



Alexandra Anatolievna Ugryumova

State Educational Institution of Higher Education of Moscow Region
State University of Humanities and Social Studies
Faculty of Economics
Department of Economics and Management
feminaa@mail.ru

SELECTIVE IMMIGRATION POLICY REGULATION IN THE RUSSIAN FEDERATION REGIONS

Summary: A paper is characterizing of immigration policy on modern level of socio-economic development of Russian Federation. Paper presents selective areas of policy and European experience in realizing of those policy. Author also presented analysis of migration system and some threats that arise during labor flows in Russian Federation.

Keywords: foreign migrants, globalized processes, migration directions.

JEL Classification: F66, J15, J61.

Introduction

Globalized processes are getting stronger and cause migration flow increases, that more and more effects on regional labor market conjuncture situation. These processes need direct attention, study and regulation because ignored or not properly planned foreign immigrant inflow may lead to irreversible negative effects for regions – recipients. Realization of selective labor immigration policy is based on different regional conditions of labor markets functioning and this policy building needs personalization.

All above listed factors predetermine a need for all-Russian and regional immigration trends study, revealing RF economic safety main fears from foreign labor power use, formation of selective immigration policy suggestions taking into account the divergent social and economic country regions development.

Validated Conception of State Immigration Russian Federation Policy until 2025 became the basic document forming state policy in the field of immigration.

In fact for the first time this Conception is marking priorities of national labor market regulation accounting immigration possibilities. In particular it was announced to be necessary to increase permanent country population as well as to cater economics need in capable of working population growth.

The Conception announced the following milestones of selective immigration policy: working out of immigrant selection ball system, using of alternative selection methods, high skilled personal attraction stimulation, favorable conditions introduction and making easier admission for investors and businessmen, etc.

Remarkable drawback of this Conception is lack of clearly recommended selective regional immigration policy that could make immigration flow uniformly spread over the country territory.

Over the world one of traditional sources of able-bodied population is labor immigration growth. As official statistic data show, contingent of foreign citizens having effective work permission in Russia in 2006-2013 has been notably changed (Table 1).

In fact for the first time this Conception is marking priorities of national labor market regulation accounting immigration possibilities. In particular it was announced to be necessary to increase permanent country population as well as to cater economics need in capable of working population growth.

The Conception announced the following milestones of selective immigration policy: working out of immigrant selection ball system, using of alternative selection methods, high skilled personal attraction stimulation, favorable conditions introduction and making easier admission for investors and businessmen, etc.

Remarkable drawback of this Conception is lack of clearly recommended selective regional immigration policy that could make immigration flow uniformly spread over the country territory.

Over the world one of traditional sources of able-bodied population is labor immigration growth. As official statistic data show, contingent of foreign citizens having effective work permission in Russia in 2006-2013 has been notably changed (Table 1).

Table 1. Number of foreign citizens, having effective work permission in Russia in 2006-2013 according each country and region, in thousands of persons

