

MIGRATION POLICY IN THE CONTEXT OF NATIONAL AND RELIGIOUS SECURITY: A COMPARATIVE LEGAL ANALYSIS OF THE KAZAKHSTAN MODEL AND INTERNATIONAL EXPERIENCE

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Abstract

The globality and dynamics of migration flows observed over the past decades have led to increased interest in the study of institutional structures and regulatory mechanisms aimed at guaranteeing and protecting the legal status of migrants, as well as observing the interests of the state in the context of national security and religious stability. In this regard, the article pays attention to the study of the concept of the migration policy of the Republic of Kazakhstan and its role in the development of measures to respond to national security challenges arising as a result of the migration of people from different regions of the world belonging to different denominations. It is substantiated that migration is an objective social regularity, historically inherent in all societies and maintaining its relevance due to the natural desire of individuals to improve living conditions, determined by socio-economic and political factors. The authors, using various scientific research methods, believe that this trend emphasizes the need to develop and improve the state migration policy based on the analysis of law enforcement practice and the activities of state bodies that ensure the realization of the constitutional right of citizens to freedom of movement, choice of place of residence, and freedom of conscience. It is concluded that the state should form a system of measures to influence migration processes, based on a complex of principles, normative provisions and methodological approaches, taking into account the provision of national security interests. Along with the analysis of the Kazakhstan Concept, the article conducts a comparative legal analysis of approaches to the regulation of migration and religious security in a number of foreign states (Germany, Canada, Singapore, Turkey), which allows to identify universal regularities and specifics of national models of migration policy in the context of ensuring stability.

Keywords: Migration, migration policy, migrants' rights, national security, right to freedom of conscience.

1. Introduction

Migration policy is one of the key directions of modern state policy, ensuring regulation of migration processes, protection of the rights and legitimate interests of migrants, as well as observance of state interests in the sphere of public, national and

economic security. Institutional mechanisms of migration policy are directed not only to the organization of the processes of entry, stay and integration of migrants, but also to the formation of a stable model of interaction between the state, society and persons participating in migration processes. That is why researchers consider migration policy as one of the priority directions of the state's political and social-economic activity (Rybakovskii and Martynenko, 2013). emphasizing that, despite its belonging to demographic policy, it has an impact on almost all spheres of public life (Crepaz, 2022). Such an approach is also confirmed by modern foreign scientific doctrine, according to which the effectiveness of the social state model is largely determined by the peculiarities of the implemented migration policy (Concept of the migration policy of the Republic of Kazakhstan for 2023–2027, 2023). In the conditions of globalization, the growth of international mobility of the population, armed conflicts and the strengthening of transnational threats, the migration policy acquires a new dimension, going beyond the traditional regulation of migration flows. Its interrelationship with issues of national and religious security is becoming more and more obvious. Mass migration is accompanied by the transfer of cultural, ethnic and religious identities, which has a direct impact on the confessional structure of the host society, the processes of social integration and the level of social stability. In the absence of effective mechanisms for the adaptation of migrants, there are risks of the formation of closed ethno-confessional communities, the spread of radical religious ideologies, the strengthening of inter-confessional tensions and the emergence of threats to national security. In this regard, the migration policy is not only an instrument for regulating the movement of the population, but also an important mechanism for preventing risks associated with religious extremism and the destructive use of freedom of religion. By means of migration legislation, procedures for the selection and verification of migrants, integration programs, requirements for knowledge of the language and the legal system, as well as interaction with religious organizations, the state is able to significantly influence the provision of social stability and interfaith harmony. At the same time, religious policy becomes an important element of integration policy, allowing to ensure the implementation of the constitutional right to freedom of conscience while maintaining a balance between human rights and national security interests. This issue is particularly relevant for the Republic of Kazakhstan, which is a multi-ethnic and multi-confessional state located at the intersection of significant migration routes. The adopted Concept of the migration policy of the Republic of Kazakhstan for 2023–2027 established the strategic directions of the state regulation of migration processes, focused on improving the management of various categories of migrants, developing integration mechanisms and ensuring sustainable social and economic development. At the same time, the analysis of the content of the Concept indicates the need for a more comprehensive understanding of the relationship between migration policy and the provision of national and religious security, as well as an assessment of the compliance of the Kazakhstani model with modern international approaches to the regulation of migration. A comparative and legal analysis of foreign experience shows that states that successfully ensure the stability of migration policy consider the issues of migrant integration and security as complementary elements of a single state strategy. Thus, German legislation links legal migration with mandatory integration measures; the Canadian model combines a system of selecting qualified migrants with a multi-level assessment of potential threats to national security; Singapore implements a complex model of maintaining interreligious harmony through a combination of migration regulation and state control mechanisms in the religious sphere. This experience represents significant scientific and practical interest for evaluating the effectiveness of the Kazakh model of migration policy and determining the direction of its further improvement.

