

RUSSIAN ACADEMY OF NATIONAL ECONOMY AND PUBLIC  
ADMINISTRATION UNDER THE PRESIDENT OF THE RUSSIAN FEDERATION  
NIZHNY NOVGOROD INSTITUTE OF MANAGEMENT

*Unpublished manuscript*



**Timur Rashidovich BULATOV**

**RUSSIA'S MIGRATION POLICY:  
A LEGAL ANALYSIS**

**Research Area 5.1.2. Legal Sciences**

Ph.D. (Law) Thesis Abstract

**Research Advisor:**  
**Prof. Alexey Andreevich Demichev,**  
Doctor of Law, Professor

**Nizhny Novgorod – 2026**

**Relevance of the Research.** Migration processes in the modern world are crucial for the development of many countries. However, the potential and actual threats stemming from poorly implemented migration policies necessitate an examination of their root causes and the development of appropriate legal frameworks. A compelling and timely example is the challenges that have emerged in Europe due to the influx of refugees. People leave their home countries to escape conflict, hunger, and natural disasters.

Each country develops its own strategic approach to national migration policy: some prioritize “high-quality” migration by attracting highly skilled professionals; others seek to enhance demography through incoming migrants; still others focus on maximizing economic performance by any means; while some, upholding the democratic principles embedded in their national legislation, are dedicated to the resettlement and integration of refugees and displaced persons. However, only a country that integrates and balances all these aspects of migration policy can establish an effective approach to its implementation.

Migration is driven by a range of external factors: globalization, economic sanctions, a rise in local conflicts, interethnic tensions, environmental disasters, and others. These factors require governments to respond swiftly to current challenges to adapt the migration policy to external conditions. Today, the Russian Federation confronts many of these factors, requiring enhancements to the country’s migration legislation to align it with the current situation and the creation of an effective migration policy to help address these challenges.

Furthermore, several internal factors shape the migration policy: the proliferation of radical religious and extremist views among immigrants; the insufficient performance by public authorities in preventing and curbing illegal migration; the challenge of balancing human rights with migration control; the shortcomings in policies aimed at promoting so-called “desirable” migration, among others.

It is also worth mentioning the global trend of technological progress, resulting in more digital tools being used for migration control. This includes such innovative approaches as biometric identity verification and digital migrant registration procedures.

Today, migration is a two-sided phenomenon. For the host society, migrants are frequently seen as a risk to stability and security. This perception results in stricter immigration policies and a negative image of a “lawbreaker migrant”. However, there is also a downside: migrants themselves are vulnerable to various forms of violence. They are targeted not only by criminals but also by corrupt government officials who use their positions for personal gain. The dual nature of migrants’ situations presents a complicated socio-legal challenge that demands a balanced solution.

Guaranteeing legal safeguards for migrants—who are entitled to personal security and authentic legal assistance from the host country—has grown equally vital to the Russian migration policy and curbing illegal migration.

The migration legislation of the Russian Federation requires enhancement to address a number of long-standing issues, as well as new challenges arising from current global and political disruptions. The key areas of Russia’s migration policy that require legislative regulation include labor migration, migrant integration and adaptation, the concentration of migrants in economically developed regions, and the ineffective efforts to combat illegal migration and migration-related crime.

The importance of this matter is further underscored by the approval of the new Concept for the national migration Policy of the Russian Federation for 2026–2030 (Presidential Decree No. 738 of October 15, 2025), which defines the goals, objectives, and key areas for enhancing the national migration policy.

In today’s environment, addressing illegal migration requires a comprehensive, evidence-based approach to identify and eliminate its root causes. This is not only a key task of the national migration strategy, but also an area requiring innovative solutions. The timely upgrade of legal, economic, and administrative tools to combat illegal migration is of particular importance.