Specification	Year							
	2006	2007	2008	2009	2010	2011	2012	2013
Total:	1014.0	1717.1	2425.9	2223.6	1640.8	1027.9	1148.7	1111.5
As follows:								
from CIS countries	537.7	1152.8	1780.0	1645.1	1246.9	858.9	968.6	947.3
from which:								
Azerbaijan	28.3	57.6	76.3	60.7	40.3	24.8	23.8	18.1
Armenia	39.8	73.4	100.1	82.0	59.8	40.9	39.5	35.5
Georgia	4.9	4.8	4.2	–	–	–	–	–
Kazakhstan	5.0	7.6	10.4	11.2	8.3	4.5	0.8	0.7
Kyrgyzstan	33.0	109.6	184.6	156.1	117.7	65.6	76.8	82.7
Republic of Moldova	51.0	93.7	122.0	101.9	72.2	46.8	50.0	45.5
Tadzhikistan	98.7	250.2	391.4	359.2	268.6	166.4	181.4	162.8
Turkmenistan	0.7	2.1	3.1	2.4	1.2	0.5	0.6	0.5
Uzbekistan	105.1	344.6	642.7	666.3	511.5	399.0	467.9	476.6
Ukraine	171.3	209.3	245.3	205.3	167.3	110.3	127.8	124.9
from EC* countries	24.6	31.4	35.9	35.3	30.0	13.0	7.6	6.6
from which:								
The United Kingdom (Great Britain)	3.2	5.0	5.4	5.2	4.5	1.5	0.6	0.5
Germany	3.1	4.2	5.2	5.9	5.2	2.2	0.9	0.7
Italy	1.1	1.5	2.1	2.3	2.1	0.9	0.6	0.5
Latvia	1.1	1.2	1.3	1.1	1.1	0.7	0.6	0.3
Lithuania	3.4	2.8	2.5	2.1	1.7	1.0	0.8	0.6
Poland	2.1	2.5	2.7	2.5	1.9	0.8	0.6	0.5
Finland	1.3	1.6	2.0	1.9	1.6	0.6	0.2	0.2
France	2.6	3.6	4.1	4.3	3.8	2.0	1.2	1.0
From other countries	451.5	532.4	609.1	542.0	362.0	140.2	161.3	155.8
As follows:								
Viet Nam	69.1	79.8	95.2	97.5	46.0	10.9	12.1	10.3
China	210.8	228.8	281.7	269.9	186.5	69.5	76.9	71.3
DPRK	27.7	32.6	34.9	37.7	36.5	19.3	23.4	27.2
USA	3.7	4.8	5.0	5.0	4.3	1.7	0.8	0.6
Turkey	101.4	131.2	130.5	77.2	45.7	18.9	27.7	27.7

* Data are given according with EC entering.

Source: [www 1].

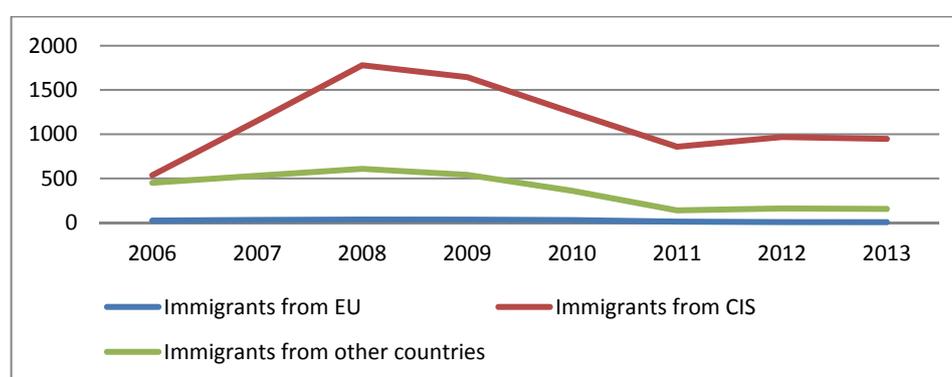
As Table 1 shows the biggest increase of immigration was provided by CIS countries, but in comparison with 2007 it decreased by 36%. However, the most evident is immigration decrease from EC and other countries. Such structure changing shows as well immigration contingent quality change, as we can also diagnose immigration from EC countries decrease as high skilled and intellectual immigration share narrowing, that is replaced by low-skilled labor power from the countries with lower economic development level.

The importance of 'high' labor market segment immigrants for RF is the biggest. This segment is filled with the most highly skilled professional immigrants: scientists, managers, IT-experts, HR-experts, etc. These stuff employ-

ment and their moving is specified by globalized processes. Such point of view on employment in scientific literature has got the conventional name ‘sand-glass’ [Bundesministerium des Innern, 2011; Bundesamt für Migration und Flüchtlinge, 2013]. This model shows that foreign labor force is directed to the high and low employment levels. At that local population is concentrated in the middle segment of labor market.

Data presented in Table 1 can be visualized according to the most enlarged character groups as it is shown in Figure 1.

Figure 1. Number of foreign citizens, having effective work permission in Russia in 2006-2013 divided in enlarged groups, thousands of persons



Diversity of regional labor markets conjuncture really needs close attention in development of immigration policy conception for RF regions. Accepted Conception of State Immigration Russian Federation Policy until 2025 made it possible in fact to provide the regional regulations of the same purpose.

Investigating the leading trends and risks connected with labor migration we should confirm the importance of legal regionalization in the field of immigration policy.

