

## POLICY OF ENGAGEMENT WITH THE LABOR DIASPORA ABROAD: ECONOMIC EFFECTS AND INSTITUTIONAL CONSTRAINTS

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**Abstract.** The article examines state policy on interaction with the labour diaspora as an element of modern public policy and the state's foreign economic strategy. Particular attention is paid to the analysis of the economic effects associated with the activities of the labour diaspora, including cross-border remittances, investment activity, human capital transfer, and the participation of diaspora communities in the socio-economic development of their country of origin. Along with this, the work identifies and systematises institutional constraints that hinder the effective implementation of diaspora policy, such as the fragmentation of the regulatory framework, weak interdepartmental coordination, and insufficient institutionalisation of mechanisms for interaction with foreign communities of labour migrants. The methodological basis of the study consists of institutional and political-economic approaches, as well as a comparative analysis of international experience. The example of Kazakhstan demonstrates that, despite the significant economic potential of the labour diaspora, state policy in this area remains predominantly reactive and requires a transition to a more systematic and strategically oriented model. The conclusions can be used in the development and adjustment of state policy on interaction with the diaspora in the context of global labour mobility.

**Keywords:** labour diaspora, public foreign policy, economic effects, institutional constraints, migration, global, labour mobility.

**Аңдатпа.** Мақалада еңбек диаспорасымен өзара іс-қимылдың мемлекеттік саясаты қазіргі заманғы мемлекеттік саясат пен мемлекеттің сыртқы экономикалық стратегиясының элементі ретінде қарастырылады. Трансшекаралық ақша аударымдарын, инвестициялық белсенділікті, адами капиталды аударуды және диаспоралық қауымдастықтардың шыққан елдің әлеуметтік-экономикалық дамуына қатысуына қоса алғанда, еңбек диаспорасының қызметіне байланысты экономикалық әсерлерді талдауға ерекше назар аударылады. Сонымен қатар, жұмыста диаспоралық саясатты тиімді іске асыруға кедергі келтіретін институционалдық шектеулер анықталады және жүйеленеді, мысалы, нормативтік-құқықтық базаның үзінділігі, ведомствоаралық үйлестірудің әлсіздігі және шетелдік еңбек мигранттарының қауымдастықтарымен өзара іс-қимыл тетіктерінің жеткіліксіз институционализациясы. Зерттеудің әдіснамалық негізі институционалдық және саяси-экономикалық тәсілдер, сондай-ақ халықаралық тәжірибені салыстырмалы талдау болып табылады. Қазақстан мысалында еңбек диаспорасының елеулі экономикалық әлеуеті болған кезде осы саладағы мемлекеттік саясат басым түрде реактивті болып қалатыны және неғұрлым жүйелі және стратегиялық бағдарланған модельге көшуді талап ететіні көрсетілді. Алынған тұжырымдар еңбек ресурстарының жаһандық ұтқырлығы жағдайында диаспорамен өзара іс-қимылдың мемлекеттік саясатын әзірлеу және түзету кезінде пайдаланылуы мүмкін.

Түйін сөздер: еңбек диаспорасы, мемлекеттік сыртқы саясат, экономикалық әсерлер, институционалдық шектеулер, көші-қон, жаһандық, еңбек ұтқырлығы.

**Аннотация.** В статье рассматривается государственная политика взаимодействия с трудовой диаспорой как элемент современной публичной политики и внешнеэкономической стратегии государства. Особое внимание уделяется анализу экономических эффектов, связанных с деятельностью трудовой диаспоры, включая трансграничные денежные переводы, инвестиционную активность, трансфер человеческого капитала и участие диаспоральных сообществ в социально-экономическом развитии страны происхождения. Наряду с этим в работе выявляются и систематизируются институциональные ограничения, препятствующие эффективной реализации диаспоральной политики, такие как фрагментарность нормативно-правовой базы, слабая межведомственная координация и недостаточная институционализация механизмов взаимодействия с зарубежными сообществами

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трудовых мигрантов. Методологическую основу исследования составляют институциональный и политико-экономический подходы, а также сравнительный анализ международного опыта. На примере Казахстана демонстрируется, что при наличии значительного экономического потенциала трудовой диаспоры государственная политика в данной сфере остается преимущественно реактивной и требует перехода к более системной и стратегически ориентированной модели. Полученные выводы могут быть использованы при разработке и корректировке государственной политики взаимодействия с диаспорой в условиях активизации глобальной мобильности казахстанских трудовых ресурсов.

