

Adaptation of oralman in the Republic of Kazakhstan as a key factor of the integration in a new community

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Abstract

The article provides insights into the country's migration policies regarding Oralman as well as the actual situation with their social, economic, and cultural integration. While focusing mainly on the findings of the survey of International organization of migration, also article describes government activities and schemes pertaining to Oralman. The article analyzes the historical background of ethnic immigration in Kazakhstan. Authors describe government policies regarding oralman in the country as well as the measures to encourage their arrival and to provide integration assistance. Also it is given general information about Oralman in Kazakhstan, and geographical distribution in the territory of Kazakhstan and describe oralman's integration.

Keywords: Oralman, migration policy, ethnic immigration, oralman's integration

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1. Introduction

The integration of Kazakhstan into an international expanse led to the necessity to enter into the process of migration processes regulation in global standard. Our country joined the Convention of refugee status and to other 15 international conventions on labour agency, as well as the Agreement of collaboration with International organization of migration was ratified. We have to point that in the process of rapid globalization most of the countries put an aim to find adequate solutions of the problem connected with the migration process and the processes raised by this phenomenon. Our government devised and established the Conception of migration policy on 2007-2015 years where the main principles and aims were determined to improve the existing and develop new ways of managing migration processes. During the years of its independence the country became the active participant of world migration processes. Mainly it was determined by the fact of social – economic stability. Stable economic rise, increase of life level, absence of international conflicts, large territory and beneficial geopolitical status make Kazakhstan attractive for migration steam.

Kazakhstan was and is still in the centre of mighty migration and demographic processes for centuries. In spite of this, Kazakhstan is a home place for more than 100 nationalities. In the conditions of world development, unlimited intellectual, informational and technological exchange in the whole world, eroded language and cultural borders, the migration policy of the countries pursue a concrete aim. On one hand, it's preserving of national originality and history, and on the other hand, taking into account social, economical and cultural factors.

2. Diasporal policy of Kazakhstan after being independent

Diasporal policy of Kazakhstan after being independent, concentrated on attracting ethnic Kazakhs in to the territory of the Republic.

From 1991 the Republic of Kazakhstan declared officially the priority of migration policy as a right of any Kazakh being outside the historic homeland, come back and adjust in the country. Under the article 1 Law on “Migration of population”, Oralman are foreigners or people without citizenship of Kazakh nationality, constantly living outside the country at the moment of gaining sovereignty by the Republic of Kazakhstan and who come to Kazakhstan for permanent residing (Law of the Republic of Kazakhstan, 2011).

The migration of ethnic Kazakhs – Oralman to their historical motherland is mainly going on from Uzbekistan, Mongolia, Turkmenistan, Kyrgyzstan and Tadzhikistan, China and Russia and also Iran, Turkey, Afghanistan, Pakistan, some number of Oralman come from other CIS countries, Eastern Europe, Denmark and Israel, but in the less number (Kamaldinova, 2015).

In accordance to the calculations about 5 million ethnic Kazakhs live in more than 40 countries in the world. From this about 1.5 million live in Uzbekistan, 1.5 million in China, 1 million, in Russia, 100000 in Turkmenistan, 80 000 in Mongolia and 45 000 live in Kyrgyzstan. Another significant part of Kazakhs is in Turkey, Afghanistan and Iran (Nazarbaev, 2005). It is also known that ethnic Kazakhs live in Western Europe, Asia, North and South America. Mainly, the most significant percentage of Kazakh abroad is descendants of those who left the Soviet Union in 1920s and 1930s, rescuing from repressions, political mess, forcible collectivization and famine (Kazakh nation in Kazakhstan, 1939). It is considered that about 200 000 Kazakhs left the Soviet Union, moving mainly to China, Mongolia, India, Afghanistan, Iran and Turkey, while the number of Kazakhs in the neighboring Soviet Republics increased to 2.5 times in the period from 1926 to 1930, containing more than 794 000 people.