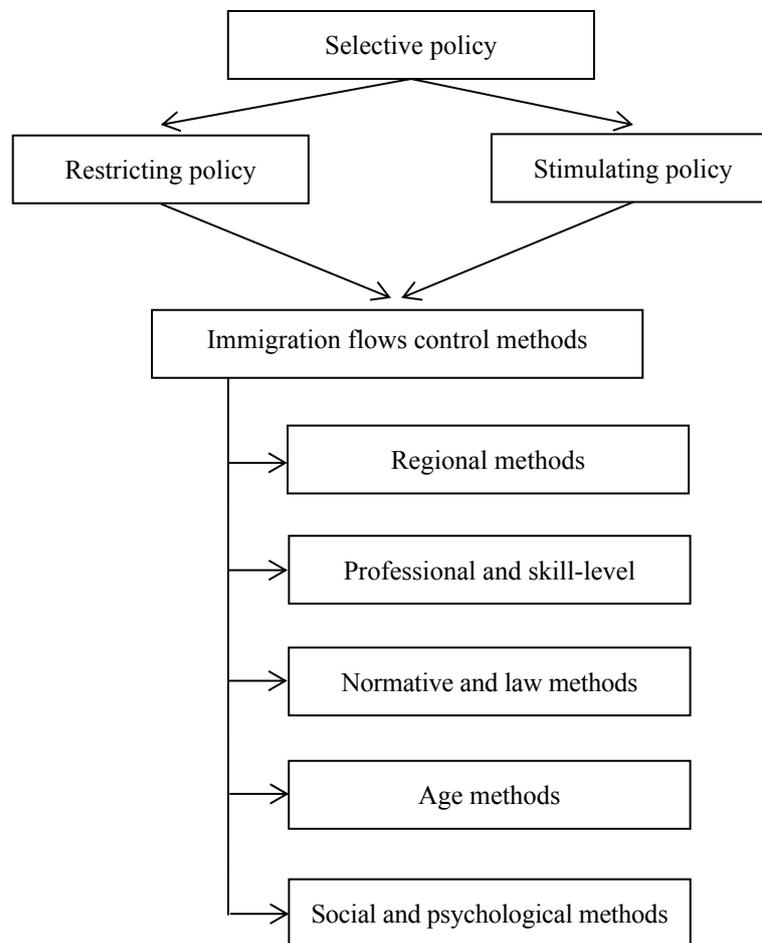
Such necessity is connected with the following objective causes:

- immigration flows and relations that have significant impact on Russian and regional labor markets fluctuations;
- differentiation of regions according to their attraction for immigrants;
- increase of immigration impact on regional and local labor markets;
- regional authorities are not informed sufficiently on quantity and quality levels of immigration regional impact and on necessity of making decisions; when there is not enough information on the situation, it often leads to unwished authority reactions.

Our analysis of the global experience in selective immigration policy reveals its double-directional character. On one hand is specified a *restricting selective policy*, on the other hand the world practice has gained experience in *stimulating immigration policy*. Such double-directional policy character is mainly caused by multiple-valued territorial demand and multi-directional immigration impact on regional labor markets.

The double directional character of selective immigration policy is illustrated by Figure 2. The most important regulation factor for foreign labor power in RF is the choice of the regional selective policy.

Figure 2. Two-directional character of the regional selective immigration policy



In the last years immigration flows distribution between RF regions has changed. These processes cause potential threat for the regional labor markets.

The most of the immigration flows from CIS countries are directed to the most prosperous regions of the country. The regions – trade mediators in most cases play the role of such territories having agglomeration centers. The regions with hard nature and climate conditions causing outflow of their permanent residents, are as usual not attractive for foreign labor power and so they cannot rely on replacing effect from immigrant inflow. The more social-comforted territories are more attractive to the immigrants [Ugryumova, 2014a, 2014b].

The presented data allowed making out the main conclusion about necessary providing of further law and regulation activities to control the foreign labor power attraction. If there is no selective policy, in conditions when different RF regions are not equally attractive for foreign immigrants, it may cause stronger and wider fears for economic safety on the regional labor markets. Simultaneous realization of differential approach to the immigration processes will enable to deal with the most difficult issues of national labor markets and to form the adequate reaction to changing globalized processes [Ugryumova, Erokhina, and Saveleva, 2016].

