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**BURDA
MIKHAIL ALEKSANDROVICH**

Migration policy of the recipient state: a strategy for effective state management of
external migration in the Russian Federation

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The relevance of the research topic is due to the increasing importance of migration policy in the public administration system and the problems of increasing the effectiveness of regulating the flows of external migration related to the work of foreigners, as well as attracting certain categories of foreign citizens to permanent residence in order to develop human capital. External labor migration is the most widespread type of migration for the purpose of entering the Russian Federation, while in its qualitative characteristics it currently does not meet the strategic objectives of improving the quality of labor, the changing demands of the labor market in this regard, as well as the technological development of the Russian economy, while providing ample opportunities for illegal labor activity of foreigners in Russia. Creating a favorable regime for the voluntary resettlement to Russia of certain categories of people who are not necessarily compatriots, but who are able to organically join the system of positive social ties and become full members of Russian society, as well as highly qualified and highly qualified foreign specialists seeking to resettle in the Russian Federation for socio-economic reasons, will significantly improve the quality of life in the future. human capital, demographic potential of the state and to realize the qualitative needs of the Russian labor market.

The improvement of these areas of the state migration policy of the Russian Federation will make it possible to formulate a new strategic vision of the state migration policy, which is designed to ensure a balance between the interests of the state and society in the field of security, demographic and economic development.

The object of research is the state migration policy.

The subject of the study is the state administration of migration policy of the Russian Federation.

The purpose of the study is to determine the strategic priorities of effective state management of external migration in the Russian Federation.

Research objectives:

1. To determine the specifics of the transformation of the migration policy of the recipient state in the context of modern global socio-political changes.

2. To consider the influence of migration attractiveness factors at each stage of the migration process and their impact on the formation of the migration policy of the state.

3. To analyze the models of migration policy of the recipient state by the level of migration protectionism.

4. To identify the specifics of the state migration policy in the recipient state as an economic and demographic resource.

5. To establish the specifics of the formation of a public demand for streamlining migration policy and ensuring the security of the state, society and the individual citizen.

6. To develop criteria and indicators for assessing the effectiveness of public administration of external migration.

7. To update and supplement the periodization of the stages of formation and implementation of the state migration policy of the Russian Federation.

8. To structure the system of state management of migration policy of the Russian Federation at the present stage at the federal and regional levels.

9. To summarize the indicators of external migration at the current stage of the implementation of the state migration policy of the Russian Federation.

10. To test the developed criteria for the effectiveness of state management of external migration in the Russian Federation at the present stage.

11. To substantiate the use of organized recruitment of foreign labor as the main mechanism for mass recruitment of labor into the Russian labor market.

12. To propose new approaches to the formation of practices for the resettlement of compatriots and certain categories of sought-after foreign citizens from abroad to the Russian Federation.

The hypothesis of the study: the need to adjust the strategic priorities of the formation and implementation of the state migration policy of the Russian Federation is due to the rethinking of the state migration policy as one of the main elements of the national security system, the need to increase the effectiveness of public administration in the migration sphere and the demand formed in Russian society for authorities to securitize the processes of external migration. In this regard, it is most urgent to develop a new migration strategy based on the differentiation and separation of economic and

humanitarian migration flows, providing the Russian economy with labor resources based on the principles of their targeting and returnability, as well as the formation of migration protectionism against certain categories of external migrants who can have a positive impact on the development of human capital in the Russian Federation.

Points of scientific novelty of the research:

1. It is proved that at present, the management of the migration policy of the recipient state in its subjectivity has shifted from exclusively interstate relations to the domestic political track, which implies a greater sovereignty of migration management (national level) and a decrease in the influence of supranational actors. This is due to new migration challenges related not only to the regulation of cross-border migration movement, but also to the risks of the formation of parallel communities of migrants and people with a migration background in the recipient state based on ethnic and religious principles, their potential impact on socio-political processes, which acts as one of the main factors of destabilization of socio-political relations. in the recipient State (Paragraph 18), Public administration, public policy and sectoral policies in the context of globalization, glocalization and regionalization).