After the collapse of the Soviet Union from 1989 to 1999 the population of Kazakhstan decreased from 16,5 million to less than 15 million (The population of Kazakhstan, 2005). It was connected with the emigration of ethnic Russians and Germans. Kazakhstan led to significant losses of the population, also birth-rate was significantly decreased, immigration was diminished.

The problem of decreasing the number of population was partly considered by the Resolution of the Government of Kazakhstan from 18, November 1991 “About rules and conditions of migration in to Kazakh SSR by people of indigenous nationalities, who want to work in countryside, from other Republic and foreign countries”. This political decision was directed not only to the regulation of Kazakh immigration into the country, but also to develop Kazakh aul and agricultural complex. As a result 61 609 ethnic Kazakhs came into Kazakhstan in the period of 1991 – 1992.

3. Adaptation and integration of Oralmans

Government of the Republic of Kazakhstan establish immigration quota and created of specialized Agency on the matter of ethnic immigration for optimized regulation of expected streams of Oralmans. The Oralmans immigration quota is defined for every year taking into account change of number of population, economical and financial index of the country (Kamaldinova, 2015).

We have to note, that the quota doesn't restrict the return of Oralmans into Kazakhstan. Unlike systems of immigration quota in other countries, for example like in Germany, in Kazakhstan entering into the quota is not the condition for Oralman families to come into the country and stay in it for a constant living. Due to this, the number of Oralman families arriving and settling down in Kazakhstan out of quota is increasing.

So in the last years, we mainly noticed the intensive stream of Oralmans from the neighboring Uzbekistan, particularly from the districts of calamity in the South of Aral sea (Karakalpokia, Navoi district). So there you can notice two groups of Oralmans: included into the quota and out of it.

The difference between coming by quota and out of it may be explained by economic growth and high life-rate in Kazakhstan that attract ethnic Kazakhs living out of borders of the Republic (especially it to compare with neighboring countries) and by the increase of the knowledge about the policy towards Oralmans.

So, for 24 years of independence of Kazakhstan, the Republic became home for more than 952,8 thousand Oralmans (For the period of 24 years in Kazakhstan).

Due to statistic data from 1991 to 1, January 2015 259 159 families or 952 882 ethnic Kazakhs returned to their historical motherland and got a status “oralman”. In the country in 2014it was 3 792 families or 8 247 ethnic Kazakhs, that formed 5,5 % of the general number of population of the country (For the period of 24 years in Kazakhstan).

Obviously, that the most comfortable places to settle Oralmans turned out to be district of South Kazakhstan - 21,2 %, Almaty district – 16,3 %, Mangystau district – 13,0 %, Zhambyl district – 9,4 % and other regions – 40,1 %.

The following settling may be explained by some factors. First, the quota is intended for regional distribution and so inclusion into the quota, to some extend, restricts Oralmans in the choice of place of living. In the beginning of 1990s it was determined by the Government of the country that the quota would be spread mainly in the North Kazakhstan. This measure was established to recover huge emigration streams, which led to significant losses of population in Northern and Central regions. Subsequently, to regulate and control changes in the migration processes, the quota started to focus in South regions, that really reflect the processes of settling (and their geographical determination) of arriving Oralmans. For example, in 2005 about 73 % of Oralmans arrived from Uzbekistan on quota (10 885 from 15 000 families) and settled down in South Kazakhstan district.

In legislative form the law full support of integration of Oralmans is mainly based on the Constitution of the Republic of Kazakhstan, on the Law of “Migration of the population” (1997) and a whole range of other normative – legal documents (The rules of using means for specific purposes).

For rendering adaptation and integrated service in the cities Aktau, Karaganda and Shymkent, and also in the village Aksukent in South Kazakhstan region there are functioning centers of adaptation and integration of Oralman.

The realized programmes of adaptation in the centers, provide consultations on law matters, teaching the state language and Russian language on someone preference, professional training, retraining and rise of qualification.

There exists a range of organizations providing lawful help to Oralman (consultations on legislation, social protection, translations and preparation of the documents for registrations and being granted civic rights); hold conferences, seminars and round tables; protect their rights. But unfortunately, the level of interaction of such organizations with Government structures is till not high enough.