From the early 1990s to the present, Russia’s migration legislation has developed primarily in an extensive way, which, as T.Y. Khabrieva rightly points out, urgently requires the systematization of its regulatory framework <sup>1</sup>. Ongoing, piecewise, and

---

<sup>1</sup>Khabrieva T.Y. Immigration Law in the Context of the Global Financial and Economic Crisis 2010. No. 2 P. 252.

tactical adjustments to migration policy making and enforcement are becoming socially harmful and unacceptable under current conditions, as migration flows into the Russian Federation continue to grow.

Overall, the current challenges in the legal framework governing Russia's national migration policy highlight the importance of examining and developing effective solutions to migration issues. They also underscore the need to create a comprehensive model for the legal foundations of national migration policy, one that integrates the available expertise across various sectors in the government's migration management.

**Background.** The development of migration legal matters has been studied in multiple contexts by legal scholars, historians, sociologists, and political scientists.

Throughout history, the evolution of migration legal matters has been studied by A.M. Arbuzkin, N. Achtenberg, P. Badura, A.O. Bucsevgeden, D. Guzevich, L.N. Gumilev, M.A. Diakonov, A.A. Zimin, N.M. Karamzin, A.A. Kaufmann, V.O. Kluchevsky, O.F. Mutamets, S.V. Orekhova, A.G. Palkin, V.I. Perevedentsev, A.S. Pigolkin, G.G. Pisarevsky, V. Rzhetsky, L.L. Rybakovsky, S.N. Sergeeva, S.M. Soloviev, A.M. Fumm, and others.

The works of the following authors are of great importance for the analysis of the principles of immigration law: A.G. Bereznoi, L.D. Vorobyov, O.D. Vorobyova, V.P. Griбанov, A.A. Demichev, A.N. Zherebtsov, V.A. Ilyukhina, E.I. Kozlov, O.E. Kutafin, E.A. Lukashova, I.I. Lukashuk, V.O. Luchin, A.V. Malko, N.M. Marchenko, N.I. Matusov, I.A. Pokrovsky, V.B. Romanovskaya, E.N. Trubetskoy, V.A. Tumanov, and others.

General theoretical approaches to understanding the conceptual framework in the field of migration law are outlined in the works of a number of authors, including D. K. Bekyashev, G. Goodwin-Hill, A. N. Zherebtsov, N. N. Zinchenko, D. V. Ivanov, E. V. Kiseleva, E. A. Malyshev, T. Ya. Khabrieva, S.A. Khavina, R.R. Sherkhov.

The following works play an important role in researching the relationship between migration law and the functioning of the Russian legal system: S.S. Alekseeva, V.K. Babaeva, P.P. Baranova, V.V. Gritsenko, V.I. Zazhitsky, N.V. Makaereiko, A.V.

Malko, S.L. Tikhomirova, as well as sociologists and political scientists T.V. Kozlov, I.R. Baleev, G.G. Goldin, L.I. Komissarov, and I.A. Filchagov.

Issues related to the implementation of the national migration policy have repeatedly been the subject of academic research in the works of R.A. Abramov, Z.I. Abazekhov, S.Yu. Andreytso, L.V. Andriichenko, V. Bobylev, N.S. Bondar, Yu.Yu. Byshevsky, M.R. Vokuev, D.V. Dzionik, E. N. Egorova, A.N. Zherebtsov, A.V. Zemsikova, I.V. Ivakhnyuk, I.V. Kalinsky, V.V. Kosareva, M.F. Kostyuk, E.V. Kunts, T.I. Leonidova, M.F. Mazurin, V.S. Malakhov, E. A. Malyshev, N.V. Mkrtchyan, N. V. Mulenko, K.R. Mursalimova, V.G. Medvedeva, I.V. Plyugina, A.V. Podolsky, A.S. Prudnikov, T.A. Prudnikova, G.B. Romanovsky, E.D. Rubinskaya, V.P. Salnikov, E.V. Stakhanova, A.G. Khabibulin, T.Ya. Khabrieva, E.N. Khazov, V.S. Khizhnyak, V.I. Chervonyuk, and others.

