

PECULIARITIES OF THE MODERN MIGRATION POLICY OF THE RUSSIAN FEDERATION ON ADAPTATION AND INTEGRATION OF MIGRANTS AS COMPONENTS OF MIGRATION SECURITY

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Abstract

The article conceptualizes the scientific phenomenon of “integration policy”, which is one of the key factors in the formation and implementation of the migration policy of the Russian Federation as a mechanism for ensuring national security. It is noted that the policy of integration is the reaction of the political system to the spontaneous social process of migrants joining a new community, the essential characteristics of this phenomenon are analyzed, and it is emphasized that integration is a two-stage process consisting of the adaptation of a migrant and his/her further integration into a new community. Considering the acceptance of a migrant into a new community as an integral part of the migration process, the author argues that the incorporation of a migrant, along with the relations arising in this regard, are the objects of integration policy as a component of migration policy. Accordingly, the public interests related to the inclusion of migrants in the host community constitute its subject field.

Key words: migration policy of the Russian Federation, migration security, policy of adaptation and integration of migrants, national security, challenges and threats of migration processes, state, national diaspora.

Introduction

Global migration processes play a significant role in the evolution of social relations: the influx of labor migrants and immigrants arriving in the country complicates the stratification of Russian society. The formation of new social groups for the recipient country's society, characterized by ethno-national, confessional, socio-cultural, socio-economic, and psychological types of social differences, creates preconditions for the emergence of intergroup socio-political conflict. This is the source of socio-political transformation in the area of migrants' incorporation into Russian society. The policy of migrant integration is designed to fulfill a number of functions inherent in politics in general, including harmonizing intergroup relations and ensuring the stability of the political system of society.

Taking into account the fact that the policy of integration is a reaction of the political system to the spontaneous social process of migrants joining a new community, it is advisable to analyze the essential characteristics of this phenomenon in the context of the implementation of the current migration policy of the Russian Federation, with an emphasis on ensuring migration security as a component of the national security of the Russian Federation.

It should be noted that integration is a two-stage process consisting of adaptation of a migrant and his/her further integration into a new community.

Results

The main political actor in modern society is the state, which, acting as the main subject of social

management, controls and regulates social relations in the field of migration. Political management in the migration sphere or migration management implies the relations between the subjects and objects of migration policy, the distribution of power and resources between its subjects, including the functions of strategic and operational control.

Migration management at the policy-making stage includes analyzing the situation, setting goals, developing a forecast, planning the necessary measures, obtaining the necessary information about the managed object, and setting specific tasks.

The results of political management at the stage of formulating the policy of adaptation and integration of migrants are reflected in the Concept of the State Migration Policy of the Russian Federation for the period up to 2025 and the Action Plan for its implementation.

It has been established that new generations of migrants arriving in the Russian Federation from the member states of the Commonwealth of Independent States have a lower level of education, insufficient knowledge of the Russian language and poor professional qualifications compared to their predecessors. At the same time, it is worth noting that no program has been developed to attract migrants with professional, educational, economic, demographic, socio-cultural and other characteristics in demand in the country, who are able to successfully adapt and integrate into Russian society. The direct consequence of the lack of such programs is the isolation of migrants from the host society and the growing negative attitude towards migrants on the part of the population.

The block of goals of the state migration policy of the Russian Federation, formulated in the Concept, contains the goals of the policy of adaptation and integration of migrants, namely: "maximum security, comfort and well-being of the population of the Russian Federation".

In the area of harmonization of relations between migrants and the host community, the goals of the state migration policy of the Russian Federation aimed at meeting the needs of economic, social and demographic development of the country and the state national policy aimed at ensuring civil unity in the context of cultural and religious diversity coincide. The only formula acceptable to a multiethnic Russian state is "unity in diversity", which is naturally consistent with the expected outcome of integration policy.

A successful integration policy should promote the formation of a model of interaction between migrants and the host community, where migrants retain their identity in the private sphere of life and at the same time acquire national parameters of social adequacy and cultural competence.

The contours of the integration policy were outlined by V. Mukomel, a researcher of socio-political processes of adaptation and integration of foreign citizens in the Russian Federation. Mukomel. The integration policy should ensure the realization of the task of eliminating the separation of migrants from the host society. The main principles of the integration policy are to ensure legitimate human rights and freedoms, which includes, in particular, objective and impartial consideration of cases of foreign citizens, transparency of adaptation and integration procedures. The following approaches are used for this purpose:

- a selective approach based on taking into account the interests of society, the state, individual territories, and individual opportunities for adaptation and integration;
- personalized approach, which provides for individual adaptation and integration of foreign citizens;
- abolition of preferences for foreign citizens;
- restrictions on compact residence, dispersed settlement of foreign nationals who do not have a residence permit;
- ethno-cultural and ethno-religious diversity of the migrant flow;
- linking the procedure for granting Russian citizenship to the completion of integration;

close interaction of state and local authorities with civil society institutions, including diasporas.