**Ключевые слова:** трудовая диаспора, государственная внешняя политика, экономические эффекты, институциональные ограничения, миграция, глобальная, трудовая мобильность.

## Introduction

With the deepening of globalisation processes and the growth of international labour mobility, the labour diaspora is playing an increasingly significant role in the political and economic processes of the countries of origin. Labour migrants who are abroad on a temporary or long-term basis form a special segment of the diaspora, which, on the one hand, remains integrated into the socio-economic space of the host countries and, on the other hand, continues to maintain strong economic, social and institutional ties with the country of origin. In this regard, the state's interaction with the labour diaspora is becoming an important area of public policy, at the intersection of the migration, socio-economic and foreign policy agendas.

The economic significance of the labour diaspora is traditionally associated with the volume of remittances, which in a number of countries account for a significant share of gross domestic product and act as a stabilising factor for the national economy. However, contemporary research is shifting its focus from a narrow financial understanding of the role of the diaspora to a broader analysis of its potential as a source of human capital, entrepreneurial initiatives, knowledge and technology transfer, and as an intermediary in international economic relations. This, in turn, raises the question of the nature and effectiveness of state policy on interaction with the labour diaspora.

Despite growing scientific and practical interest in diaspora issues, policies for interacting with the labour diaspora often remain fragmented and institutionally weak. In many states, including those in Central Asia, measures relating to labour migrants abroad are predominantly of a social protection or consular nature and are less focused on long-term economic and political development goals. This indicates the existence of institutional constraints related to both regulatory and legal frameworks and the architecture of state institutions responsible for working with the diaspora.

In this context, the aim of this article is to analyse state policy on interaction with the labour diaspora from the perspective of political economy, as well as to identify the key economic effects and institutional constraints affecting its implementation. The empirical basis for the study is the experience of the Republic of Kazakhstan, considered in comparison with international practice. This approach allows us not only to identify the features of the national model of diaspora policy, but also to determine the directions of its possible transformation in the context of global competition for labour and intellectual resources.

To achieve this goal, the article proposes to address the following tasks:

1. Analyse government policy on interaction with the labour diaspora from the perspective of political economy, determining its place in the socio-economic development system of the country of origin.
2. Identify the main economic effects of the labour diaspora's activities, including remittances, human capital transfer and entrepreneurial activity, using the example of the Republic of Kazakhstan and comparing it with international experience.
3. Identify key institutional constraints that hinder the effective use of the labour diaspora's potential and outline areas for improvement in state policy in this area.

## Materials and methods

To achieve the research objectives, a combination of institutional, political-economic, comparative and statistical analysis was used, which ensured a comprehensive study of state policy on interaction with the labour diaspora and its economic effects. In order to analyse state policy on interaction with the labour diaspora, Kazakhstan's national strategic and legislative documents were studied: the Concept of Migration Policy of the Republic of Kazakhstan for 2015–2025, international reports and analytical reviews, including the Migration Policy Institute (MPI, 2022) and OSCE (2015), providing a comparative analysis of the experience of other countries, statistical data on cross-border remittances from the World Bank and the National Bank of Kazakhstan, identifying the economic

effects of labour migration. Scientific and academic literature on political economy, public policy and migration studies was studied as reference material.