The legal regulation of foreign citizen employment in Russia is addressed in the following studies: E.S. Berezutskaya, E.V. Gorbenkova, I.V. Grigoriev, E.A. Edinak, Yu.V. Zhiltsov, A.G. Korovkin, N.V. Mulenko, K.R. Mursalimov, G.S. Skachkova, et al.

Despite the extensive body of work clarifying the nature of national migration policy, issues concerning the legal regulation of migration legal matters, the interaction of public authorities with civil society institutions on migration matters, labor migration, and illegal migration remain insufficiently explored. Furthermore, substantial gaps in migration legislation—both existing and emerging due to global shifts—underscore the necessity for a thorough examination of the Russian Federation’s migration policy.

**Problem Statement.** This study aims to identify the features, issues, and areas for improvement in the legal regulation of migration policy in Russia.

The study progressively covers the following **tasks**:

- To identify the features of the evolution and development of migration policy in Russia
- To define the concept and identify the key legal categories in the field of migration legal matters
- Drawing on an analysis of international and domestic migration policy experience, identify opportunities for its application in modern Russia

- Identify and describe trends in the development of migration legislation in the Russian Federation and define possible improvements
- To examine the relations between the government and civil society institutions in the implementation of the national migration policy
- Identify and characterize possible enhancements of today’s Russian migration policy.

**Research Object.** The focus of this study is the social relationships attributed to the implementation of the Russian Federation’s migration policy. We studied the Russian migration legislation and its real-life application.

**Approaches and Methods.** The thesis’s theoretical foundation draws upon research in jurisprudence, philosophy, sociology, political science, history, and economics. We analyzed the collected material through the lens of contemporary approaches to understanding the formation and development of legal regulation within Russia’s migration policy. In examining general theoretical issues concerning the implementation of state policy across various aspects of social life, the works of Russian legal theorists (V.M. Baranov, A.A. Demichev, D.A. Kerimov, V.V. Lazarev, O.E. Leyst, A.V. Malko, N.I. Matuzov, V.B. Romanovskaya, R.A. Romashov, V.P. Salnikov, A.G. Khabibulin, L.S. Yavich), and historians (A.M. Arbuzkin, D. Guzevich, L.N. Gumilev, M.A. Diakonov, A.A. Zimin, N.M. Karamzin, V.O. Kluchevsky, S.V. Orekhov, A.G. Palkin, A.S. Pigolkin, G.G. Pisarevsky, S.M. Soloviev), and their international colleagues (A.O. Buchsgeven, A.A. Kaufmann, A.M. Fumm).

This thesis is also based on the works by experts in constitutional law (S.A. Avakian, V.D. Zorkin, P.A. Kucherenko, N.F. Lukashev, V.O. Luchin, L.A. Nudnenko, G.B. Romanovsky, T.Ya. Khabrieva, E.N. Khazov, L.T. Chekhladze, B.S. Ebzeev), migration law (S.Yu. Andreytso, T.N. Balashev, A.N. Zherebtsov, K.V. Trifonova, E.A. Malyshev, K.R. Mursalimov, T.A. Prudnikov, A.G. Khabibulin, T.Ya. Khabriev), administrative law (L.V. Akopov, P.N. Biruykov, A.M. Bobrov, T.M. Byalkina, O.A. Ivanova, N.V. Makareiko, S.L. Matveev, O.S. Rogacheva, I.V. Rukavishnikov, M.B. Smolensky, A.I. Stakhov, E.V. Drigol).

The implementation of the Russian Federation's national migration policy is studied in the works by political scientists (A.A. Afonin, M.A. Pitukhin, A.E. Shaparov, E.V. Sheremetyev, M.G. Churkin), sociologists (D.A. Kistankin, V.I. Mukomel, E.A. Nazarova, E.E. Pismennaya), and economists (A.M. Babichev, A.A. Grebenyuk, A.N. Spiridonov, E.V. Chiklyaeva).

