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**IMPLEMENTATION OF THE POLICY OF ADAPTATION AND
INTEGRATION OF MIGRANTS IN THE RUSSIAN FEDERATION
AS A FACTOR IN THE DEVELOPMENT OF CIVIL SOCIETY
INSTITUTIONS.**

Specialty 23.00.02 – Political Institutes, Processes and Technologies (Political
Sciences)

Abstract of the thesis for the degree of candidate of political sciences

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Topicality of the research. International migration has a significant impact on the socio-economic and demographic development of the Russian Federation and makes a significant contribution to the evolution of social relations. The arrival of labor migrants and immigrants complicates the stratification of Russian society, as a result of which the processes of socio-political transformation are developing. Due to the significant sociocultural distance between migrants and the receiving community, Russians' perception of migrants remains rather negative. Solving the problem of the risks of developing a socio-political conflict in the sphere of the inclusion of migrants in Russian society is possible only if an appropriate state policy for the adaptation and integration of foreign citizens is implemented and effective political and state governance in this area.

At the same time, there are a number of problems in the field of institutional, technological and regulatory support of the policy of adaptation and integration of migrants at the present stage:

1) a legislative act on regulating public relations in the field of adaptation and integration of foreign citizens into the Russian society, which determines the interaction of actors in the integration policy, including public authorities and civil society institutions, has not been adopted;

2) political technologies for managing the process of adaptation and integration of migrants have not been developed, both at the federal, and at the regional and local levels of public administration;

3) the existing mechanisms need to be improved, and it is also necessary to develop new tools to motivate foreign citizens to participate in activities for social and cultural adaptation and integration into the host society;

4) the potential of civil society institutions as actors in the policy of adaptation and integration of migrants is practically not realized;

5) the symbolic component of the policy of adaptation and integration of migrants has not been determined in order to legitimize it;

6) theoretical and methodological approaches to the solution of these problems require clarification, both to the interpretation of the institutional essence

of the national public association in the context of the policy of adaptation and integration of migrants, and to the regulation of public relations in this area.

The research includes an analysis of the institutional and technological characteristics of the policy of integration of migrants in the context of its implementation in Moscow. The representativeness of the study is due to the concentration in the Moscow agglomeration of up to a third of all-Russian migration flows.

The degree of elaboration of the scientific problem.

The exhaustion of the differentialist discourse and the announcement of the failure of the "multi-stump" policy have actualized Western and domestic studies on the integration of both the process of including immigrants into the host community and state policy to regulate this process.

Comparative analysis of policies and strategies for managing ethnocultural diversity, search for the position of integration policy in the continuum "assimilation - multiculturalism" are presented in the works of R. Brubaker, V.Yu. Ledeneva, A. Yu. Sungurova, I. Tsapenko, T.N. Yudina. In this regard, the deliberative project of J. Habermas is interesting as a philosophical basis for the integration policy of multicultural states striving to preserve their own identity before the influx of immigrants, while achieving social solidarity.

Integration as a process, which is the inclusion of migrants in the social institutions of the recipient state, and adaptation as the initial stage of this process, have been studied in detail by V.Yu. Ledeneva. Methodological approaches to studying and measuring the integration of migrants are summarized by V.I. Mukomel, with special attention paid to the criteria and indicators of integration, the possibilities of their application in Russian realities.

In the works of V.A. Volokh, when considering the transformation of the formation and implementation of migration policy, the problems of interaction between the state and civil society in the field of adaptation and integration of migrants are outlined. Analytical works of S.V. Rogachev's studies reveal the problems of interaction between the state and civil society as a factor of social

consolidation. Researches of L.E. Ilyicheva, I.V. Orlova, V.V. Smirnov are devoted to the conceptual and methodological evolution of civil society in Russia, the models of its interaction with the state, civic participation in public administration.

A great contribution to the theoretical understanding of the policy of integration as a type of migration policy in relation to immigration, the mechanisms of its implementation in Russia was made by Russian scientists V.A. Volokh, L.A. Kononov, V.S. Malakhov, V.I. Mukomel, I.V. Ivakhnyuk, T.N. Yudina.

The existing practices and problematic aspects of linguistic and socio-cultural adaptation of foreign minors in Russian educational institutions, in particular, in Moscow are summarized in the publications of A.L. Arefieva, Yu.A. Goryacheva, V.F. Zakharova, L.E. Kurneshova, E.A. Omelchenko, T.V. Savchenko, A.A. Parfyonov. The gender aspect of migration processes, as well as the problems of adaptation and integration potential of family migration, were developed in the works of D.V. Poletaeva, E.V. Tyuryukanova.