## Results

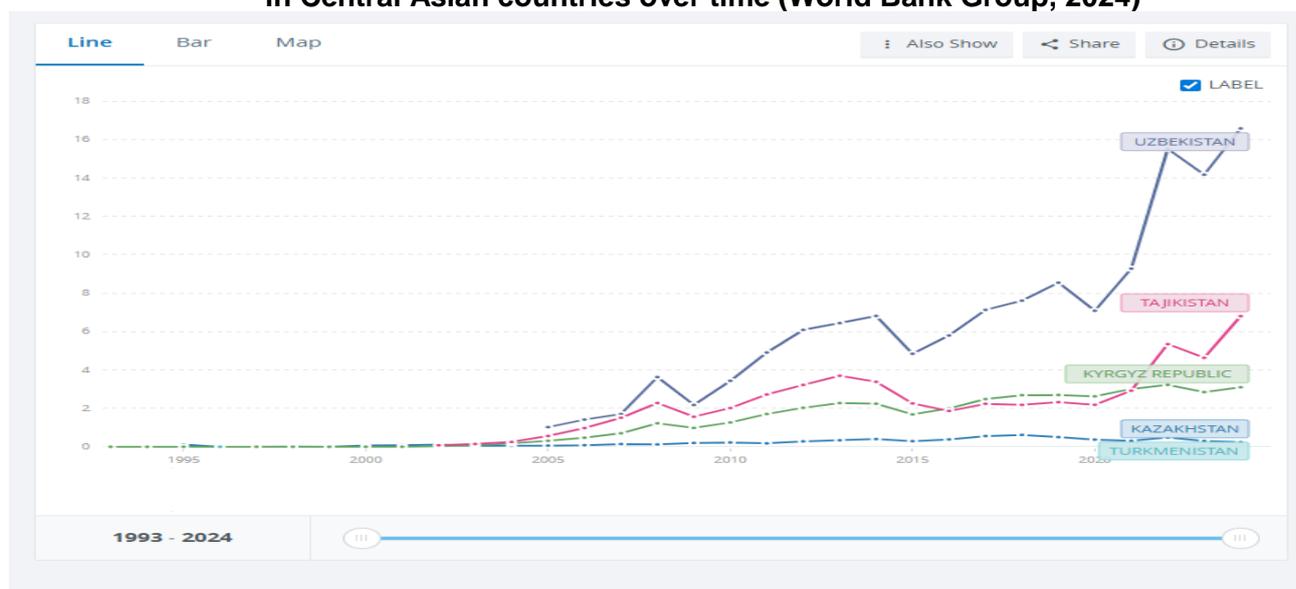
In general, state policy towards the diaspora is a set of measures through which states seek to use the resources of their citizens living abroad for development purposes. Such measures include the creation of institutional mechanisms, norms and strategies aimed at strengthening ties with the diaspora and stimulating economic contributions to the country of origin. Over the past two decades, the concept of involving the diaspora in national development has become widespread: more than 110 states have created specialised structures and strategies for diaspora engagement with the aim of strengthening the contribution of migrants to the development of their country of origin (Newland, 2022). However, they often pursue additional goals, such as facilitating the transfer of skills and technology or attracting investment through commercial ventures or start-up financing.

The intangible consequences of these policies - such as the personal ties of diaspora members to their homeland or the international image of the country - cannot be quantified. But in terms of monetary impact, evidence suggests that countries with diaspora engagement policies tend to receive more remittances than countries without such policies. A study by S. Dahanni showed that between 1996 and 2022, countries that pursued such policies and had sufficient data received on average approximately 2.2 percentage points more remittances as a percentage of gross domestic product (GDP) than countries that did not pursue such policies. A separate study by the International Organisation for Migration (IOM) showed that countries that pursued specific policies towards the diaspora or emigration received more than twice as much remittances as a percentage of GDP (7.3% compared to 3.3% in 2022) (Dahanni, 2025).

The five countries receiving remittances in 2023 are India (\$125 billion), Mexico (\$67 billion), China (\$50 billion), the Philippines (\$40 billion) and Egypt (\$24 billion). The countries where remittance inflows account for a significant share of gross domestic product (GDP) – highlighting the importance of remittances for financing current account deficits and budget expenditures – are Tajikistan (48%), Tonga (41%), Samoa (32%), Lebanon (28%) and Nicaragua (27%) (World Development Report, 2023).

Figure 1 below shows the volume of remittances in Central Asian countries from 1993 to 2024. According to World Bank data on remittances in Central Asian countries, Uzbekistan is the leader, with remittances amounting to \$16.5 billion in 2024, followed by Tajikistan with \$6.8 billion, Kyrgyzstan with half the volume of Tajikistan, and Kazakhstan with a low volume of remittances amounting to \$240 million. Data for Turkmenistan is only available for 1996 (\$4.4 million).