Studying the interaction between public authorities and civil society institutions on migration issues, we also paid attention to the works of constitutional law experts (M.V. Baglai, B.N. Gabrichidze, V.V. Grib, Yu.A. Dmitriev, A.V. Zinoviev, A.V. Malko, A.S. Prudnikov, V.E. Chirkin), municipal law experts (I.A. Alekseev, O.I. Bazhenova, I.V. Vydrin, A.N. Kokotov, S.V. Korsakova, M.V. Korosteleva, A.A. Savchenko, S.G. Solovyov, S.E. Chanov, E.S. Shugrina), criminal law experts (A.F. Abdulvaliev, A.I. Bastrykin, M.Kh. Geldibaev, L.V. Ivanova, L.V. Inogamova-Khegai, S.G. Losev, A.V. Naumov, A.I. Rarog, A.I. Chuchaeva, T.D. Ustinova).

The research methods used in the thesis are based on a combination of general scientific methods—such as dialectical analysis, “from the abstract to the specific”, formalization, comparison, and systems analysis—and specialized legal methods, including comparative legal analysis, formal legal analysis, interpretation of legal regulations, theoretical legal forecasting, and historical legal analysis. Given that we view the migration policy of the Russian Federation as a sophisticated system, the institutional approach employed in this study holds a central position. Another pillar of this study is the structural-functional method. It enables us to reveal the significance and role of national migration policy as a government function, and to determine the specific content and structure of the migration law framework as a comprehensive legal institution and the regulatory framework for implementing national migration policy. Furthermore, the thesis adopts an instrumental approach focused on pinpointing the precise technical and legal instruments for executing national migration policy. The study employs logical and formal legal methods to formulate key concepts and provide interpretations of statutes and doctrines in the field of migration legal matters.

**Research Dataset.** The research database consists of various sources, including archival materials from Fund 495, Documents on the Recruitment of Foreigners into

Russian Service, of the Russian State Military-Historical Archive, and Fund 212, State Admiralty Collegium, of the Russian State Naval Archive, as well as a wide range of legal acts, the most significant of which are: Federal Law No. 4528-I of 19 February 1993 on refugees; Russian Federation Law No. 4530-I of 19 February 1993 on forced migrants; Federal Law No. 114-FZ of 15 August 1996 on the procedure for departure from and entry into the Russian Federation. Federal Law No. 62-FZ of 31 May 2002 on Russian citizenship; Federal Law No. 115-FZ of 25 July 2002 on the legal status of foreign citizens in the Russian Federation; Federal Law No. 109-FZ of 18 July 2006 on the migration registration of foreign citizens and stateless persons in the Russian Federation, as well as subordinate legislation: Decree of the President of the Russian Federation No. 622 of October 31, 2018, On the Concept of the State Migration Policy of the Russian Federation for 2019–2025; Decree of the President of the Russian Federation No. 738 of October 15, 2025, On the Concept of the State Migration Policy of the Russian Federation for 2026–2030; Decree of the President of the Russian Federation No. 1126 of December 30, 2024, On Temporary Measures to Regulate the Legal Status of Certain Categories of Foreign Citizens and Stateless Persons in the Russian Federation in Connection with the Application of the Deportation; Decree of the President of the Russian Federation No. 205 of April 2, 2025, On Improving State Governance in the Field of Migration; Resolution of the Government of the Russian Federation No. 1510 of November 7, 2024, On Conducting an Experiment to Test the Rules and Conditions for the Entry into and Exit from the Russian Federation of Foreign Citizens and Stateless Persons; Order of the Government of the Russian Federation No. 265-r of February 22, 2019, On the Action Plan for the Implementation in 2019–2021 of the Concept of the State Migration Policy of the Russian Federation for 2019–2025.

The research findings are **validated** through the examination of the legal provisions available in the Constitution of the Russian Federation and migration legislation, applying advanced scientific methods, referencing concepts from both domestic and international scholars, and citing the analyzed references.

**Academic Novelty.**

1. For the first time in legal science, a periodization of Russia's state migration policy has been formulated. It allows identifying and characterizing essentially different periods in the development of migration relations in accordance with the specific historical situation and the level of legislative development:

**Pre-Imperial Period (9th century – 1721)**

**Stage 1 (9th–12th centuries).** Features:

- formation of migration relations in the Old Russian State;
- emergence of the first legal acts regulating migration relations;
- opening of new migration flows after the adoption of Christianity in Rus';
- mass internal migrations of the population due to the establishment of the Mongol-Tatar yoke.