The owner of the status of “oralman” uses all social privileges envisaged in the Law of the Republic of Kazakhstan “About migration of the population”.

Also, they annually assign the budget, directed on the integration of Oralman. They notice significant growth of state subsidy for Oralman. Mainly money funds from the budget go on providing the listed in the quota Oralman’s housing and giving them extraordinary grant. They provide extra privileges in the form of compensation on fare expenses and in moving possessions and free from customs duties when crossing the borders. Nevertheless, not included into quota Oralman have rights to pass the document to acquire Kazakhstani citizenship and also to aspire and get restricted letter of privileges.

According to the analytical survey prepared by the International organization on migration (IOM) they distinguished that the main problems which Oralman often face when they turn back into Kazakhstan are:

- 1) placing in a job (45,3 %) and
- 2) difficulties in dividing and getting housing (31,1 %) (Table) (Analytical survey).

Naturally, in the process of social, economical, cultural integration of Oralman, the state deals with a significant problems – providing them housing. Entering into quota means giving a state housing, but this leads to financial and organizational problems, especially taking into account rising of quota for Oralman. Nowadays, a great amount of state subsidies, given on the integration of Oralman, go on providing Oralman by housing.

As a rule, adaptation and economical integration of immigrants or level of their placing in a job / participation in the labour market, is the key indicator of their general integration into a new society. Unfortunately, the level which was gained by Oralman in the matters of economical integration is still quite low.

It was counted that for the last 24 years, among the people who returned and got the status “oralman” the number of able – bodied age form 55,6 %, including children under 18 – 39,9 % (Statistic data of the Committee on migration for 2014). Unfortunately, Migration committee doesn’t give information about what percentage of able – bodied population have jobs.

Unemployment among Oralman may be explained by several reasons. First of all, legal barriers, which significantly influence on the opportunity of Oralman fined a job. In Kazakhstan, according to labour legislation the define two categories of workers: resident or non-resident. So, there they can’t establish special legal conditions for Oralman, recognized as non-resident. For example, if an employer decides to give a job to Oralman, he will have to get special license, which is not easy to do. Legal hurdle is also connected with the proving of citizenship. In order to place in a job legally in Kazakhstan, Oralman have to get citizenship or at least a residence permit. Such procedure also needs particular efforts. For getting citizenship or residence permit you must register.

Knowledge of the language and skills in speaking the language of the excepting country is an important indicator of successful integration of repatriates and appears as one of the key conditions of integration in labour, social relationship and cultural life of the country where they arrived.

As far as Russian language is widely spread over the whole country, Oralman have some difficulties in the process of successful integration labour market and also in taking part in social and cultural life of Kazakhstan. And this is complicated by insufficient knowledge of Russian language, which is widely spread in the process of every day communication. With the aim to is ease and fasten the process of integration, often the administration of educative institutions organize courses of Kazakh and Russian languages by themselves.

Language barrier is the second to its importance factor of low level of economical integration. Oralman who don't speak or speak a little Russian, face serious problems when seeking for a job, especially in the Northern regions of Kazakhstan.

In the South districts, where Kazakh language is widely spread, the presence of language barrier is less problematic though, in this districts language difficulties are not included. For example, Kazakhs from China, Pakistan and Afghanistan use Arab alphabet in writing, in Turkey – Latin graphics. Oralman, who come from these countries, face difficulties, so as they can't read and write in Kazakh language.

Differences in the system of education also influence on employment. Having a Diploma of high education, Oralman can also face difficulties when placing in a job, his document cannot be admitted. Often repatriates can't place in a job on their speciality.

Table 1 To your opinion, what problems do Oralman face more often turning back into Kazakhstan? (in % to the general number of interviewed, without the number who had difficulties in answering).