Despite a significant amount of research devoted to migration policy, issues of complex interaction between migration, national and religious security remain

insufficiently developed. In the scientific literature, studies of either the legal regulation of migration or the provision of national security prevail, while the comparative legal analysis of the mechanisms of accounting for the religious factor in the formation of the state migration policy is limited. This determines the relevance of this research. The purpose of the article is to conduct a comparative legal analysis of the Concept of Migration Policy of the Republic of Kazakhstan in the context of ensuring national and religious security, as well as identifying opportunities for using international experience to improve the Kazakh model of migration regulation. To achieve the set goal, the following research tasks are defined: to analyze the relationship between migration policy and the provision of national and religious security; study the legal nature and content of the Concept of Migration Policy of the Republic of Kazakhstan for 2023–2027; carry out a comparative legal analysis of the approaches of Germany, Canada, Singapore and Turkey to the regulation of migration in the context of security; determine the peculiarities of the Kazakh model of migration policy and assess the degree of its compliance with modern international standards; formulate proposals for improving the migration legislation and strategic documents of the Republic of Kazakhstan taking into account international experience.

2. Literature Review

Modern scientific literature considers migration policy as a complex institution of state management, located at the intersection of demographic, economic, social and legal policies. At the same time, in recent decades, the research focus has gradually shifted from the traditional understanding of migration policy as a tool for regulating migration flows to its perception as one of the key mechanisms for ensuring national security, social stability and sustainable development of the state. Classical studies in the field of migration policy were mainly focused on the study of patterns of international population migration, factors of migration mobility and state regulation of migration processes. One of the most fundamental studies remains the work of V.A. Iontsev, who considers international migration as an objective social phenomenon accompanying the development of states regardless of the historical period and level of their economic development (Iontsev, 1999). The author emphasizes that the state migration policy must take into account the diversity of forms of migration and is based on a combination of international legal standards and national interests. The development of this scientific tradition can be traced in the works of Rybakovsky and Martynenko (2013), who consider migration policy as an independent direction of state policy, possessing its own system of goals, principles and implementation tools. According to researchers, the effectiveness of migration policy is determined by the state's ability to simultaneously regulate migration flows, ensure the protection of migrants' rights, and meet the needs of the country's social and economic development. A similar position is taken by Okladnikova (2014), which emphasizes the need for a differentiated approach to different categories of labor migrants and emphasizes the importance of the mechanisms of their adaptation in the host society. A separate direction of research is devoted to the relationship between migration policy and the social state model. In the collective monograph *Handbook on Migration and Welfare*, edited by Crepez (2022), migration policy is considered through the prism of the functioning of social welfare institutions and state responsibility for the integration of migrants. The authors show that modern European states are gradually moving away from an exclusively liberal understanding of freedom of movement, strengthening demands for the social and legal integration of migrants. As a result, the effectiveness of migration policy begins to be assessed not only by the quantitative indicators of migration, but also by the state's ability to prevent social segregation, ensure intercultural dialogue and maintain social stability. A significant contribution to the development of the theory of state migration policy was made by Canadian researchers Simmons and Keohane (1992). Analyzing the evolution of the Canadian immigration

policy, the authors came to the conclusion that its content is determined not only by the economic interests of the state, but also by the need to ensure the public legitimacy of the decisions made. According to researchers, migration policy is the result of interaction between state institutions, political actors, ethnic communities and civil society organizations. This approach significantly expanded the traditional understanding of migration policy, considering it as an element of public administration based on the search for a balance between state interests and the protection of human rights. Along with the development of the institutional approach in the scientific literature, a direction of research connecting migration policy with ensuring national security was gradually formed. One of the first to consistently substantiate this relationship was Weiner (1995), who showed that migration processes are capable of having a direct impact on the political stability of states, the effectiveness of the functioning of state institutions, and the security of national borders. According to his concept, migration policy becomes part of the general strategy of state security, as it allows the state to control the scale and nature of migration flows.