In the sphere of the inclusion of migrants in Russian society, the goal setting of the state policy in the sphere of migration and the national policy of the state coincide. Integration of various peoples as nation-building, as a path of historical evolution of Russia and the construction of modern Russian civic identity through the concept of interethnic harmony is considered by L.M. Drobizheva, V.Yu. Zorin, V.A. Mikhailov, N.V. Mikhailova, S.V. Ryzhova, V.A. Tishkov. The political aspects of the formation and existence of diasporas as communities of migrants, their integration potential, as well as their importance for the development of receiving and sending states are outlined in studies of D.R. Agunias and K. Newland, S. Benhabib, M.A. Omarov, G. Schaeffer.

The most famous Russian researchers of the adaptive potential of migrant communities, including those formed on the territory of Moscow, are E.A. Varshaver and A.L. Rocheva, A.V. Dmitriev and G.A. Pyadukhov, I.M. Kuznetsov, E.A. Nazarova, V.M. Peshkova.

The problems of structuring, functioning and self-presentation of national associations are analyzed in the works of M.A. Astvatsaturova, V.K. Malkova, U. M. Mehdiyeva and V.R. Filippov.

Conceptual approaches to the study of national-cultural autonomies and other associations as self-governing institutions created along ethnic lines and shaping certain group interests were formulated by L.V. Andrichenko, O.E. Kutafin, A.G. Osipov, V.V. Saveliev, T. Ya. Khabrieva.

A number of publications by domestic researchers summarize and analyze the experience of national public associations operating in the regions and at the federal level. Nevertheless, the potential of national public associations, including those functioning in Moscow, as institutions of civil society as actors in the policy of adaptation and integration of migrants, has not been studied in detail. The mechanisms for implementing state policy in this area in the context of interaction between the state and civil society have not been analyzed.

The object of the research is the policy of adaptation and integration of migrants in the Russian Federation. **The subject** of the research is the peculiarities of the implementation of the policy of adaptation and integration of migrants in the context of interaction between the authorities and civil society.

The objective of the study is to identify the existing problems of interaction between the state and civil society institutions in the field of adaptation and integration of migrants, to develop measures to optimize the institutional, technological and regulatory component of the policy of adaptation and integration of migrants in the Russian Federation.

The achievement of this purpose predetermines the solution of the following **research tasks**, in accordance with which the logic of this research and its structure are built:

- 1) to summarize the theoretical and methodological foundations of the policy of adaptation and integration;
- 2) to study the current state of the institutional, regulatory and technological support of the adaptation and integration policy;

3) identify the infrastructural features of the implementation of the adaptation and integration policy on the example of Moscow;

4) determine the specifics of the structuring and functioning of civil society in the Russian Federation;

5) determine the potential of national public associations as actors in the policy of adaptation and integration;

6) develop proposals for improving the political technologies of interaction between the authorities and public associations in the implementation of the adaptation and integration policy.

The main hypothesis of the study is that the improvement of political technologies of interaction between the authorities and civil society institutions in the field of adaptation and integration of migrants will develop the potential of civil society institutions, including national public associations as actors in the adaptation and integration policy.

Research information background. Documents of the Federal Migration Service, the Office of the Federal Migration Service for the City of Moscow and the State Budgetary Institution of the City of Moscow "Multifunctional Migration Center". Normative legal acts in the field of emigrants' integration, as well as in the field of activities of national public associations. Draft regulatory legal acts of the Federal Migration Service and the Federal Agency of Nationalities Affairs.

The empirical component of the study:

1) the results of own monitoring of the infrastructure for the socio-cultural adaptation and integration of foreign citizens;

2) the results of our own research on the spectrum of national public associations operating in Moscow in the context of their activities on adaptation and integration of migrants;

3) statistical data of the FMS of Russia and the Main Directorate for Migration of the Ministry of Internal Affairs of Russia;

4) three expert interviews with specialists in efforts to organize an interaction of national public associations with federal and regional authorities.

