
Expert Discourse on The State Migration Policy in Modern Russia

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Abstract

The authors of the article set the goal of examining, through an expert survey, discursive models about migration policy in modern Russia on the example of the Republic of Tatarstan (as a reflection of federal policy), which determine the nature of the strategic and managerial component of state policy. The authors designate the articulated models of migration policy - restrictiveness (strict restrictiveness) and promotiveness (liberal approach), as well as various principles of selectivity, which are complemented by accommodative approaches (ad hoc) of regulation. The priority of the accommodative discourse in the conditions of the Republic of Tatarstan in the construction of the migration topic in the public expert space is proved. The object of the research is migration policy. The subject is the discursive foundations of migration policy and state migration policy. Russian Federation in the early 2000s in terms of the scale of the influx of labor migrants, it occupies one of the first places in the world. This requires a search for modern effective approaches to solving this problem. The scientific novelty is due to the fact that an analytical tool associated with accommodative discourse as an intermediate element of the "restriction - promotive" scale has been introduced into the subject field of political science. According to the results of the expert survey, the prevailing significance of the accommodative discourse on migration in the conditions of the Republic of Tatarstan was established.

Keywords: migration, migration process, discourse analysis, expert survey, state migration policy.

1. INTRODUCTION

Modern Russia in terms of the scale of the influx of migrants takes one of the first places in the world. This requires a search for effective approaches to solving this problem.

Discussions around migration and migration policy are taking place among political institutions, government authorities and expert communities, which give sharp forms of polarization and fragmentation. There is a need for the scientific development of precisely discursive dimensions. At the center of the controversy are discourses (Van Dijk, 2008), which are designed to formulate the general strategic direction of the decisions made. The considered discursive dichotomy of restrictive (restrictive) and promotional (encouraging) models of migration policy is complemented by the inclusion of transitional models (Triandafillidou, 2000).

The Republic of Tatarstan is one of the most economically developed subjects of the Volga region, demonstrates high migration attractiveness and has some significant features of its migration policy.

The purpose of the article is through applied research (expert survey) to identify discursive models about migration policy in modern Russia using the example of the Republic of Tatarstan.

2. METHODS

Discourse analysis. Discourse analysis procedures involving ways of participating in discourse were used to explore the expert field.

An expert survey of employees of the Migration Department of the Ministry of Internal Affairs of Russia for Kazan and employees of a public organization working with migrants: House of Friendship of the Peoples of Tatarstan - Assembly of Peoples of Tatarstan. This expert survey was conducted on July 20-21, 2021 (sample population of 50 people).

3. RESULTS AND DISCUSSION

As part of the study, a number of hypotheses were put forward:

- the discursive foundations of the state migration policy in Russia are highly fragmented and polarized in the field of solving the main issues related to the required type of migration regime.
- articulated models of migration policy - restrictiveness (severe restrictiveness) and motivation (liberal approach) (Gradirovsky, 2010), must be supplemented with accommodative approaches (ad hoc) of regulation, rejecting radical options for solving migration problems and placing emphasis on the adaptation of migrants to the situation;
- The Republic of Tatarstan demonstrates the priority of accommodative discourse when constructing a migration theme in the public expert space.

For the study of migration policy, it is proposed to introduce an "accommodative" discourse. The term "accommodation" is not often used in political science, but is studied in biology as a description of changes in the usual ways of life. For the first time this term was used by M. Baldwin in the Dictionary of Philosophy and Psychology (Baldwin, 1901). He believed that the concept of accommodation is applicable to any acquired change in function, contributing to a better adaptation to the environment and to subsequent functional changes (Park, 1969). The concepts of "adaptation" and "accommodation" are different. Adaptation is the result of competition, and accommodation is the result of conflict.

R. Park examines "accommodation" as the regulation of hostile elements, where the conflict as an open action disappears, although it remains as a potential force (Park, 1969).

The "accommodative" discourse of the study of migration policy is defined as a change in the situation in migration processes through adaptation, when the state must develop an adequate migration policy.

With regard to migration, accommodation means rejection of extreme options for resolving emerging problems either through "hard" isolationism ("restrictive" policy that blocks the access of migrants), or through forced assimilation ("promotive" model).

The work required an expert survey (Yadov, 2007), which resulted in the systematization of the opinions of practitioners in the field of migration policy. Experts are included in the analysis of the situation and have an important amount of information. The experts selected the employees of the Migration Department of the Russian MIA Administration for Kazan - 36 people. Employees of a public organization for work with migrants - 14 people:

- House of Friendship of the Peoples of Tatarstan - Assembly of Peoples of Tatarstan (Kazan).