The modern development of this concept is presented in the work of D. FitzGerald [14], devoted to the policy of providing asylum in developed democratic states. The author shows that modern states are increasingly using migration legislation as a tool to prevent potential security threats, strengthening border control, identity verification procedures, and migrant selection mechanisms. At the same time, the researcher draws attention to the need to maintain a balance between the protection of human rights and the provision of national security, since excessive tightening of the migration regime can lead to the restriction of the internationally recognized rights of refugees and persons in need of international protection. Further development of the safety-oriented approach can be traced in the study by Burda, Gerasimova and Ochacha (2019). The authors consider migration policy as an independent instrument for ensuring state security, emphasizing that modern migration strategies must take into account not only economic and demographic indicators, but also the risks of the spread of extremism, organized crime, illegal migration and other transnational threats. Researchers note that the effectiveness of migration policy is determined not by the number of restrictive measures, but by the state's ability to create a complex system of managing migration processes, including mechanisms for integration, monitoring and interagency cooperation. However, the analysis of the existing literature shows that much less attention is paid to the study of the relationship between migration policy and religious security. Most authors consider the issues of the religious identity of migrants only as one of the elements of integration policy, while the independent influence of migration on changing the religious space of the host state remains insufficiently studied. The number of comparative legal studies analyzing the use of migration policy as a tool for preventing religious extremism while simultaneously observing the right to freedom of conscience is particularly limited. In the scientific literature of the Republic of Kazakhstan, issues of the formation of the state migration policy were studied mainly from the standpoint of improving the legal regulation of migration processes. Yes, Dzhan Saraeva (2015) considers the concept of migration policy as the basis for the formation of a unified state migration management strategy focused on solving demographic, economic and social problems. At the same time, the issues of the relationship between migration policy and religious security are considered only fragmentarily in the specified studies. The modern Kazakh model of migration policy is enshrined in the Concept of Migration Policy of the Republic of Kazakhstan for 2023–2027, which provides for a comprehensive approach to the regulation of internal and external migration, the development of migrant adaptation mechanisms, and the improvement of state management of migration processes. However, the analysis of the content of the Concept shows that the issues of religious security have not received independent normative approval as one of the strategic directions of migration policy, despite their direct connection with ensuring national

security. A comparative and legal analysis of foreign models confirms the existence of different approaches to solving this problem. In Germany, the development of migration policy is accompanied by mandatory integration programs and legal mechanisms for the social adaptation of migrants, which is reflected in the annual reports of the Federal Office for Migration and Refugees (BAMF) (Federal Office for Migration and Refugees, 2023). The Canadian model is based on the principles of multiculturalism enshrined in the Multiculturalism Act (Canada, 1988), but at the same time provides for a multi-level system of checking migrants and assessing potential national security risks. Singapore uses a more centralized approach, combining liberal regulation of migration with state control of the religious sphere through the Maintenance of Religious Harmony Act [6]. Turkish legislation also provides for special mechanisms for regulating migration and international protection of foreigners, aimed at minimizing threats to state security [12].

Thus, the analysis of scientific literature testifies to the gradual transformation of scientific knowledge about migration policy: from understanding it as a tool for regulating migration flows to a complex model of public administration that ensures social integration, sustainable development and national security. At the same time, existing studies are mainly focused either on the institutional and legal mechanisms of migration regulation, or on issues of national security. Complex comparative and legal studies devoted to the interrelationships of migration policy, national and religious security, especially as applied to the modern model of the Republic of Kazakhstan, remain unique. It is this scientific lacuna that determines the relevance of this research and determines the necessity of conducting a comparative legal analysis of the Kazakh model of migration policy taking into account international experience.

2. Materials and Methods

The methodological basis of the research was a complex of general scientific and special legal methods of cognition, the application of which allowed to comprehensively investigate the relationship between migration policy and the provision of national and religious security, as well as to conduct a comparative legal analysis of the Kazakh model of migration regulation and foreign experience. The material basis of the research was made up of international scientific publications on the problems of migration policy, national security and integration of migrants; normative legal acts of the Republic of Kazakhstan and foreign states; strategic documents regulating migration policy, as well as official analytical materials of state bodies. The main object of the study was the Concept of the migration policy of the Republic of Kazakhstan for 2023–2027, which was analyzed in comparison with foreign models of legal regulation of migration implemented in Germany, Canada, Singapore and Turkey.

The theoretical basis of the study was made up of the works of domestic and foreign scientists devoted to the theory of migration, state regulation of migration processes, national security, multiculturalism, integration of migrants and ensuring freedom of conscience. Special attention was paid to studies revealing the institutional nature of migration policy, as well as the interrelationship of migration with modern challenges of public and state security. The comparative legal method was of key importance in the study, which allowed to compare the legal approaches of various states to the regulation of migration and to determine the peculiarities of the Kazakh model. The comparison was made according to several criteria: strategic goals of the migration policy; mechanisms for regulating the entry and stay of foreigners; methods of integration of migrants; instruments of national security; peculiarities of legal regulation of the religious sphere in the conditions of migration processes. The use of this method made it possible to reveal both the universal regularities of the development of modern migration policies and the national peculiarities of their implementation.