2. The factors of migration attractiveness (migration mobility, migration networks, labor market demand, reputational background, migration regime, migration status, socio-cultural adaptation and integration) are correlated according to the stages of the migration process, allowing an analysis of the migration policy of the recipient state regarding the level of migration attractiveness and its changes in order to increase the effectiveness of regulatory measures (political, economic, demographic, administrative and managerial, socio-cultural), aimed at encouraging in-demand external migration and limiting undesirable migration (Paragraph 9 State policy, state sectoral policies (social, economic, migration, national, technical, educational, youth, information, etc.).

3. The features of the use of migration protectionism in classical models of state migration policy are determined, which are determined by the migration regime and the migration system of the state, which make it possible, precisely within the framework of the segregation and assimilation model, to more effectively solve the tasks of defining and stimulating the attraction of certain categories (value-civilizational, ethno-religious,

economic-demographic, professional-qualification) in-demand external migrants and restrictions on undesirable external migration through the establishment of appropriate restrictions (the basis of entry, the basis and duration of temporary stay, the procedure for changing legal status). (Item 4 of the Model and procedures for the preparation, adoption, implementation, evaluation of the effectiveness and efficiency of government, political, political-administrative and administrative decisions).

4. It has been established that the economic resource of external migration depends on its qualitative characteristics and can be an effective tool for solving current labor market problems only if such migrants meet the specialties demanded by the employer, have proven qualifications and at the same time restrictions on the relocation of social dependents – non-working family members of a migrant worker. At the same time, the use of external migration as the main demographic resource of the recipient state leads to significant changes in the ethno-confessional structure of the population, the creation of parallel communities, which is one of the factors contributing to the development of the potential risks of public administration of interethnic relations (Paragraph 14 Challenges and risks of public administration, public policy and sectoral policies).

5. It is revealed that the need to streamline migration policy in the Russian Federation is an oppositely directed process relative to the classical theory of securitization and is formed from the bottom up as a request from society to government institutions not only to ensure personal security and a traditional way of life, but also to preserve a unified legal, linguistic and cultural space, which is threatened in the public consciousness by an external threat. uncontrolled foreign cultural migration (Clause 17 Ensuring the security of public administration, public policy and sectoral policies).

6. A system of criteria (institutional, resource, socio-communicative, legal, economic, demographic, law enforcement) and relevant indicators has been developed, based on the provisions of the Concept of the State Migration Policy of the Russian Federation until 2025 and existing international practices for rating and evaluating state migration policy and its individual areas ((Paragraph 4 of the Model and Procedures preparation, adoption, implementation, evaluation of the effectiveness and efficiency of government, political, political-administrative and administrative decisions).

7. The specifics of the levels of implementation of the state migration policy of the Russian Federation (supranational, national, regional, municipal) and the stages of its formation are revealed based on an analysis of the provisions of the adopted strategic planning documents, concluded international agreements, changes in national migration legislation and the transformation of the subjectivity of state migration policy management in the system of executive authorities in the period from 1991 to 2025 years (Item 5 Levels of public administration. State and municipal administration).

8. The features of management practices in the field of state migration policy at the level of powers of the heads of the subjects of the Russian Federation in the period 2023-2024 have been studied, which made it possible to determine the specifics of the applied measures to regulate external migration, taking into account the socio-economic development of the headed subject of the Russian Federation, the needs of the regional labor market and the general dynamics of the migration situation (Paragraph 12 Regional and territorial dimensions public administration and public policy, local management practices).

9. Statistical data in the field of external migration in the Russian Federation are analyzed by the states of departure of foreign citizens, the purposes of entry, regions of distribution, qualifications, and the specifics of temporary employment, which allowed us to confirm the undiminished high level of migration attractiveness of the Russian Federation as the main recipient state of external migration in the post-Soviet space, despite the sanctions pressure and the economic and political constraints (Clause 14 Challenges and risks of public administration, public policy and sectoral policies).

10. The developed and tested system of criteria and indicators made it possible, using the expert assessment method, to assess the effectiveness of public administration of external migration in the Russian Federation at the present stage in terms of institutional support, resource consumption, powers of competent authorities, expected and obtained results (Paragraph 4 of the Model and procedures for preparing, adopting, implementing, evaluating the effectiveness and efficiency of state, political, political , administrative and administrative decisions).