**Chart 1 Volume of remittances  
in Central Asian countries over time (World Bank Group, 2024)**



<https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS?locations=KZ-KG-UZ-TJ-TM>

**Figure 2 Remittance data for 2024 by  
Central Asian country (World Bank Group, 2024)**

Selected Countries and Economies

Country	Most Recent Year	Most Recent Value (Thousands)
Kazakhstan	2024	240,778.84
Kyrgyz Republic	2024	3,100,000.00
Tajikistan	2024	6,801,890.97
Turkmenistan	1996	4,420.00
Uzbekistan	2024	16,579,258.96

<https://data.worldbank.org/indicator/BX.TRF.PWKR.DT.GD.ZS?locations=KZ-KG-UZ-TJ-TM>

However, if we look at the share of remittances in the GDP of these countries, Tajikistan and Kyrgyzstan show a high dependence on money transfers – 42% and 24% respectively. Uzbekistan also receives a significant contribution to its economy through remittances, but it is less than that of Tajikistan and Kyrgyzstan (14%) for 2024 (AsiaPlus, 2025). Personal remittances as a percentage of GDP show a low share in Kazakhstan compared to other countries – around 0.1–0.2% (World Bank Group, 2024). For countries of origin, the labour diaspora is not only a source of cross-border remittances, but also a strategic resource of human capital, skills, investment and international networks that can contribute to economic growth, innovation and competitiveness. A number of countries have developed programmes and incentives to attract diaspora contributions through investments, diaspora bonds and the facilitation of financial transfers, but the effectiveness of such measures is mixed and depends on the institutional capacity of the state (Dahanni, 2025).

Kazakhstan has long been a destination country for labour migrants. However, this trend is changing. According to IOM statistics, in 2019, four Kazakhstani citizens applied for seasonal work visas, but by 2024, this number had grown significantly, with 4,423 Kazakhstani citizens receiving seasonal work visas (IOM, 2024). Kazakhstanis are increasingly working as labour migrants abroad, preferring low-skilled employment abroad to skilled work in their own country. The driving factors are socio-economic dissatisfaction, low incomes in the country, and high levels of debt among the population. These changing trends towards becoming a donor country highlight the need and importance of concluding international bilateral labour agreements with destination countries (the United Kingdom, South Korea, the UAE, Qatar, etc.) Moreover, experts argue that strengthening bilateral and multilateral agreements between countries sending and receiving migrants will help reduce the risks of illegal employment and improve working conditions abroad (AsiaPlus, 2025). As noted above, policies to engage the diaspora are often accompanied by an increase in remittances, which contributes to strengthening the financial stability of countries of origin, growth in consumption, and investment in education and healthcare. A comparison with international practices, for example in Eastern Europe and Southeast Asia, shows that a well-structured diaspora policy not only increases the volume of remittances, but also attracts investment, technology and skilled personnel (MPI, 2022). In addition, the diaspora is capable of supporting investment activity in its country of origin through direct investment, participation in business projects, and the use of networks of contacts and partnerships. Examples of this in international practice include diaspora bonds and programmes that stimulate private investment through financial and legal mechanisms offered by states (Dahanni, 2025).

Clearly, the economic benefits of diaspora contributions can be effectively realised provided that government policy towards the labour diaspora is not constrained by a number of institutional factors.

Firstly, the fragmented nature of the regulatory framework may hinder the formation of sustainable and coordinated mechanisms for interaction with the diaspora. In the absence of a unified strategy and comprehensive legislation aimed at integrating diaspora resources into national development, states face difficulties in implementing long-term programmes (Dahanni, 2025). Secondly, weak inter-agency coordination hinders the coordinated application of measures at the level of various state bodies. The dominance of individual executive branches or the absence of specialised structures responsible for diaspora issues reduces the state's ability to effectively use the potential of labour migrants in the national interest (Kenya Diaspora Policy, 2024). Finally, insufficient institutionalisation of mechanisms for interaction with foreign communities of labour migrants leads to limited participation of the diaspora in economic and social initiatives. Many countries lack legal incentives, financial instruments and support programmes that could increase the diaspora's investment interest in the development of their country of origin (Dahanni, 2025). In the context of migration policy, it is important for Kazakhstan to pay special attention to the transfer of human capital, as labour migrants return home with experience, knowledge and skills that can be used to develop national business, science and education. The concept of 'social remittances' includes not only money transfers, but also the transfer of ideas, cultural practices, professional skills, social norms and innovative approaches, which has a positive impact on the social and economic development of society as a whole. In the Republic of Kazakhstan, policy towards migrants and the labour diaspora is implemented within the framework of migration strategy and programmes aimed at regulating labour migration, protecting the rights of migrants and creating a favourable environment for investment. These measures are reflected in long-term government documents that take into account the country's overall socio-economic development strategy (OSCE/IOM, 2014).