The scientific novelty of the research is as follows:

1) during the analysis of the current state of the institutional, regulatory and technological support of the adaptation and integration policy, the main factors hindering the implementation of effective public administration in the implementation of the adaptation and integration policy of migrants were identified;

2) the infrastructural features of the implementation of the adaptation and integration policy in Moscow were revealed, the effectiveness of its mechanisms was assessed;

3) differentiated categories of foreign citizens - participants in the adaptation and integration processes in Moscow, assessed the number of immigrants;

4) substantiated the elements of a theoretical and methodological approach to the interpretation of the institutional essence of a national public association as a subject of civil society in the context of the policy of integration of migrants;

5) the potential of national public associations as actors in the adaptation and integration policy is determined, the circumstances influencing the disclosure of its potential (factors of the effectiveness of the national association) are identified;

6) proposals were developed to improve the political technologies of interaction between the authorities and civil society institutions in the implementation of the adaptation and integration policy;

7) proposed the author's local technology for the interaction of local government bodies with civil society institutions in the field of integration of immigrants;

8) the concept of the Declaration of Interethnic (Interethnic) Harmony is proposed as a mechanism for legitimizing the policy of adaptation and integration.

Theoretical and practical significance of the research. The main conclusions and results of the research are advisable to be used in the practical activities of the relevant state and public structures, including national public associations. Practical recommendations can help optimize the institutional and legal framework for the policy of integrating migrants into the Russian community. Based on the proposal to improve the political technologies of interaction between the

authorities and public associations in the implementation of the adaptation and integration policy, methodological manuals can be prepared for public authorities at all levels.

The research materials provide an increase in scientific knowledge in the implementation of the policy of adaptation and integration of migrants in the Russian Federation and can be used in a scientific research analysis of the current state and prospects for the development of civil society in the Russian Federation.

The following provisions of the study are submitted for defense:

1. The use of political technologies of a functional type in the implementation of the policy of adaptation and integration of migrants is difficult due to the lack of normative and legal consolidation of the functions and powers of executive authorities at all levels and the failure of the main state actor to fully implement the integration policy at the stage of formation of the adaptation and integration policy migrants.

2. The development of the political process of Eurasian integration, along with the absence of significant dynamics in the development of the system of pre-migration training in the donor countries of migration, neutralize the effectiveness of the existing regulatory and legal instrument to motivate foreign citizens to sociocultural adaptation in the Russian Federation.

3. National public associations, as an institution of civil society, are actors in the policy of integration of migrants, however, their potential as agents of this policy is insignificant and is not fully used due to a number of features of their functioning and self-presentation.

4. The existing mechanisms of dialogue between the authorities and civil society in the implementation of the adaptation and integration policy are not effective enough and need to be developed through the improvement of public administration technologies in this area.

5. Political technologies of interaction between the authorities and public associations during the implementation of the policy of adaptation and integration of migrants need to be improved in the following areas: development of tools to

motivate migrants to participate in adaptation and integration activities; differentiation of integration practices depending on the categories of migrant groups; introduction of an appropriate system of criteria for assessing public associations; creation of mechanisms for organizational support of adaptation and integration policies; application of local political technologies; legitimization of adaptation and integration policies.

Approbation of research results. On the topic of the dissertation, 18 scientific articles were published, of which 5 works (one in co-authorship) are presented in publications recommended by the Higher Attestation Commission. The volume of these publications was 7 pp.

The main provisions, results and conclusions of the dissertation research were presented in 2013-2019 during international and all-Russian scientific and practical conferences dedicated to topical issues of migration, as well as public administration, including in the field of migration and in the field of interethnic relations.

Approbation of the research results was carried out in the course of organizing and moderating three discussion sections on the topic of socio-cultural adaptation and integration of foreign citizens in the framework of scientific and practical conferences.

The research materials served as the basis for the author's lectures and scientific and practical seminars on the implementation of the policy of adaptation and integration of foreign citizens within the framework of advanced training programs for civil servants, organized in 2015-2017 on the basis of the Moscow State University of Management.

The research materials were used by the author in the course of expert discussions of the tasks of migration policy, including in relation to immigration and forced migration, the draft "Strategy of the national policy of the city of Moscow for the period up to 2025", and the draft professional standard "Specialist in interethnic and interfaith relations".

The opinion of the author, presented during the testing of the research results, was taken into account in the part concerning the development of Methodological Recommendations for executive authorities, local government and budgetary organizations of the city of Moscow on the implementation of the Strategy of the National Policy of the City of Moscow for the period up to 2025.

The structure of the dissertation research. The dissertation consists of an introduction, two chapters, conclusions and recommendations, and three appendices.



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