The formal and legal method was used in the analysis of normative legal acts of the Republic of Kazakhstan, Germany, Canada, Singapore and Turkey. Its use provided

an opportunity to determine the content of legal norms regulating migration relations, reveal the peculiarities of enshrining the principles of the state migration policy and establish the place of issues of national and religious security in the system of the relevant legislation. The system method was used to study migration policy as a complex interdisciplinary institute, the functioning of which is determined by the interaction of legal, political, social, demographic, and religious factors. Such an approach made it possible to consider migration policy not in isolation, but as an integral part of the mechanism for ensuring the national security of the state.

The methods of analysis and synthesis were used in the study of scientific literature, strategic documents and legislation, which made it possible to determine the main directions of the development of modern migration policy, to highlight its key functions and to establish the relationship between the mechanisms of migration regulation and the provision of religious stability. By means of induction and deduction, general conclusions were formulated regarding the regularities of the formation of the state migration policy based on the study of individual national models.

Documentary analysis was used in the study of the Concept of the Migration Policy of the Republic of Kazakhstan for 2023–2027, the annual report of the German Federal Office for Migration and Refugees (BAMF), the legislation of Canada, Singapore and Turkey, as well as other official documents defining the state policy in the field of migration. The analysis of the documents made it possible to establish the peculiarities of the regulatory consolidation of the mechanisms of migrant integration and ensuring public safety in various legal systems.

When interpreting the results of the research, a problem-analytical approach was used, focused on identifying existing gaps in the legal regulation of the migration policy of the Republic of Kazakhstan. Based on the comparison of domestic legislation with international experience, proposals were formulated to improve the concept of migration policy of the Republic of Kazakhstan in terms of more comprehensive consideration of issues of national and religious security.

The use of the set of specified methods provided a complex nature of the study, allowed to objectively assess the current state of the legal regulation of the migration policy of the Republic of Kazakhstan and to determine promising directions for its improvement taking into account the best foreign practices.

3. Result and Discussion

3.1. Institutional and legal characteristics of the Concept of Migration Policy of the Republic of Kazakhstan

Analysis of the Concept of Migration Policy of the Republic of Kazakhstan for 2023–2027, approved by the Resolution of the Government of the Republic of Kazakhstan dated November 30, 2022 No. 961 (Iontsev, 1999), allows us to define it as a comprehensive strategic document of a program type that performs the function of long-term planning, institutional structuring and regulatory orientation of state policy in the field of migration. In modern public administration theory, such documents belong to the category of policy frameworks, which not only define the goals of state policy, but also form the architecture of its implementation through a system of indicators, principles and interdepartmental coordination. A feature of this Concept is its integrative nature, since it combines demographic, economic, social, legal and security components of state policy in one document. This approach indicates Kazakhstan's transition to the model of "integrated migration governance", within which migration processes are considered not as an isolated phenomenon, but as a structural element of the overall system of state development. Structurally, the Concept includes five interconnected blocks: a document passport, an analytical section, a review of international experience, a strategic vision of migration policy development, as well as a system of principles, priority areas and

target indicators. Such a multi-level structure is characteristic of modern state strategies of medium and high levels of institutional capacity, as it allows for both normative certainty and practical measurability of policy results. The analytical block of the Concept performs an important function of diagnosing the state's migration system. It presents a description of the historical stages of migration processes in independent Kazakhstan, an analysis of state programs for resettlement and adaptation of the population, and the identification of key problems in the migration sphere. Among such programs, the initiatives "Mangilik el zhastary – Industry", "Serpin – 2050", "With a diploma to the village", "Strong regions – a driver of the country's development" stand out, which reflect the state's attempts to use migration tools to address regional imbalances, personnel shortages and demographic challenges.

It is important to emphasize that the Concept not only records the current state of the migration system, but also forms its normative and target development model until 2027. In this context, it performs the function of strategic programming, ensuring the connection between long-term national priorities and specific mechanisms for their implementation. Of particular importance is the inclusion in the Concept of a section dedicated to international experience. It analyzes the approaches of such states as the Russian Federation, China, the USA, Estonia, Kyrgyzstan, Germany and Israel. This indicates Kazakhstan's desire to implement the principles of comparative legal analysis (comparative policy learning), which is an important tool for modernizing state policy. In particular, the use of international experience allows adapting best practices in the field of migrant integration, labor migration management, and border security. The strategic vision of the Concept is based on three key components of the migration system: external immigration, external emigration, and internal migration. Such a three-component model allows for a systematic classification of migration processes and is characteristic of modern state policies that seek differentiated management of different types of population mobility.