The expert survey was conducted on July 20-21, 2021, the questionnaire method (sample population of 50 people, the study was carried out using a cluster sample). Of them:

- men 56%;
- women 44%;
- in the age categories 18-30 years old - 34%, 31-40 years old - 32%, 41-55 years old - 30%, over 55 years old - 4%;
- the share of Russians in the aggregate of respondents was 32%, the share of Tatars - 44%, of other nationalities - 24%;
- managers - 18%, specialists - 68%, others - 14%.

Experts are practitioners in the field of migration regulation: representatives of the state, whose official duties include the implementation of migration regulation at the regional level, as well as a non-governmental organization working with migrants: the Assembly of the Peoples of Tatarstan - the House of Friendship of the Peoples of Tatarstan.

The results of the survey showed that the priority for attracting migrants should be the CIS countries - 28%, then non-CIS countries - 20%. Moreover, the latter are a priority area from the point of view of employees of the department for migration in Kazan, and the CIS countries - representatives of public organizations of migrants. Employees of the state structure are interested in attracting highly qualified personnel from far abroad and are trying to restrain the flow of low-skilled and illegal migrants from the CIS countries. At the same time, public organizations of the Republic of Tajikistan working with migrants are trying to protect their rights.

Regarding the problem of migrants in Tatarstan, how acutely it affects the population, the following results have shown. 44% of experts rate it as rather acute, from time to time - 34%, and as irrelevant only 16%. 50% of employees in the Migration Department mark it as significant.

To the question "Do you think there is an effective migration policy in Russia?" the majority answered "no" - 62%. Only 28% of the respondents agreed with this opinion.

On a scale (from 1 to 10), the majority of respondents (58%) defined the existing policy of the federal authorities in relation to migrants as "selective" on average, i.e. in the accommodative meaning - migrants are needed, but their selection is necessary according to the level of qualifications, education, knowledge of the language and other criteria. The supporters of the "average value" (5 points) - in the age category 41-55 years (that is, those with experience and experience in this field), there are more men than women (although the difference of 6% is insignificant) and managers.

An analysis of VTsIOM data, carried out in 2016, indicates that more than half of Russians (78%) are in favor of pursuing an "isolationist" policy. And the number of supporters of the "accommodative" point of view is gradually decreasing. But Russians do not have a negative attitude towards migrants: this is how 37% of Russians believe that the presence of migrants makes life more diverse. 30% of respondents are interested in the culture of those countries where migrants come from. 61% of the respondents do not object to close communication of their children with the children of migrants. And 50% do not think that newcomers should live in specially designated areas (<https://wciom.ru>). Nevertheless, according to polls conducted by VTsIOM in February 2017, the majority of Russians (71%) do not support the idea of simplifying the procedure for obtaining Russian citizenship. Some of the respondents are in favor of toughening immigration requirements - 36%, and 35% are in favor of keeping them in their current form (<https://wciom.ru>). The Russians propose to pursue a tougher restrictive policy towards migrants, although they demonstrate tolerance towards those who are already on the territory of the country. Tatarstan experts adhere to a "selective" approach - migration is necessary, but with the use of selective measures.

Experts see the difficulties in adapting migrants to the "receiving" Russian society in the lack of knowledge of the language (64%), low level of education (60%), difficulties in official legalization (46%) and differences in cultures and mentality (42%). Lack of social guarantees (22%), as well as the absence of political parties and associations defending the rights of migrants (6%). A number of experts offered their own vision, noting as problems a low level of upbringing and respect for their culture. Experts of the department on migration issues in Kazan highlight the low level of education of migrants as the main one, which prevents them from being included in the "host society". Employees of public organizations working with migrants - difficulties of official legalization. The results give a real situation: for migrants, the legalization procedure is significant, and for the resident population, it is important that migrants understand the socio-cultural climate of the republic and implement peaceful integration and perception of values.

When asked: "Does the Republic of Tatarstan need its own migration policy, taking into account regional specifics?", Opinions were divided as follows:

- 26% - "for";
- 48% - "no";
- 16% - "found it difficult to answer".

Those who approve of this were the majority of the youth group and specialists. At the same time, half of the respondents believe that the Republic of Tatarstan should not pursue its own migration policy, but follow the general course of federal state policy. There were no differences between the two expert groups.