11. The article substantiates measures to ensure the exclusively economic nature of external labor migration related to the formation of a civilized market of professional participants (operating companies) for the implementation of mechanisms for the organized recruitment and targeted employment of foreign labor for temporary employment in the Russian Federation with subsequent return to the state of permanent residence, which ensure the real need of the Russian economy for labor resources while simultaneously meeting the public demand for the regulation of external migration and avoiding the risks of ethnocultural substitution with the subsequent deformation of cultural, legal and linguistic space (Paragraph 16 Planning, forecasting, programming in public administration, public policy and sectoral policies).

12. A new approach to the implementation of the voluntary resettlement of compatriots to the Russian Federation and migration protectionism in relation to certain popular categories of foreign citizens is substantiated, based on the synthesis of the value-civilizational and historical-geographical criteria for defining the concept of "compatriot", which significantly expands the quantitative and qualitative potential of existing state and regional programs in this area (Paragraph 15 National Interests ideological, socio-cultural and value factors of public administration, public policy and sectoral policies).

Provisions to be defended:

1. The task of preserving the sovereignty of the state migration policy has become relevant due to the shift in the existing accents of state management of migration processes from interstate interaction to managing the migration situation on the domestic political track. This is due to the generation of risks of interaction between communities of local residents and migrants, as well as people with an immigration background, related processes of changing the ethno-cultural environment of the host society, interethnic conflicts and the use of migration issues in the political agenda, the struggle for the sympathy of the electorate, as well as the need to improve existing practices of socio-cultural adaptation and integration in the recipient state, rather than only the migration regime of entry and temporary stay of foreign citizens, regulation of the procedure for changing their legal status. This approach promotes the rejection of the primacy of

international law in the field of migration in favor of national legislation, the revision or denunciation of international agreements that do not meet national interests, withdrawal from participation in global migration projects, i.e. the sovereignization of national state migration policy.

2. Comparison of the developed factors of migration attractiveness (migration mobility, migration networks, migration regime, labor market, reputational and informational background, legal status and socio-cultural adaptation and integration) and identification of their impact on the stage of the migration process, taking into account the typology of migration (seasonal, temporary, current, long-term, permanent), migration goals (security, welfare improvement), incentives to migrate (voluntarily or forcibly) allows us to identify the most effective measures of state migration policy that help attract the categories of migrants in demand and increase the effectiveness of restrictive mechanisms against unwanted migration at each stage of the migration process.

3. Migration protectionism, implemented in various models of state migration policy, makes it possible to rationally apply the principle of differentiation of migration flows (categories of foreign citizens), which makes it possible to increase the effectiveness of state management of external migration as an economic and (or) demographic resource, reduce security risks and interethnic relations. The use of the principle of migration protectionism in the segregation and assimilation model makes it possible to define and formalize at the legislative level all possible criteria for determining migration in demand and certain categories of foreign citizens in demand within the framework of national legislation and bilateral agreements without imposing additional obligations in the field of humanitarian migration.

4. Considering external migration as an economic and (or) demographic resource without analyzing and taking into account the real migration and socio-economic situation in the recipient state leads to the formation of a complex of migration risks associated with the imbalance of the labor market in the ratio of qualitative and quantitative characteristics of needs and available offers, an increase in the volume of humanitarian migration of social dependents, illegal migration and the formation of parallel communities of immigrants and people with a migration background. Increasing

only quantitative indicators of external migration without taking into account its qualitative characteristics is an object of interest for certain groups of internal and external stakeholders and does not take into account the real costs of this type of external migration, including in the area of complication of interethnic relations.

5. The phenomenon of securitization of the migration sphere in the modern Russian Federation consists in the formation of the perception of external migration as a threat, which is initially declared not by the political elite, government institutions or their individual representatives, but, on the contrary, proceeds from society to government institutions in the form of a public request to streamline external migration and limit it. The actualization of public demand subsequently becomes a catalyst for the activities of various political actors representing both government institutions and civil society institutions, and influencing the processes of formation, implementation and improvement of state migration policy.

6. The criteria and indicators of the effectiveness of the state migration policy of the Russian Federation developed on the basis of the provisions of the Concept of the State Migration Policy of the Russian Federation until 2025 make it possible to determine the main characteristics, trends and risks of the relevant stage of the implementation of the state migration policy based on the stated range of quantitative and qualitative indicators (indicators).