Within each of these components, the Concept identifies seven priority areas for the development of migration policy. These include: improving the legal regulation of migration processes; increasing the efficiency of labor migration management; optimizing internal population resettlement; developing integration mechanisms; ensuring security and control at the border; improving the system for granting migration status; and creating conditions for the return of citizens and their reintegration. From the point of view of institutional theory, such detail indicates a high level of sectoral differentiation of state policy. This means that Kazakhstan's migration policy functions not as a single centralized system, but as a set of interconnected subsystems, each of which has its own goals, tools and implementation mechanisms. Particular attention should be paid to the fact that the Concept provides for a clear system of target indicators that allow assessing the effectiveness of its implementation. This corresponds to the principles of evidence-based policy, when state decisions are based on measurable indicators and are subject to regular monitoring and correction. Such an approach increases the transparency of state administration and reduces the risks of inefficient use of resources.

From the point of view of the theory of public administration, the Concept also demonstrates the transition to a model of multi-level governance, in which policy implementation is carried out not only by central executive bodies, but also by regional structures. This is confirmed by the fact that, on the basis of the Concept, central state bodies develop departmental action plans, and local executive bodies develop regional implementation programs. Such vertical integration of politics is a key element of effective public administration in complex social systems.

In general, the institutional and legal analysis of the Concept allows us to conclude that it performs not only the function of regulating migration processes, but also acts as a tool for strategic planning of state development. It forms a normative basis for

interagency coordination, ensures the alignment of migration policy with economic and demographic priorities, and also creates prerequisites for the integration of the security dimension into the field of migration management.

3.2. Structural model of migration policy of Kazakhstan and target-instrumental mechanism of its implementation

Analysis of the Concept of Migration Policy of the Republic of Kazakhstan for 2023–2027 allows us to determine that its basic architecture is built on a three-component model of regulating migration processes, which includes external immigration, external emigration and internal migration. Such a structure reflects the state's desire to systematize migration flows in accordance with their direction, legal status and functional load on the socio-economic system. From the perspective of migration governance theory, such a trichotomy is typical for states with an average level of migration intensity, where migration processes have not yet reached a critically high scale, but already require comprehensive management. It is important to emphasize that such a model avoids policy fragmentation and ensures integrated management of population mobility as a single systemic process. External immigration in the Concept is considered as the regulated entry of foreign citizens and stateless persons into the territory of the state for the purpose of employment, education, family reunification or obtaining protection. The emigration component, in turn, is associated with the departure of citizens of Kazakhstan abroad, including both labor migration and long-term resettlement. Internal migration covers the processes of territorial redistribution of the population between the regions of the country, which is of key importance for leveling regional development imbalances.

Within the framework of this model, the Concept details seven interrelated priority areas that perform the function of operationalizing strategic goals. These include: improving the regulatory and legal regulation of migration processes; optimizing labor migration management mechanisms; stimulating internal population mobility; developing institutions for the integration and adaptation of migrants; ensuring effective border and migration control; improving procedures for granting legal status; and creating conditions for the voluntary return and reintegration of citizens. From the point of view of institutional analysis, such a structure reflects the transition from the classical administrative model of migration management to a more complex multi-level system that combines regulatory, service and security functions of the state. This means that Kazakhstan's migration policy functions simultaneously as an instrument of social management, economic planning and an element of the national security system. The target architecture of the Concept is built in such a way as to ensure a balance between the openness of the migration system and its controllability. On the one hand, the state declares its desire to simplify administrative procedures, increase labor mobility and create favorable conditions for the integration of migrants. On the other hand, considerable attention is paid to security issues, border control, digitalization of migration flow accounting and improvement of the identification system. In this context, it is important to note that the Concept actually implements the principle of selective permeability of the migration system, when the state does not completely open or close the borders, but differentiates access depending on the category of migrants, their legal status, professional qualifications and potential risks.

The central element of the target block is the desire to optimize the distribution of migration flows between regions. This is especially important for Kazakhstan as a large state with uneven population density and significant regional disparities in development. Internal migration in this case acts as a tool for correcting the demographic and economic balance between regions. An important component is also the policy of integration and adaptation of migrants, which involves creating conditions for their inclusion in the socio-economic processes of the host society. In modern migration

theory, this direction is considered as a key factor in the long-term stability of the migration system, since it is the level of integration that determines the degree of social cohesion and the reduction of potential conflict risks. It is necessary to emphasize separately the importance of mechanisms of return migration and reintegration of citizens. The concept provides for creation of conditions for return of citizens to the country of origin and their inclusion in the national labor market. This corresponds to modern approaches to circular migration, which consider migration as a cyclical process, and not a one-time movement. In the system of policy implementation tools, digital technologies of migration management occupy an important place, including biometric identification, electronic registries and automated systems of migration data processing. This indicates the gradual technologization of public administration, which corresponds to global trends of digital governance.