Simultaneously, in such regions-recipients like Volga-Vyatka and Central Black Earth Region even negligible outside immigration will cause improving of demographic population structure, decreasing local population aging danger and high demographic pressure on economically active labor market segment [Ugryumova, 2009].

The experience of foreign countries in the field of restricting and stimulating immigration policy on regional labor markets is worth a special attention, as it is the most effective in situation of superfluous popularity of these countries (Table 2).

Table 2. Systematization of European countries experience in the field of restricting and stimulating immigration policy realization

The country	Instruments applied	
	Administrative	Economic
<i>1</i>	<i>2</i>	<i>3</i>
Denmark	Expulsion	Additional payment to the repatriates up to 75% of the pension that they would have been paid in Denmark
Great Britain	Expulsion	Stimulation of high-skilled workers coming to the country
France	<ul style="list-style-type: none"> Family immigration decrease by introduction of sanctions against fictitious marriages that give the right of residence in France permit getting 	<ul style="list-style-type: none"> Stimulation of high-skilled workers coming to the country. Tax privileges

Table 2 cont.

1	2	3
	<p>The sanctions: 5 years imprisonment and a fine of 15.000 Euro. In the case of establishing criminal group activity: 10 years imprisonment and a fine of 750.000 Euro.</p> <ul style="list-style-type: none"> • Making easier procedure of getting an asylum in accordance with The Law 2003 'On Right of Asylum'. • Signing by immigrants the contracts on French way of life respect, taking an exam on knowledge of French 	
Italy	<ul style="list-style-type: none"> • Bossi-Fini Law 2002 introduced the following restrictions for immigrants: <ul style="list-style-type: none"> – maximum possible period of work permission was decreased up to 2 years; – for citizens of countries not members of EC was enlarged the period (from 5 up to 6 years) of living in Italy before getting permanent residence permit; – was developed a procedure of immediate expulsion of illegal immigrants; – was expelled the right to reunion with family members of relation in the third degree. • Compulsory test on Italian. • Signing of the 'Agreement on Integration', that obligates a foreigner to study some laws for 2 years and to prove his/her language speaking practice 	<ul style="list-style-type: none"> • Introduction of quota system for immigrants permission to the national labor market, evaluated annually. • The quotas are classified as follows: <ul style="list-style-type: none"> – according to the country (preference is given to the immigrants from the countries signed both sides treaty with Italy), – according to the longitude of staying, – according to the immigrant category (an employee or independent worker), – according to the labor sector
Spain	<ul style="list-style-type: none"> • 'Foreigner Law 2003' introduced the following restrictions for the immigrants: legalization was forbidden even after 5 years of living in the country; harder sanctions against illegal businessmen using underage illegal immigrants work; expulsion of 'illegal' immigrants with 10 years banning to come to the country. • Paid leaving the country and repatriation. • Regulation on possibility for underage immigrant children to get free education in special preparing centers and free middle education. • Muslim immigrants have a right to replace some all-national Spanish holydays with their religious holydays 	<ul style="list-style-type: none"> • The right of work visa prolongation. • The right to stay on the country territory after the contract expelling on the purpose of looking for a new job. • The right to reunion with the family after a legal staying in the country for 1 year. • The right for immigrant children older than 16 to get their job automatically
Germany	Opening of strait immigration corridor for programmers	Priority for the immigrants in job providing to Germany or EC residents

Table 2 cont.

1	2	3
Czech Republic	<ul style="list-style-type: none"> • Division of immigrants into two groups: from Eastern Europe countries and from Asian countries. • Visa prolongation procedure was made easier. Getting permanent residence permission is made by the formula $1 + 2 + 2 = PRP$ 	
Sweden	High entrance barriers for the immigrants	Possibilities of one's skill improving, rent payment, social and economic providing

Analysis and systematization of European countries experience and Russian experience of immigration processes control give us the opportunity of stressing the most significant fears for the regional foreign labor power use and of summarizing them as it is shown on Figure 3.