Problems	%
Employment	45,3
Difficulties in distributing and getting housing	31,1
Impossibility in choosing a place of living by themselves (accommodation in places planned by quota)	18
Getting citizenship	18
Imperfect in normative - legal base	14,7
Difficult conditions of socio-cultural adaptation	14,3
Difficult conditions of economical adaptation	13,6
Complicated attitude of the population	13
Debts on extraordinary and transport benefits for just arrived on quota	7,8
Training and retraining of personal in accordance with labour market	6,5
Ignoring the rights on giving privileges on getting education	6,2
Giving practical help in creating own productions, business – incubators, giving microcredit	5,7
Ignoring the rights on free medical insurance	5,1
Ignoring the rights on postponing the young Oralman from the army for three years	3,6
Ignoring the rights on privileges in transportation possessions through customs	1,8

The state aspires to support Oralman. According to the article 13 Law on “Migration of population” Minister of education and science “give ethnic Kazakhs and Oralman educative grants in accordance to established by the Government of the Republic of Kazakhstan quota to enter educational organizations in the Republic of Kazakhstan, which realize educational study programmes of technical and professional education secondary high and high education” (Article 13 Law of the Republic of Kazakhstan, 2011).

But still coming in to Kazakhstan Oralman families usually face significant problems in entering schools by their children. Usually, they prefer schools in Kazakh language. Also, students feel differences in the system of education in Kazakhstan from that in the norms of which they studied in the country they lived before.

This survey made in 2004 by IOM showed that most of Oralmans (78,5 %), who came by quota or out of it, use medical service in state hospitals. But every sixth Oralman doesn't circulate into hospitals because of money shortage in the family budget.

Oralmans face a great amount of problems of socio-economical, socio-cultural adaptation, and also matters of civic right character.

Still in the consciousness of society of a particular part of population of Kazakhstan complicated treatment towards Oralmans is present. First of all, it appears by clashing with interests in socio-economical spheres.

The results given earlier by IOM are evidence of the population being worried to some extent about Oralmans, explained first of all by being afraid of competition at labour markets and housing.

The cultural integration also doesn't procedure evenly and right. Abroad Oralmans could save traditional Kazakh culture and life style. When they return to Kazakhstan, socio-cultural adaptation of Oralmans goes on easier in South Kazakhstan, Zhambyl, Kyzylorda, Mangistau districts, because these districts demonstrate greater adherence to national Kazakh culture and traditions.

Opposite, in North and Central regions Oralmans face great number of difficulties in integration. It is explained by more various socio-cultural relationship. In soviet times Kazakh culture in these districts was under significant influence of other cultures and ethnic groups. Wide usage of Russian language and culture in these regions means that Oralmans living there, need more time for adaptation to the local conditions.

In order to improve the process of integration of Oralmans we need to transform and optimize economical and social policy towards Oralmans. There is a necessity in creating state programmes on adaptation of Oralmans in Kazakhstan. Such programme which is based on a new financial approach could even Oralmans, coming by quota and out of it and will deal with matters of economical adaptation including those that link with employment, entrepreneur works; social adaptation with giving housing and medical service, getting education; and also cultural and language adaptation (Kamaldinova, 2015).

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adaptation centers (established by the order of the Chief of Agency of the Republic of Kazakhstan on migration and demography), State of adaptation centers for Oralman and other immigrants in the Republic of Kazakhstan (established by the order of the Chief of Agency of the Republic of Kazakhstan on migration and demography), Instruction of determining the status of “Oralman” and entering them into quota of immigration of Oralman (established by the order of the Chief of Agency of the Republic of Kazakhstan on migration and demography).

Analytical survey, prepared by International Organization on migration (IOM). The results of social research held in 5 regions of the Republic of Kazakhstan (Almaty, Mangistau, South Kazakhstan, Pavlodar, Karaganda districts) from the middle of April to the end of June 2004, allowed to know opinion of Oralman and local population about different aspects of a researching problem by the means of interviewing, group discussions and 20 deeper interviews with the representatives of different groups. The survey was enclosed with 600 Oralman and 300 local citizens.

Statistic data of the Committee on migration for 2014

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