The target structure of the Concept of Migration Policy of the Republic of Kazakhstan is characterized by multidimensionality and a combination of socio-economic, demographic and security guidelines. The main strategic goal is the formation of an effective system of migration process management aimed at ensuring national development priorities. At the same time, an analysis of the text of the Concept allows us to state that this goal is mainly of an economic and demographic nature, while the security component is present mainly implicitly. The key policy goals include: reducing administrative barriers in the field of migration; ensuring transparency and fairness of procedures for granting migration status; increasing the efficiency of migration flow management; developing integration institutions; improving the system of control over the stay of foreigners; stimulating the return of citizens; and increasing the level of security of the state border. From the point of view of public administration theory, these goals reflect the transition to a results-based policy model, in which the effectiveness of public administration is assessed through a system of quantitative and qualitative indicators. This approach allows for not only normative but also empirical measurement of policy implementation results. Of particular importance is the institutional mechanism for implementing these goals, which is based on a vertically integrated management system. Central executive bodies develop strategic and departmental plans, while local executive bodies ensure their adaptation to regional conditions. Such a model complies with the principles of multi-level governance and contributes to increasing the effectiveness of policy implementation at all levels of public administration.

Instrumentally, the implementation of goals is ensured through a combination of administrative, legal, economic and information mechanisms. Administrative instruments include regulation of the entry and stay of foreigners, quotas and licensing. Legal mechanisms ensure the determination of the status of migrants and the procedures for obtaining it. Economic instruments are aimed at regulating labor migration and stimulating regional development. Information mechanisms include digital platforms, databases and systems for monitoring migration processes. In the context of the security dimension, it is important to note that the Concept integrates the principle of a risk-based approach, when management decisions are made taking into account potential risks associated with migration flows. This includes screening applicants, assessing migration risks, and using analytical tools to forecast migration trends. In summary, it can be stated that the target-instrumental system of Kazakhstan's migration policy is complex, multi-level, and functionally differentiated. It combines elements of social engineering, economic regulation, and security control, forming a holistic model of managed migration that meets the modern challenges of the globalized world.

3.3. Functional model of migration policy and its connection with national and religious security

A functional analysis of the Concept of Migration Policy of the Republic of

Kazakhstan for 2023–2027 allows us to consider it as a multi-level system of state regulation, combining classical administrative functions with elements of security and social integration management. Within the framework of the studied Concept, migration policy is not limited only to the regulation of population movement, but performs the role of an institutional mechanism for stabilizing the social system of the state in the conditions of global migration transformations.

A generalization of the provisions of the Concept allows us to distinguish five basic functions of state migration policy: regulatory, mediative, adaptive, compensatory (mobilization) and controlling. Each of these functions reflects a separate dimension of the state's influence on migration processes, but together they form a holistic system for managing population mobility. The regulatory function is basic and consists in forming the regulatory and legal architecture of migration processes. It covers the establishment of rules for entry, stay, employment and integration of foreigners, as well as determining the legal status of various categories of migrants. In this context, the state acts as the main institutional regulator, forming the boundaries of permissible population mobility. The mediating function is aimed at reducing social tensions that may arise as a result of the intensification of migration flows. It involves harmonizing the interests of the host society and migrants, as well as minimizing the conflict potential in interethnic and intercultural interaction. In modern conditions, this function is of particular importance, since migration is increasingly considered a factor of social diversification.

The adaptation function ensures the integration of migrants into the socio-economic structure of the host society. It includes access to education, the labor market, social services and legal protection mechanisms. In the scientific literature, it is the level of adaptation that is considered a key indicator of the stability of the migration system, since insufficient integration can lead to the formation of social isolation and segmentation of society. The compensatory (mobilization) function consists in using migration as a tool for resolving demographic and economic imbalances. It is especially relevant for states with regional uneven development, where migration flows can serve as a mechanism for redistributing labor resources and supporting economic growth.

The controlling function provides institutional monitoring of migration processes and is implemented through a system of border control, visa regimes, registration procedures and digital identification tools. In modern conditions, this function is increasingly associated with the technologization of public administration, including the use of biometric systems and automated databases. Taken together, these functions form a multidimensional model of migration policy, which simultaneously performs socio-economic, legal and security tasks. This allows us to consider migration policy as an element of the general system of state administration, which has an inter-sectoral nature.

The relationship between migration policy and the system of national and religious security requires separate consideration. In the modern scientific paradigm, security is increasingly interpreted not only as the protection of state borders, but also as a complex state of social stability, which includes cultural, religious and identification components. Within the framework of the securitization theory, migration can acquire a security dimension when political institutions consider it as a potential source of risks for the stability of the state. At the same time, it is important to emphasize that securitization does not mean the automatic criminalization of migration, but rather forms mechanisms of increased managerial control. In the case of Kazakhstan, migration policy functions as an indirect tool for ensuring national security. This is manifested through several interrelated mechanisms. Firstly, legalization and simplification of migration procedures contribute to reducing the share of unregulated migration, which increases the state's ability to monitor and identify potential risks. Secondly, strengthening border control and the use of digital technologies increase the effectiveness of state supervision over the movement of persons.