The experts were asked to assess the policy of the republican authorities in relation to migrants on the scale of "restrictive flank" - "promotional flank". Experts on a ten-point scale assessed it as follows: within the framework of the accommodative discourse "average value" (5 points) - 46%, "migrants are needed, but their strict selection is necessary according to the level of qualifications, education, knowledge of the language and other criteria". Polar opinions: "restriction" is held by 4% of experts, and "promotion" - 20%. The "accommodation preponderance" towards attracting migrants to the Republic of Tatarstan is explained by the need for additional labor resources for the implementation of large-scale projects being implemented in the republic.

Half of the experts believe that our republic needs migrants, but their selection is needed. To the question "What do you think, what requirements should be presented to migrants arriving in the Republic of Tatarstan?" in the foreground are the requirements: "knowledge of one of the two state languages of the Republic of Tatarstan" (64%), "no criminal record" (54%) "availability of professional training" (50%). The presence of secondary education, knowledge of the history and culture of Tatarstan was reflected in the responses of 28% and 8% each. The experts supplemented the proposed list with the following proposals: strict medical control, higher education, compliance with the Constitution of the Russian Federation and the laws of the Russian Federation, human attitude, the presence of upbringing and morality. Selective selection should be carried out on the basis of

attracting professional staff of migrants without a criminal record, who have communication skills in Russian or Tatar.

To the question "Where do you see the positive features of the Republic of Tatarstan among other constituent entities of the Russian Federation?" the experts put in the first place:

- "tolerant attitude of the indigenous population" (46%);
- "availability of jobs" (38%);
- "loyal policy of the republican authorities" (38%).

The second place was shared by the following points of view:

- "the presence of organizations providing assistance to migrants" (30%);
- "absence of interethnic conflicts" (30%);
- "active propaganda of the Republic of Tatarstan as a region attractive to migrants" (24%);
- "natural and climatic conditions and a favorable ecological situation (24%);
- "high level of income" (18%);
- "low crime rate" (12%).

On the positive side, the overwhelming majority of experts - 76% note that "migrants work in those areas where the local population does not want to work". The second place is shared by the following positive aspects:

- migrants participate in raising the economic level of the republic (30%);
- solve the problems of supplying the population with products, goods and services at affordable prices (26%);
- improve the demographic situation in the republic (24%).

The negative aspects of migration are associated with unemployment among the indigenous population (48%). The experts put the following positions in second place: export of capital and "erosion" of the national culture of the indigenous population (32% each), worsening of the crime situation (28%). The positions "growth in the cost of housing, food, and basic necessities" and "aggressive behavior towards the local population" were not widely recognized (14% and 18%). The positions allow us to assert that all aspects of the components of migration flows emphasize to a greater extent the socio-economic factor: "migrants work in those areas where the local population does not want to work", the downside is "an increase in unemployment among the indigenous population".

The experts were presented with the system of factors of state migration policy (Samoilov, 2005). It was suggested to highlight the three most important positions. The experts put the "economic" factor in the first place (64%). The "institutional" factor is on the second place (36%). The third place is occupied by the "demographic" factor (32%).

4. SUMMARY

First, the results of the expert survey indicate that the prevailing expert assessments have an orientation of the accommodative type. Most of the respondents adhere to a selective approach - migrants are needed - legal labor migrants of construction professions, but their certain selection is necessary: knowledge of one of the two state languages of the Republic of Tatarstan, no criminal record, attitudes towards a law-abiding lifestyle, availability of professional training, absence of chronic diseases.

Secondly, the ranking of the system of factors of state migration policy revealed the priority for the Republic of Tatarstan of the following points:

- the economic factor (attraction of construction workers necessary for the republic);
- institutional factor (regulatory and regulatory mechanisms of the activities of state authorities to control migration flows);
- demographic factor (migration to compensate for the natural decline in the population of Tatarstan, improvement of the demographic situation in the republic).

Thirdly, the Republic of Tatarstan is relatively tolerant in its attitude towards migrants; there are no moods of migrant-phobia and conflicts.

5. CONCLUSIONS

In conclusion, we note the following:

- an analytical tool has been introduced into the subject field of political science, associated with accommodative discourse as an intermediate element of the scale "restriction - promotion" - as a transitional stage to the integration of migrants;
- according to the results of the expert survey, it is clear that expert assessments of the accommodation type prevail;

- the predominance of the role of economic, institutional and demographic factors for the Republic of Tatarstan was revealed;
- The Republic of Tatarstan is distinguished by a relatively small number of migrant-phobia sentiments and a high level of tolerance.

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