Nevertheless, in national practice, interaction with the labour diaspora often remains reactive and fragmented, without a clearly defined systemic strategy aimed at the sustainable use of migrants' economic potential. This is reflected in the insufficient number of specialised institutions, simplified mechanisms for diaspora participation in investment projects, and limited access to financial instruments capable of enhancing migrants' contribution to the national economy.

## Discussion

An analysis of public policy on engagement with the labour diaspora shows that this public policy tool has significant economic potential, but its use largely depends on the institutional environment and strategic priorities of the state. The economic effects of the labour diaspora, such as remittances, investments and the transfer of human capital, create the basis for long-term socio-economic development. International experience shows that countries that successfully engage with their diaspora ensure the integrity of the legal framework, inter-agency coordination and the availability of specialised institutions capable of directing diaspora resources to strategically important areas of the economy. Some governments are implementing strategies to increase the inflow of remittances. In general, such measures can be divided into two categories: hard economic measures and soft impact strategies. Hard measures are aimed at facilitating financial flows and investments, often through mechanisms such as reducing the cost of remittances, issuing bonds for the diaspora, creating preferential banking channels, or introducing co-financing programmes that stimulate capital inflows. For example, since 2015, Mexico has allowed tens of thousands of shops and other retail outlets to act as 'banking agents' where people can easily send or withdraw cash, facilitating the flow of remittances and helping recipients transition from using cash to electronic mobile payments. Mexico has also launched the 'Three for One' (3x1) programme, which provides \$3 in co-financing from the federal, regional and local governments for every dollar transferred by diaspora associations, with the funds invested in development projects agreed upon by local residents and migrants. Malawi's policy on engagement with the diaspora, presented in 2017, focuses on attracting investment and remittances by providing incentives, reforming access to land and conducting promotional campaigns (Dahanni, 2025). In addition, a number of countries have offered diaspora bonds, allowing members of the diaspora to temporarily provide fixed-rate loans to the government. Nigeria issued its first diaspora bonds in 2017, allowing investors of Nigerian origin living abroad to

earn financial returns and also channel funds into national development projects. The country raised nearly \$300 million through these bonds, which is a significant amount, but still considerably less than the \$22 billion that came in that year in the form of official remittances, and is considering issuing new bonds in the near future. At the same time, 'soft engagement' strategies aim to strengthen political and cultural ties. These may include granting dual citizenship, giving voting rights to citizens living abroad, or organising cultural and professional conferences. Ethiopia's policy on 'yellow card' identity cards demonstrates this approach; holders of such cards can travel and live in Ethiopia without visas, own property, and enjoy other benefits. Instability in the legal and social environment increases the vulnerability of migrants and reduces the long-term positive effects of migration for countries of origin (Mathew, 2025).

Contemporary scientific literature emphasises that the positive effects of remittances are not automatic. In the absence of effective policies, remittances can contribute to macroeconomic imbalances and reduce incentives for structural reforms, including lower productivity in certain sectors or the economy's dependence on external revenues (Periola, 2025). Their impact depends significantly on the level of development of financial institutions. In particular, studies show that remittances alone do not lead to an increase in entrepreneurial activity, but in the presence of a developed banking system and financial markets, they can contribute to the formation of new enterprises and economic modernization (Alhassan, 2025). Similarly, institutional quality, including macroeconomic stability and effective regulation, enhances the positive impact of migration on economic growth. This suggests that the key factor is not only the presence of a diaspora, but also the state's ability to effectively integrate its resources into the national economy.