Thirdly, integration and adaptation policies reduce the level of social marginalization of migrants, which in theoretical models of social stability is considered one of the key factors in preventing social disintegration. The lack of access to social institutions can create conditions for the formation of parallel social structures, which potentially affect the growth of social tension.

The religious dimension of security in this context is associated with the need to ensure a balance between freedom of religion and preventing the use of religious institutions in destructive or radicalizing practices. Migration flows, especially cross-border ones, can act as a channel for the transnational spread of ideas, which requires the state to form preventive mechanisms for social integration and information policy. In this aspect, the information and educational function of migration policy acquires strategic importance, since it is aimed at forming an inclusive social environment, reducing the level of xenophobia and preventing social polarization. In combination with legal and administrative mechanisms, this forms a multi-level system of social risk prevention. It is also important to note that modern states are increasingly applying a risk-based approach to migration management, when decisions on the admission, stay or integration of migrants are made on the basis of an assessment of potential risks. In this context, the Kazakhstan model demonstrates a gradual transition to such an approach, combining humanitarian and security instruments. In general, the functional model of Kazakhstan's migration policy testifies to its multidimensionality and institutional complexity. It simultaneously performs the functions of social regulation, economic planning and security management. Such multifunctionality is characteristic of modern states operating in conditions of globalized population mobility. In general, it can be stated that migration policy in the Concept acts not only as a tool for managing population movements, but as an integral part of the national resilience system. Its effectiveness is determined by the state's ability to ensure a balance between the openness of the migration system, social integration and security control.

3.4. Comparative legal dimension of migration policy and generalization of research results

A comparative legal analysis of the migration policy of the Republic of Kazakhstan in the context of international experience allows us to determine the degree of convergence of its functional mechanisms with the practices of leading states, as well as to identify the specifics of the institutional design of migration management in the post-Soviet legal system. In general, the results of the study indicate that the basic functions of Kazakhstan's migration policy are universal in nature, but their regulatory consolidation and institutional implementation significantly depend on the political and legal model of the state.

In the Republic of Turkey, migration policy is largely integrated into the security management system, which is reflected in the Law on Foreigners and International Protection of 2013. This regulatory act provides for expanded risk assessment procedures for the entry of persons from regions of increased instability, which demonstrates a high level of securitization of the migration sphere. In this case, migration policy performs not only an administrative, but also a preventive security function aimed at minimizing external threats. In the Federal Republic of Germany, migration policy is based on the model of integration constitutionalism, where the adaptation of migrants to the norms of the rule of law is central. Mandatory integration courses, which include legal, language and value modules, perform the function of socializing migrants within the framework of a democratic legal order. This approach reflects the priority of the adaptation function of migration policy over the control function, although the latter remains highly developed through a system of digital and administrative monitoring. The Canadian model of migration policy combines the principles of multiculturalism

with a high level of selectivity of the immigration system. The legislative framework of Canada provides for strict criteria for selecting migrants according to professional, social and security parameters, which allows the state to simultaneously meet economic needs and maintain social stability. In this context, the Canadian model demonstrates a balance between openness and controllability of the migration system.

A comparison of these models with the Kazakhstan Concept allows us to conclude that the Republic of Kazakhstan is forming a hybrid model of migration management, which combines elements of administrative control, social integration and security monitoring. Such a model is typical for countries with a transitional economy and a high level of regional socio-economic differentiation. A feature of the Kazakhstani approach is the dominance of the state as the main subject of migration policy, which corresponds to the state-centric model of governance. At the same time, elements of multi-level governance are gradually being introduced, which involve the participation of regional authorities and social adaptation institutions in the implementation of migration policy.

From the point of view of institutional theory, it can be stated that the migration policy of Kazakhstan is in the phase of institutional consolidation, when there is a transition from fragmented regulation to a systemic and program-targeted management model. This is manifested in the formation of a single Concept, the development of departmental and regional plans, as well as the implementation of a system of target performance indicators. The generalization of the research results allows us to highlight several key scientific conclusions. First, the Concept of Migration Policy of the Republic of Kazakhstan is a comprehensive strategic document that integrates socio-economic, legal and security components of public administration. Second, its structure reflects a three-component model of the migration system (immigration, emigration, internal migration), which provides differentiated management of different types of migration flows. Third, the functional model of migration policy includes regulatory, mediating, adaptive, compensatory and controlling functions, which together form a multidimensional system of state influence on migration processes. Fourth, Kazakhstan's migration policy performs not only a socio-economic, but also an indirect security function, which is manifested in the mechanisms of control, integration and prevention of social risks.