Thus, the main task of migration policy in the context of ensuring the national security of the state is to facilitate the adaptation and integration of migrants, and to form constructive interaction between migrants and the host community. The main directions of solving this issue are as follows:

- promoting the development of a culture of interethnic and interreligious relations in society, developing intercultural communication skills among migrants and the host community, combating xenophobia, national and racial intolerance;

- creating conditions for the adaptation and integration of migrants, including teaching them Russian, legal education, informing them about cultural traditions and norms of behavior through the formation of appropriate infrastructure in their countries of origin and in the regions of the Russian Federation experiencing the largest influx of migrants, as well as active use of the potential of the media and the capabilities of cultural adaptation centers in the countries of origin of migrants;

- ensuring access of foreign citizens and their families to social, medical and educational services depending on their legal status;

- promoting the spread of the Russian language and Russian culture abroad;

- counteracting the social isolation of migrants, spatial segregation and the formation of ethnic enclaves, which causes radicalization and leads to manifestations of migration extremism and terrorism;

- development, introduction and implementation of programs for adaptation and integration of migrants and their families in the Russian Federation based on the interaction of federal government agencies, government agencies of the constituent entities of the Russian Federation and local governments, civil society institutions and business structures;

- creation of an infrastructure to facilitate adaptation and integration, including centers for information and legal support for migrants, courses in the language, history and culture of the Russian Federation, as well as the creation of a specialized channel and series of television programs focused on the socio-cultural and linguistic adaptation of migrants;

- creating programs to foster constructive interaction between migrants and the host community;

- improving the interaction of federal government agencies, government agencies of the constituent entities of the Russian Federation, and local governments with public associations, including diasporas, that promote the adaptation and integration of migrants.

Modern migration processes have a multi-vector impact on the political and socio-economic situation in Russia. On the one hand, immigration is able to optimize demographic processes in the country, provide an influx of labor and solve the problem of population density in sparsely populated areas of the Russian Federation. In particular, in 2020, the migration increase in the population over the age of 14 amounted to 88 thousand people, of whom 19.5 thousand had higher professional education. In total, migration growth compensated for 17.7 % of the natural population decline. In the first 11 months of 2023, migration growth made it possible to compensate for 39.9% of the natural population decline.

On the other hand, we cannot ignore the negative consequences of the impact of migration processes on the socio-economic and socio-cultural situation in Russia (growth of illegal immigration, spread of social practices of deviant behavior of migrants, interethnic conflicts, etc.), for example, from January to December 2023 alone, migrants committed almost three thousand crimes. The number of law violations by migrants is increasing: In 2023, this figure increased by 5.9 % compared to 2021. As a result, certain areas of the socio-economic development of the Russian Federation are largely dependent on the peculiarities of migration processes, the regulation of which is now strategically important.

An analysis of the regulatory framework shows that the regulation of migration processes in Russia is characterized by a direct, mechanical response to emerging problems and is by no means systematic. The bodies responsible for regulating these processes do not set specific long-term goals and do not use scientifically sound design and planning methods. Under the current conditions, it is of great importance to create an effective basis for the state implementation of migration policy, which will help to form a system of fundamental principles, methods and means of its implementation in accordance with modern achievements in the field of political and legal knowledge, taking into account globalization threats and challenges to the national security of the state.

The level of complexity of the study of the peculiarities of Russia's migration policy is also determined by the problem of its analysis through the prism of ensuring the migration security of the state as a component of national security on the basis of interagency cooperation between state authorities and non-state actors, in particular national diasporas, which are one of the key non-state institutions of the migration process.

National diasporas are one of the main intermediaries in relations between the state and immigrants. Due to manifestations of extremism and terrorism, the problem of adaptation and integration of migrants is becoming increasingly acute for the leadership of the Russian Federation, and the use of the institution of diasporas in the system of public administration does not produce the desired results.

National diasporas in Russia are a very complex phenomenon in terms of their structure. Any diaspora of representatives of the titular peoples of the CIS countries can be divided into three groups:

The first group is the "old diaspora" - people who moved to Russia during the Soviet era, whose descendants were born in the Russian Federation and are fully integrated citizens;

the second group is the "new diaspora" - immigrants who migrated to the Russian Federation after the collapse of the USSR and have obtained its citizenship or intend to do so. A large percentage of representatives of this group do not want to return to their country of origin and seek to integrate into Russian society, but a certain part of these representatives is considering the option of returning in case of improvement of the socio-economic situation in the country of origin;

the third group is the "supposedly temporary diaspora" - migrants who have been living in the Russian Federation for many years but avoid integration into Russian society, as they plan to return to their country of origin in the future. Representatives of the third group usually live separately and do not actively participate in the activities of the diaspora or Russian society. Among them, there are groups of entrepreneurs who act as intermediaries between migrants and employers, the latter often being representatives of the second group, the "new diaspora".

