridge University Press, 1979); Harald Bauder, *Labour Movement, How Migration Regulates Labour Markets* (New York: Oxford University Press, 2006).
- ⁹ World Bank, *op. cit.* note 6.
- ¹⁰ Chulanova, *op. cit.*, note 5.
- ¹¹ World Bank, *op. cit.*, note 3, p. 19.
- ¹² *Ibid.*, p. 18. This study states that wages for men were 31 per cent higher than wages for women in 2002.
- ¹³ “Preliminary Opinion on the Legislation of the Republic of Kazakhstan concerning Labour Activity Undertaken by Foreign Citizens on the Territory of the Republic of Kazakhstan”, ODIHR, Warsaw, 2007.
- ¹⁴ Migrants participating in the survey were asked to indicate the wages they were supposed to receive by contract and those that they were actually paid, i.e., de facto monthly income.
- ¹⁵ International Organization for Migration, *op. cit.*, note 7, p. 24.
- ¹⁶ ODIHR, *op. cit.*, note 14.
- ¹⁷ Labour law in Kazakhstan requires employers to conclude a labour contract with workers over the age of 16. According to the country’s labour law, employment contracts are the main means of regulating labour relations between employers and employees, as they set out terms of payment, working conditions, and other critical details.
- ¹⁸ Resolution of the Government of the Republic of Kazakhstan of 25 June 1999 No. 862 and Resolution of the Government of the Republic of Kazakhstan of 29 December 1999 No. 1894.
- ¹⁹ Article 396 of the Code on Administrative Violations of the Republic of Kazakhstan.
- ²⁰ EurAsEC grew out of the CIS Customs Union. All the members of EurAsEC are also members of the older Commonwealth of Independent States, and the relationship between the two organizations is ambiguous. The members have also all agreed that EurAsEC should be merged with the Central Asian Cooperation Organization.

²¹ Chulanova, *op. cit.*, note 5.