In the case of Kazakhstan, there is significant economic potential in the labour diaspora, which is currently being exploited only in a fragmented manner. The main constraints are: weak institutionalisation of interaction mechanisms, insufficient inter-agency coordination and an incomplete regulatory framework, including few intergovernmental agreements with other countries in the field of labour regulation and safe external migration. These factors mean that a significant part of the labour diaspora's resources are not integrated into strategic areas of national development, and support measures remain mainly social and consular in nature. For example, Kazakhstan currently has only one full-fledged labour agreement with the Government of Qatar, signed in February 2024 and entered into force in December 2025 (Inform.kz, 2025). With the United Kingdom, within the framework of the seasonal worker programme, Kazakhstan reached bilateral agreements in February 2025 only in the form of a memorandum (KazTag, 2025).

## Conclusion

The results of the analysis confirm the research hypothesis: the limited effectiveness of state policy on interaction with the labour diaspora is due not to the lack of economic potential of migrants, but to institutional and organisational barriers. In other words, the economic effects of the labour diaspora are institutionally determined. The effectiveness of policies for interacting with the diaspora is determined by the state's ability to create conditions for transforming the financial and social resources of the diaspora into factors of sustainable development.

1. The economic potential of the labour diaspora is a significant resource for Kazakhstan and can be used to stimulate socio-economic development through remittances, knowledge transfer, investment activity and participation in entrepreneurial initiatives.

2. Institutional constraints, such as a fragmented regulatory framework, weak inter-agency coordination and insufficient institutionalisation of mechanisms for interaction with the diaspora, significantly reduce the effectiveness of public policy and hinder the systematic involvement of the labour diaspora in national development.

3. International experience shows that a successful policy of involving the diaspora requires the integration of economic and institutional measures, including the creation of specialised agencies to stimulate investment activity and knowledge transfer, as well as the harmonisation of legislation and interdepartmental processes.

4. Recommendations for Kazakhstan include a transition from a reactive model of interaction with the labour diaspora to a systematic strategy that combines economic incentives, legal regulation and institutional coordination mechanisms. This will maximise the contribution of the labour diaspora

to the economy, innovative development and the strengthening of the country's foreign economic position.

5. The practical significance of the study lies in the fact that its conclusions and recommendations can be used in the development and adjustment of Kazakhstan's state policy in the field of labour migration and interaction with the diaspora, as well as in the preparation of long-term strategies for attracting diaspora resources.

The article analyses state policy on interaction with the labour diaspora as an element of modern public policy and the state's foreign economic strategy. Using the example of the Republic of Kazakhstan and drawing on international experience, it shows that the labour diaspora is potentially a significant economic resource capable of contributing to socio-economic development through remittances, investment, human capital transfer and participation in entrepreneurial initiatives. However, Kazakhstan's state policy in the field of the foreign labour diaspora needs to improve institutional mechanisms and strategic planning in order to maximise economic effects and strengthen the country's foreign economic position. It is important to introduce strategic economic incentives, such as diaspora bonds, grant programmes and partnerships in business and science, to attract the economic and intellectual potential of migrants. Secondly, develop mechanisms for the transfer of human capital, including programmes for the temporary return of specialists, remote participation in educational and scientific projects, exchange of experience and mentoring; thirdly, systematically monitor and evaluate the effectiveness of diaspora policy, using quantitative and qualitative indicators of the labour diaspora's participation in the country's economic development.

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#### **ПОЛИТИКА ВЗАИМОДЕЙСТВИЯ С ТРУДОВОЙ ДИАСПОРОЙ ЗА РУБЕЖОМ: ЭКОНОМИЧЕСКИЕ ЭФФЕКТЫ И ИНСТИТУЦИОНАЛЬНЫЕ ОГРАНИЧЕНИЯ**

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#### **ШЕТЕЛДЕГІ ЕҢБЕК ДИАСПОРАСЫМЕН ӨЗАРА ӘРЕКЕТТЕСУ САЯСАТЫ: ЭКОНОМИКАЛЫҚ ӨСЕРЛЕР ЖӘНЕ ИНСТИТУЦИОНАЛДЫҚ ШЕКТЕУЛЕР**

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