**Stage 2 (13th–16th centuries).** Features:

- establishment of forced internal migration of the population for land development and city construction during the formation of the centralized Moscow State;
- increase in the number of foreigners.

**Stage 3 (17th – early 18th century).** Features:

- introduction of normative regulation of migration processes and the legal status of foreigners by the Sobornoye Ulozheniye (Council Code) of 1649;
- formation of the legal foundations of the passport system and migration policy in Russia.

**Imperial Period (1721–1917)**

**Stage 1 — Reign of Peter I (1682–1725).** Features:

- active policy of Europeanization of Russia;
- attracting foreign specialists by providing them with decent social conditions;
- laying the foundations of the modern understanding of migration processes;
- establishment of the Russian Academy of Sciences, inviting foreign scholars to train Russian scientific personnel.

**Stage 2 — Reign of Elizabeth I (1741–1761).** Features:

- settlement of the southern outskirts of Russia by foreign colonists;

- development of sparsely populated territories of the Empire.

**Stage 3 — Reign of Catherine II (1762–1796).** Features:

- weakening of control over migration flows;
- democratization of migration legislation;
- adoption of Catherine II's Manifesto On the Free Settlement of Foreigners in Russia (1776).

**Stage 4 — Reign of Paul I (1796–1801).** Features:

- strengthening of control over external migration to Russia;
- streamlining the distribution of internal migration flows for the development of the territories of the Russian Empire;
- organization of surveillance of foreigners arriving in Russia;
- state support for peasant and noble internal migration for territorial development.

**Stage 5 — Reign of Alexander I (1801–1825).** Features:

- stimulation of internal resettlements by providing tax incentives for migrants;
- resettlement of the population from central Russia to its outskirts;
- outflow of peasants to large cities for employment;
- new influx of foreign settlers.

**Stage 6 — Reign of Nicholas I (1825–1855).** Features:

- creation of the Ministry of State Property to support state peasants;
- formation of national autonomous entities for the resettlement of residents from neighboring states;
- increased orderliness in legislative regulation of population movement within the country.

**Stage 7 — Reign of Alexander II (1855–1881).** Features:

- stimulation of resettlement of subjects from densely populated regions to sparsely populated ones (Far East, Siberia, foothills of the Caucasus);
- ensuring the influx of foreigners into underdeveloped territories of the Russian Empire;

- adoption by the government (after the abolition of serfdom) of the Temporary Rules on the Resettlement of Peasants onto State Lands (1881).

**Stage 8 — Reign of Nicholas II (1894–1917).** Features:

- encouragement of peasant resettlement to free lands, provision of benefits and privileges;
- creation of the Resettlement Administration within the Ministry of Internal Affairs (1896);
- formation of a passport system and strengthening the role of passportization as a tool enabling resettlement.

**Soviet Period (1917–1991)**

**Stage 1 (1917–1935).** Features:

- adoption of the first Soviet Constitutions and decrees of Soviet power concerning internal migration of the population (voluntary and forced, due to collectivization policies) to the regions of Siberia and the Far East;
- introduction of a unified passport system with permanent registration of citizens at their place of residence;
- adoption of a number of decrees concerning the free movement of foreigners and indigenous population across the country;
- cessation of external interstate migration for Soviet citizens for many decades.

**Stage 2 (1936–1976).** Features:

- adoption of the USSR Law On Citizenship of the Union of Soviet Socialist Republics, which regulated the admission of foreigners to USSR citizenship and for the first time established the category of “stateless person”;
- implementation of repressive forms of organized migration in the form of deportation of entire peoples in the pre-war years and during the Great Patriotic War;
- organized voluntary resettlement of workers to industrial sites during the campaign to develop new virgin lands.