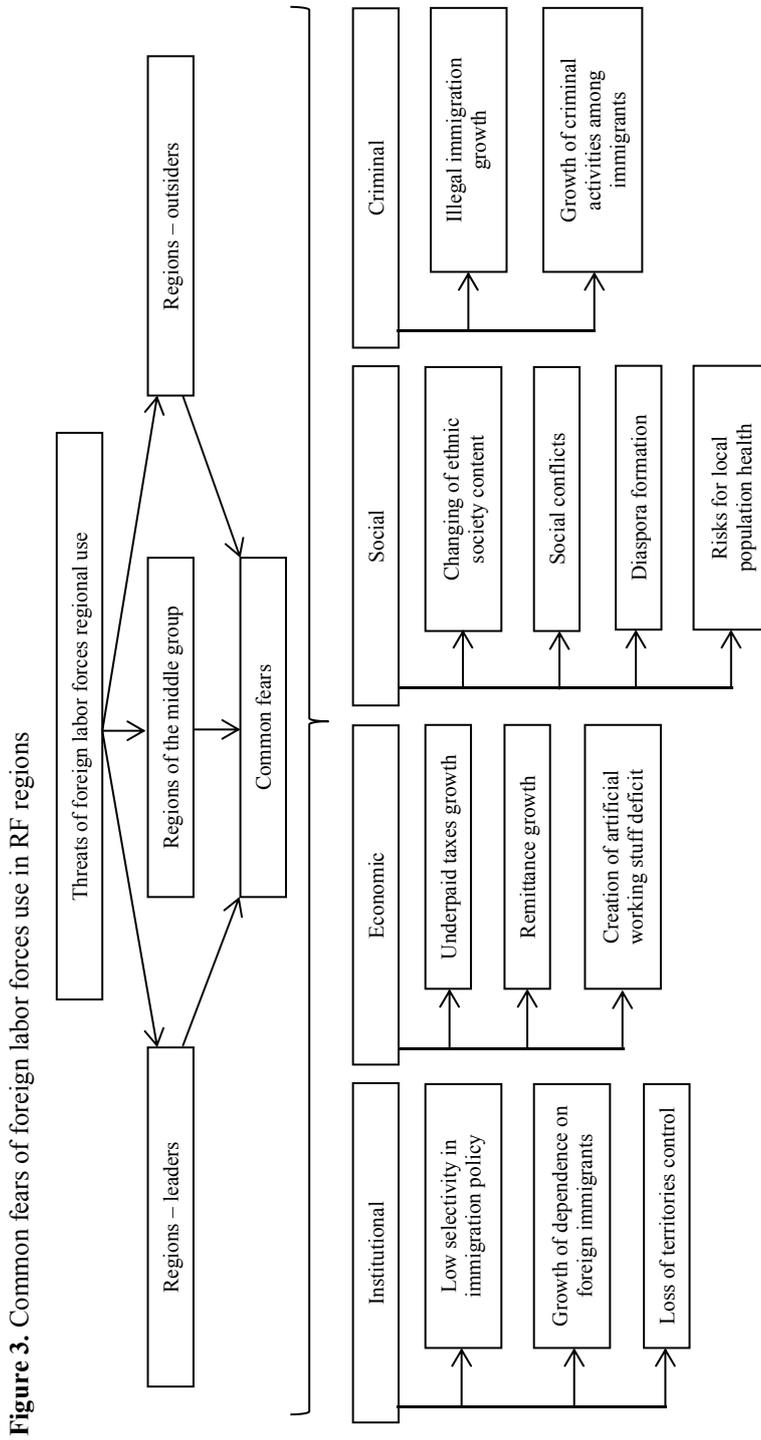
As we can see from Figure 3 all kinds of fears can be nominally divided into four the most significant groups: the institutional ones, the economic ones, the social ones, and the criminal ones.

The institutional fears come from badly thought over immigration policy and are characteristic for such RF regions that have the borders with the countries where social and economic progress is going on by the high pace and having certain economic interests on the territory of our country. In the highest rate these threats are appearing on the territories of such regions as: Primorsk Territory, Sakhalin Region, Khabarovsk Territory, the Amur Region, etc.

So, the Cooperation Agreement for 2009-2018, signed by Far East and Eastern Siberia regions of RF and North-East China supposes cooperative exploitation of Russian mines, but the processing and production factories will be built on the territory of China¹.

Close-to-the border competition is provided also for labor force and so reflects the strategic State interests and aims, connected with the social and economic development of special regions.

¹ The program of cooperation between the regions of the Far East and Eastern Siberia, Russia and Northeast China (2009-2018) [www 2].