It should be emphasized separately that the relationship between migration policy and national and religious security is systemic. In modern conditions of global population mobility, migration processes are becoming one of the key factors influencing the social stability of the state. Accordingly, an effective migration policy must ensure a balance between freedom of movement, social integration and security control.

In theoretical terms, this allows us to consider migration policy as an element of the national resilience system, which ensures the state's ability to adapt to external and internal challenges without losing social and institutional stability. This approach corresponds to modern trends in the development of public administration in the context of globalization and increasing population mobility.

In general, the analysis conducted allows us to conclude that the migration policy of the Republic of Kazakhstan for 2023–2027 is a systematically organized instrument of public administration, which combines the functions of regulation, integration and security. Its implementation is aimed at forming a controlled, predictable and socially balanced migration system that meets the strategic interests of the state in the context of global transformations.

4. Conclusions

Taking into account the above, we consider it important to specify the purpose of the Concept to ensure national security and propose the following formulation: "The purpose of the Concept of the Migration Policy of the Republic of Kazakhstan for 2023–2027 is effective legislative regulation and management of migration processes aimed at

ensuring national security and national priorities in the field of demographic, economic, social, political, cultural and religious development of the Republic of Kazakhstan." In addition, Kazakhstan, as a secular state with a multi-ethnic and multi-confessional population, faces challenges associated with the penetration of non-traditional religious currents, some of which may carry risks of religious extremism and destabilization of the socio-cultural environment. Therefore, we offer a number of recommendations aimed at minimizing these risks through systemic measures in the field of religious policy, information control, and social adaptation. 1. Strengthening of informational and educational work to increase the level of religious culture aimed at increasing the religious literacy of the population. The promotion of religious culture corresponds to the concept of "religious education", which promotes the formation of critical thinking and resistance to manipulative religious narratives. In the conditions of migration processes, low information can contribute to marginalization and susceptibility to radical ideas. The development of educational modules integrated into programs of social adaptation of migrants, as well as into school and university courses on the basics of religious studies, is required. It is necessary to ensure a balance between education and respect for freedom of conscience. Emphasis on "traditional" religions can lead to the stigmatization of non-traditional religious currents not related to extremism. 2. Development of a regulatory framework for regulating the activities of religious organizations and strengthening control. It is expected to tighten the legislation in the field of registration and activities of religious associations, as well as to strengthen control over their meetings to prevent the spread of extremist attitudes. Strengthening control may include the introduction of additional requirements for transparency of funding, staffing and content of sermons. However, strict control can reduce the risks of radicalization, but also contribute to the "entry" of religious activity into an uncontrolled space (for example, into a closed online community). Excessive regulation may violate the right to freedom of assembly and religious practices, guaranteed by the Constitution and international treaties. The normative base should be clearly differentiated: measures directed against extremism should not be automatically applied to all non-traditional religious trends. It is expedient to introduce a monitoring system based on risk assessment, rather than total control. 3. Strengthening the monitoring of information about religion in social networks. Given that the majority of people receive information about religion through social networks, it is proposed to strengthen the monitoring of online content to identify and block destructive religious materials. In parallel with monitoring, digital media literacy of the population should be developed so that users can independently critically evaluate religious content.

4. Strengthening the work of local executive bodies on the adaptation of migrants, it is proposed to intensify their work on their integration, including cultural and religious aspects. Problems of spiritual adaptation are connected not only with religious identity, but also with cultural shock, social isolation and economic difficulties. Effective adaptation requires a comprehensive approach, including language courses, legal assistance and intercultural dialogue. Successful adaptation reduces the vulnerability of migrants to radical ideas, offering alternative ways of social integration and identity building. Thus, the proposed recommendations can become the basis for a systemic policy of counteracting destructive non-traditional religious currents, but they require adaptation to the principles of the rule of law and modern socio-cultural realities of Kazakhstan. International practice confirms the validity of the proposed recommendations. Thus, the German experience of the "Willkommenskultur" ("Welcome Culture") program demonstrates that informational and educational measures in combination with mandatory integration courses make it possible to significantly reduce the level of social tension in the migrant environment. Singapore's experience of mandatory registration of religious organizations and monitoring of their activities shows that regulatory regulation, provided it is clearly differentiated from total control over religion,

can effectively neutralize destructive religious influences without violating the right to freedom of conscience. Finally, the Canadian practice of "charter communities" and intercultural dialogue testifies to the high effectiveness of participatory adaptation mechanisms, provided there is a strong regulatory framework. The inclusion of this comparative legal dimension in the law-making and law-enforcement practice of Kazakhstan is a promising direction for further improvement of the concept of migration policy.

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