**Stage 3 (1977–1991).** Features:

- adoption of the 1977 USSR Constitution, which guaranteed constitutional rights and freedoms to foreign citizens and stateless persons;

- adoption of the 1981 USSR Law On the Legal Status of Foreign Citizens in the USSR, granting foreigners and stateless persons personal, socio-economic, cultural, and certain political rights.

### **Modern Period (1992 – present)**

#### **Stage 1 (1992 – December 1993). Features:**

- beginning of the formation of a modern legal mechanism for regulating migration relations;

- abolition of permission-based registration of citizens at their place of residence and replacement with notification-based registration at the place of stay and residence in the territory of the Russian Federation;

- consolidation of the right of Russian citizens to free exit and entry into the country using issued foreign passports.

#### **Stage 2 (1993–1997). Features:**

- adoption of the 1993 Constitution of the Russian Federation, accelerating the development of migration relations;

- formation of the modern passport system of Russia;

- beginning of the formation of a legal framework for regulating external labor and forced migration, protection of refugees and forced migrants, and combating illegal migration.

#### **Stage 3 (1997–2003). Features:**

- expansion of the scope of regulated legal relations in the field of forced migration, introduction of the institution of temporary asylum;

- expansion of grounds for loss of refugee status;

- consolidation of the legal status of foreigners in the Russian Federation;

- legislative regulation of external labor migration.

#### **Stage 4 (2003 – present). Features:**

- reorganization of the migration authorities system of the Russian Federation;

- introduction of modern innovative technologies into the work of public authorities in the field of migration;

- adoption of measures to suppress and prevent illegal migration;

- establishment of a notification procedure for engaging labor migrants in employment;

- adoption of the Program for the Resettlement of Russian Compatriots to their homeland (Complies with Items 1, 2, 14 of the Research Area Definition 5.1.2).

1. To improve the effectiveness of Russia's migration policy, it is advisable to draw on positive international experience. An analysis of practices in leading countries, such as the United States, Germany, and France, indicates that Russia should pursue a policy of attracting quality migrants. We recommend concentrating on the following key areas of migration policy that have proven effective in these countries:

- ensuring accessibility and attractiveness of higher education for foreign students, including by creating preferential conditions for them. This enhances the global recognition of national education and opens prospects for graduates to stay in the host country for employment (as exemplified by Germany);

- creation and funding of programs to attract highly qualified foreign specialists, significantly impacting the technological and economic progress of the host country (as in Germany);

- active attraction of foreign investments into the economy of the host country by creating conditions for the development of foreign business within the country, ensuring economic growth and prosperity of citizens (as in Germany);

- implementation of technologically advanced and up-to-date programs for the integration of migrants into the host society, involving the most experienced specialists in digital technology development (as in Germany);

- application of a territorial model for the settlement of migrants within the country, taking into account their national and religious characteristics. This implies state control over the resettlement of arriving foreigners within a specific city — division into neighbourhoods/districts (as exemplified by France);

- establishment of annual limits on the number of incoming migrants, which will enable effective control of migration flows and ensure the legality of migrants' residence and employment in the country (illustrated by U.S. legislative measures —

the Jones–Reed Act of 1924; the Immigration Act of 1929; the McCarran–Walter Act of 1952; the Immigration and Nationality Act of 1965; the Immigration Act of 1990);

- study of negative experiences in implementing state migration policies in foreign countries. This will help avoid their mistakes and prevent potential problems for Russia, such as excessive democratization of migration policy in France; haphazard increase in migration quotas in the USA; forced mass recruitment of labour migrants in Germany in the post-war period (Complies with Items 1, 13, 14, and 29 of the Research Area Definition 5.1.2).

3. We have identified the following trends in the evolution of the Russian migration legislation:

– More severe penalties for offenses committed by foreign nationals. Amendments have been made to the Criminal Code of the Russian Federation. The commission of a crime by an individual illegally present in the Russian Federation is now an aggravating circumstance. Furthermore, liability for organizing illegal migration and for fictitious registration at a place of residence or place of stay has been tightened.