The economic fears are mostly connected with the RF Central regions, as these territories are the most attractive to the immigrants from the former republics of Asia, Moldova and Ukraine. They are such regions, as: Federal Central Territory, Moscow Region, Moscow and Belgorod Region; as well as Ural, West Siberia and the Volga economic districts. Especially from these regions the families of immigrants get regular financial transfers – remittances, which are supporting economics of these listed above countries. Especially these regions because of high immigrant concentration are mostly suffering from ‘the shadow’ strata of this contingent.

The social fears are always connected with immigration trends and are tied to every immigrants moving practically into any region of the country. The role and increase of social fears is changing with changing of immigration flow intensity in given RF region.

So the most characteristic trend for past two years is increasing of forced immigration from Ukraine, these immigrants are going to the south-west regions of Russia, suffering from high-level unemployment.

The criminal fears as well, as the social ones, are the integral part of mass labor forces transfer and are mostly depended on legal ‘manholes’ in legislation, allowing appearing of unscheduled externalia at the regional and national labor markets.

So, on the base of the performed research, we can draw the conclusion that nowadays in RF is no legally developed institutional support for labor immigration that could allow providing of scientifically-based immigration policy and using necessary mechanisms and tools for its regulation. Keeping in mind difficulty and wide scale of this problem we need a complex approach to its solving according to different territorial conditions of the country. Because that matter is problematic from legal and political point of view solution is possible only on highest levels of EU authorities. Moreover, because of BREXIT there are new issued have arisen. Further observation of changes in that areas is possible after some period of time and after whole Europe, not only EU, deals with new issues connected with uncontrolled flow of migrants from North Africa, East Europe and Central Asia regions.

References

- Bundesamt für Migration und Flüchtlinge (2013), *Das Bundesamt in Zahlen 2012*, Asyl, Migration und Integration, Berlin.
- Bundesministerium des Innern (2011), *Migration und Integration. Aufenthaltsrecht, Migrations- und Integrationspolitik in Deutschland*, Berlin.

Ugryumova A.A. (2009), *Regional'naya ekonomika i menedzhment: uchebnoe posobie dlya studentov*, Ministerstvo obrazovaniya, Moskovskaya oblast', Kolomenskij Gosudarstvennyj Pedagogicheskij Institut, Moskva.

Ugryumova A.A. (2014a), *Social'nyj komfort v Moskovskoj oblasti: sostoyanie i perspektivy* [in:] A.A. Ugryumova (ed.), *Nauka i praktika: Nauchno-analiticheskij zhurnal REU im. G.V. Plekhanov*, Vol. 1(13), Izdatel'stvo Rossijskij Ekonomicheskij Universitet imeni G.V. Plekhanova, Moskva, pp. 32-37.

Ugryumova A.A. (2014b), *Strategicheskie tendencii v izmenenii social'noj politiki Rossijskoj Federacii* [in:] A.A. Ugryumova (ed.), *Nacional'nye interesy: priority i bezopasnost'*, Vol. 43(280), Izdatel'skij Dom FINANSY i KREDIT, Moskva, pp. 29-37.

Ugryumova A.A., Erokhina E.V., Saveleva M.V. (2016), *Regional'naya ekonomika i menedzhment*, Izdatel'stvo Yurajt, Moskva.

[www 1] <http://www.gks.ru> (accessed: 4.07.2017).

[www 2] <http://www.lawinrussia.ru/kabinet-yurista/zakoni-i-normativnie-akti/2010-07-18/programma-sotrudnichestva-mezhdu-regionami-dalnego-vostoka-i-vostochnoy-sib> (accessed: 1.06.2017).

POLITYKA IMIGRACYJNA W WYBRANYCH REGIONACH FEDERACJI ROSYJSKIEJ

Streszczenie: W artykule podjęto temat osobliwości selektywnej polityki imigracyjnej na nowoczesnym etapie rozwoju społeczno-gospodarczego Federacji Rosyjskiej. Przedstawiono selektywne kierunki polityki i europejskie doświadczenia w realizacji tej polityki, a także analizę systemu migracyjnego i obaw związanych z napływowym zasobem pracy w regionach RF.

Słowa kluczowe: migranci zagraniczni, procesy globalizacyjne, kierunki migracji.