Thus, diasporas are not only one of the parties with which the state has to interact in order to fulfill the functions of public administration of migration policy. They are also the main intermediary in the relations between the Russian Federation and migrants, which is why their role in managing migration processes should not be underestimated.

In general, the role of diasporas in the domestic political life of the state depends on a number of circumstances, among which the potential of established diaspora associations and their ability to influence the state's policy towards both diasporas and the country of origin are of key importance. Since the possibilities of diasporas are not unlimited, it is important to clearly outline the range of their responsibilities, i.e. to determine what potential they have to influence the implementation of migration security policy in the Russian Federation. In the exercise of such functions, public administration bodies rely primarily on the following groups of public administration interests:

political interests – using the potential of national diasporas in the territory of the Russian Federation to develop political, economic and cultural relations with the donor state;

economic interests – utilizing the potential of national diasporas in the territory of the Russian Federation to attract investments and labor of various qualifications to the country in order to improve the infrastructure of the regions;

socio-cultural interests – utilization of the potential of national diasporas in the territory of the Russian Federation for successful adaptation of immigrants in Russia.

At present, the greatest interest of the Russian state in managing migration processes is the successful social and cultural adaptation of migrants on its territory. The fulfillment of this task can positively affect the improvement of the demographic situation in the Russian Federation.

The state declares that the current migration policy is aimed at compensating for the shortage of skilled workers, as well as at strengthening the image of the Russian Federation in the international arena and supporting the country's economic development. In recent years, the actual results of this policy have not coincided with the expected results: the flow of labor migration to Russia is rather homogeneous, satisfying the demand for low-skilled personnel only; illegal business is widely developed, characterized by low quality of goods and services produced, as well as tax evasion, which cannot but harm the country's economy. These trends make strategies to attract highly skilled labor migrants ineffective.

According to Russian scholars, the reason for this state of affairs is the state's non-interference in the processes of migrants' socio-cultural adaptation, while diasporas' influence on them is growing and feedback is inadequate. This results in successful economic adaptation of migrants (through both legal and shadow employment), less successful social adaptation, and virtually no system of cultural adaptation.

Conclusions

Thus, when highlighting the managerial potential of the diaspora in the implementation of Russia's migration policy, the following key points should be clarified. The diaspora is a community of people of the same nationality who live outside their country of origin, who seek to preserve their national identity and form cohesive and stable groups in the country of residence, within which these people provide each other with assistance in various spheres of life. This definition includes both migrant communities that use NGOs as a tool to protect their rights, promote their interests, and help each other, and communities without formal structures in which such functions are performed by the community itself, including individual migrants who form a distributed network through informal personal connections, each node in which (a migrant) can perform a wide range of functions depending on the situation. The strength of the informal component varies from diaspora to diaspora.

The role of diasporas functioning in the territory of the Russian Federation in the lives of migrants is significant, but problematic aspects should be identified:

there are stable mechanisms in migrant communities that allow them to help each other without turning to the recipient state;

unfortunately, these spontaneous mechanisms do not lead to socio-cultural integration of migrants, which makes it closed and contributes to the formation of a kind of enclave in its place, which can become a center of migration extremism and terrorism.

The diaspora in the Russian Federation confirms its status as a social institution, the internal structure of which should be associated not primarily with a formal organization, but with a set of actual informal personal relationships between migrants. This understanding is very important in the context of state interaction with diasporas: it turns out that it is not enough to establish contact with existing formal organizations, but to influence informal adaptation mechanisms directly.

Prospects for further research

It is found that diasporas are able to assist the recipient state in realizing its political and economic interests, but at the same time, their activities impede the cultural adaptation of migrants

to the host society, contribute to the radicalization of migration relations, which increases the threat of migration extremism and terrorism. Radicalism in migration relations and its manifestations in the extremist activities of migration actors is one of the characteristic features of modern migration processes in the Russian Federation. In the Russian Federation, there are stable prerequisites for the manifestations of this type of extremism in the short and long term. The study found that the phenomenon of radicalization of relations between individuals, groups and organizations is poorly covered in the scientific literature and is practically not reflected in the state policy of Russia on countering extremism. Therefore, scientific research on this issue will expand the range of sources for studying the current migration policy of the Russian Federation in terms of socio-cultural adaptation of migrants in its territory. The fulfillment of this task, as noted by foreign experts, can improve the crisis state of the demographic situation in the Russian Federation, which has worsened in the context of the full-scale invasion of Ukraine by Russia.

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Competing interests

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