– Combating illegal migration. The Presidential Decree of December 30, 2024, No. 1126, Temporary Measures to Regulate the Legal Status of Certain Categories of Foreign Citizens and Apatrides in the Russian Federation and the Deportation Procedure permits foreign citizens residing illegally in Russia to regularize their legal status, a process that must be completed within a specified timeframe

– Digital technologies to ensure migrants comply with the laws of the Russian Federation. A detailed review is provided of Government Directive No. 1510 of November 7, 2024, Pilot Program to Test the Entry into and Exit Regulations for Foreign Citizens and Apatrides. This Directive establishes a pilot project for the Digital Migrant Profile (Migrant ID) app.

– the expansion and enhancement of authority for the Migration Directorate of the Russian Federation’s Ministry of Internal Affairs in combating illegal migration. We have identified key changes to the structure and powers of the public authority: the creation of the Service for Citizenship and Registration of Foreign Citizens within the Ministry of Internal Affairs of the Russian Federation; the assignment of migration-

related authority to the First Deputy Minister of Internal Affairs and the appointment of the former Deputy Prosecutor General of the Russian Federation to this role; and amendments to the Code of Administrative Offenses of the Russian Federation concerning the authority of the Migration Directorate of the Russian Ministry of Internal Affairs to deport foreign citizens.

- Countering the operations of foreign terrorist and extremist organizations that recruit migrants on the Russian territory and pose a threat to national security

- Strengthening labor migration regulations. This involves shortening the maximum length of visa-free stays in Russia, establishing a registry of individuals under surveillance, and increasing professional qualification standards

- Adjustments to the procedure for granting asylum to foreign nationals. Four new categories of asylum have been introduced: refugee status, temporary asylum, political asylum, and temporary protection

- Enhancing the national program to support the voluntary resettlement of compatriots. The list of individuals eligible for repatriate status has been expanded, and the list of documents confirming a compatriot's proficiency in the Russian language has been updated.

Given the substantial number of changes to the migration legislation, we considered it appropriate to create a single Migration Code of the Russian Federation, which would consolidate all regulations governing migration. We have developed a draft Migration Code of the Russian Federation, consisting of 13 chapters containing 77 articles (complies with Items 5, 8, 12, 13, 14, 15, 19, 21, 22, and 29 of the Research Area Definition 5.1.2).

4. We have identified the following areas for the implementation of Russia's migration policy in the context of effective interaction between the government and civil society institutions:

- Establishing and maintaining, by the Government, conditions that enable civil society institutions to monitor compliance with the Russian Federation's migration legislation, in line with the principles set out in the new Concept of national migration Policy for 2026–2030

- Coordination of efforts to attract labor migrants to work in Russia through collaboration between the state and public associations that aim to facilitate the adaptation and integration of migrants into Russian society

- Joint initiatives to develop and implement programs for the adaptation and integration of labor migrants into Russian society through cooperation among public authorities, civil society organizations, and the business sector

- Cooperation between civil society institutions and the government regarding procedures for foreign citizens to undergo biometric data collection, medical examinations, verification of educational background, qualifications, professional experience, and other procedures to confirm the migrant's personal details

- Facilitating the integration of forced migrants into the Russian society, particularly by creating and implementing migration support initiatives that teach the basics of the Russian language, history, and culture, as well as by further developing regional resettlement centers for forced migrants

- Fostering international collaboration on migration policy by engaging with global institutions (including civil society organizations) to manage migration flows effectively

- Assisting state authorities in achieving the goals set out in the new Concept of State Migration Policy for 2026–2030 (complies with Items 2, 5, 8, 11, 13, 14 of the Research Area Definition 5.1.2)

5. We have proposed the following improvements to the Russian Federation's current migration policy:

- Limiting the number of incoming migrants classified as “refugees,” and introducing quotas for the distribution of migrants across each of the country's regions

- Developing and approving a program for the distribution of migrants across the Russian Federation. To achieve this, it is essential to assess the labor migration needs of each region (considering the migrant's skills) and develop an efficient system for relocating migrants, while implementing government oversight of migrant movement within the country.