7. Based on the analysis of the provisions of the adopted strategic planning documents, concluded international agreements, changes in national migration legislation, and the transformation of the subjectivity of state migration policy management in the system of executive authorities of the Russian Federation, a critical reflection, updating, and clarification of the stages of periodization of the state migration policy of the Russian Federation has been carried out.:

- Initial (1991 – 1994). Formation of the migration policy of the Russian Federation as an independent sovereign state, taking into account the existing challenges and tasks of the return migration of compatriots from the post-Soviet states;

- Organizational (1994 – 2004). The implementation of the Russian Federation in global migration processes, the conclusion of international agreements on migration,

migration cooperation and regulation, interaction with international organizations and the development of a national regulatory framework in the field of migration;

- Protective (2004 – 2010). Development of legislative mechanisms for migration accounting and control, organization of licensing activities, countering illegal migration;

- Liberalization (2010 – 2016). Development and practical application of various approaches to the differentiation of migration flows and the formation of preference systems for certain categories of foreign citizens;

- Unification (2016-2018). Revision of approaches to migration legislation, rejection of global differentiation of migration flows;

- Comprehensive (2018-2023). Migration as an additional opportunity to solve demographic and socio-economic problems:

- Digital (2023-2025). The introduction of digital services into migration control, accounting, and service delivery mechanisms.

8. A study of the practices of state management of migration policy at the level of the subjects of the Russian Federation revealed significant managerial potential in the field of regulating (limiting) external migration at the level of the existing powers of the heads of the subjects of the Russian Federation, implemented on the territory of more than 45 subjects of the Russian Federation (as of January 1, 2025), taking into account socio-economic and socio-political features of each individual subject of the Russian Federation.

9. The analysis of external migration indicators in the Russian Federation refutes the available individual expert assessments declaring a decrease in the migration attractiveness of the Russian Federation as a center of global migration attraction, and at the same time confirms the characteristics of external migration stated in the study (massive economic and humanitarian unskilled migration from Central Asian states), which make it possible to predict the main migration risks - the formation of local points of migration attraction at the level of subjects of the Russian Federation, as well as individual administrative-territorial units, the formation of places of compact residence of foreign citizens and persons with an immigration background, the increase in the conflict potential of local and parallel migrant formal and informal communities,

inconsistency with the existing demand in the labor market, inefficiency of existing migration registration and control mechanisms.

10. The criteria for the effectiveness of state management of external migration in the Russian Federation at the present stage, tested in the framework of the study, made it possible, based on the expert assessments obtained, the analyzed indicators and the empirical base, to identify the problematic field of its implementation (disproportionate distribution by subjects and the formation of parallel communities within separate administrative-territorial units, the lack of targeting of external labor migration and its inconsistency with the request labor market, criminality of foreign citizens, practices of changing legal status, shortage of professional personnel (migration specialists) among state and municipal employees), in order to develop appropriate recommendations for improving the effectiveness of public administration based on a balance of interests of national security and economic development.

11. The introduction in the Russian Federation of the proposed measures to implement mechanisms for the organized recruitment and targeted employment of foreign labor for temporary employment in the Russian Federation with subsequent return to the state of permanent residence related to the formation of a market of professional participants (operating companies) allows not to impose additional functions on government authorities, while improving the mechanism identify the needs for foreign workers while reducing the risks of illegal migration, ethnic and cultural substitution and further criminalization of the migration sector.

12. Improving the effectiveness of existing practices for the repatriation of compatriots and encouraging the resettlement to the territory of the Russian Federation of certain sought-after categories of foreign citizens (highly qualified and qualified specialists, as well as investors) is associated with the need to expand the object field of influence of the relevant direction of the state migration policy of the Russian Federation towards not only the historical and cultural category – "Russian World", but also the value-basedthe civilizational positioning of modern Russia as a "conservative catechism" based on traditional spiritual and moral values.

The main conclusions of the dissertation research are presented as part of reports at international and all-Russian scientific and practical conferences and forums and published in peer-reviewed scientific publications from the list approved by the Higher Attestation Commission under the Ministry of Science and Higher Education of the Russian Federation K1 and K2 (19), Scopus (1), monographs (1), and other publications the author (14).

The structure of the dissertation: The dissertation consists of an introduction, four chapters (three paragraphs each), a conclusion, a list of references and appendices.