- Implementation of a strategic migration policy focused on quality migration, as outlined in the new Concept of the national migration Policy of the Russian Federation, prioritizing highly qualified experts and migrants with strong integration potential
- Enhancing the system of benefits for highly qualified experts relocating to Russia
- Establishing mandatory “integration courses” for migrants to complete in their home countries before arrival, and legally mandating this requirement with appropriate penalties for non-compliance
- Further digitization of the migration agencies, including in the provision of legal assistance to migrants;
- introducing the Migration Expert educational program into the curriculum for the 40.03.01 Jurisprudence program (complies with Items 5, 13, 14, 26, 29, and 16 of the Research Area Definition 5.1.2).

**Theoretical and Practical Value of the Research.** The study’s theoretical significance is its comprehensive scientific investigation to gather data and generate new knowledge about the legal foundations of Russia’s national migration policy. This research covers the pre-revolutionary, Soviet, and modern periods, and contributes to creating a forward-looking vision for Russia’s migration policy. The study’s findings provide new insights into the history of Russian migration law and the instruments for implementing national migration policy.

The practical significance is the set of proposals and recommendations to modernize existing legislation, improve the current Concept of the national migration Policy of the Russian Federation, establish effective mechanisms to address existing problems in the field of migration, and enhance the technical and legal instruments for regulating social relations in the migration domain.

The study’s findings can feed the refinement of the new national migration Policy Concept for 2026–2031, as well as other aspects of existing migration legislation. They are also applicable to resolving law enforcement matters in migration legal matters and can be used in the academic process at law schools within courses such as

Constitutional Law in Russia, Administrative Law, Migration Law in Russia, and Legal Framework for Migration Policy.

**Dissemination of Research Results.** The key findings and theoretical conclusions of the thesis were presented at meetings of the Department of Constitutional and Administrative Law at the Nizhny Novgorod Institute of Management—a branch of the Russian Presidential Academy of National Economy and Public Administration (RANEPA). They are also reflected in 31 of the author's publications. Of these, 14 were published in journals recommended by the Higher Attestation Commission of the Russian Ministry of Education and Science (Categories 1 and 2) for disseminating the main results of thesis research. This includes 3 articles in journals recommended by the RANEPA Academic Council for publishing works in jurisprudence. Additionally, the findings were presented and discussed at various conferences: International Conference for Lawyer's Day, Jurisprudence as the Guardian of the Rights and Freedoms of Citizens, Society, and National Interests (St. Petersburg, 2016); International Conference of Young Researchers Government and Law: Evolution, Current State, and Prospects for Development (Toward the 300th Anniversary of the Russian Police) (St. Petersburg, 2016); International Conference Training of Legal Professionals in the Tradition of Departmental Russian Education: History and Modernity (St. Petersburg, 2021); Inter-university International Roundtable Issues of Countering Extremist and Terrorist Activities at the Current Stage of Development of the National Guard of the Russian Federation (St. Petersburg, 2022); Russian Conference for the Election of the President of the Russian Federation, Professional Legal Culture in Russia (St. Petersburg, 2024); All-Russian Scientific and Practical Conference New Orbits of International Relations: Export, Migration, Space dedicated to Cosmonautics Day and the 25th anniversary of the UNESCO Chair at State University of Aerospace Instrumentation (Moscow, 2024); International Conference Cooperation between Law Enforcement Agencies of Foreign States and the Russian Federation in Countering Illegal Migration (Moscow, 2025); International Conference Protection of Statehood: Historical Heritage and Modern Challenges (St. Petersburg, 2025). Sixth All-Russian Scientific Conference of Cadets, Undergraduates, Assistant

Professors, Graduate Students, and Doctoral Candidates: Current Issues in Legal Science Through the Eyes of Young Researchers (Ryazan, 2026).

**The thesis's structure** is shaped by its topic, purpose, and research objectives. It comprises an introduction, two chapters (each containing three sections), conclusions and recommendations, and a list of references.