

The Russian Federation

Draft

Migration Profile Light

2013

The text of the Migration Profile Light on the Russian Federation has been prepared by the Secretariat of the Prague Process based on the available public sources. The text was forwarded to the Federal Migration Service of the Russian Federation on 1 February 2016 for consideration, comments or approval. In anticipation of reply, this version is published as a draft. The draft is a consultation document and cannot be considered as reflecting the official position of the country.



Purpose of the report and disclaimer

After the adoption of the Building Migration Partnerships Joint Declaration in Prague in April 2009, the Building Migration Partnerships initiative (BMP) began work on establishing the BMP Knowledge Base. The Knowledge Base, nowadays known as the Prague Process Knowledge Base, consists of a set of Extended Migration Profiles¹, which were elaborated and endorsed in 2010-2011, and the interactive online map (i-Map), which provides a visual representation of the available information.

The Prague Process Targeted Initiative (PP TI) is an EU-funded project, which builds upon the BMP initiative, and implements selected priorities identified in the Prague Process Action Plan endorsed in Poznan in November 2011. One of the objectives of the PP TI is to maintain the Knowledge Base, keep it up-to-date, and develop it further.

While continuous attention is paid to updating and developing Extended Migration Profiles, the PP TI has taken into account the feedback received from the states that partake in the Prague Process Targeted Initiative and proposed a concept of Migration Profile Light. In comparison to the Extended Migration Profile, the name of which implies detailed content pertaining to migration issues, Migration Profile Light constitutes a useful framework of a limited length, clearly outlining the primary areas of interest. Migration Profile Light should aim at key priorities and problems, easy annual updatability, and standardised data for all countries involved.

The proposed Migration Profile Light (MPL) concept has been well received by the Prague Process participating states. Germany volunteered to test the concept by filling in the template. The MPL on Germany has been developed, and the process of its establishment has led to the identification of gaps in the first template. The latter have been corrected in cooperation with the PP TI Support Team at the ICMPD. At the time of the publication, MPLs were prepared by Germany (2013), Hungary (2014), Republic of Armenia (2014), Czech Republic (2015), Republic of Kazakhstan (2015), and Republic of Uzbekistan (2015).

The aim of the PP TI is to establish the Knowledge Base as a useful tool, consisting of state-owned migration profiles with standard and comparable data categories. While aiming at the seven leading states of the PP TI and the PP TI non-EU participating states, the primary goal of the Prague Process is to collect national MPLs for all 50 Prague Process participating states.

The MPL is proposed to all Prague Process state in the belief that this will lead to a better mutual understanding of the migration situation in partner states, existing migratory flows, priorities, problems and interests. The MPL should serve as both an informative reference and as a policy making tool. If required, methodological and expert support will contribute to the development of MPL in states with limited experience with such exercises.

¹ Albania (endorsed 2010), Armenia (2011), Azerbaijan (2010), Bosnia and Herzegovina (2010), Czech Republic (2010), Georgia (2011), Hungary (2011), Kazakhstan (2010), Kyrgyzstan (2011), Poland (2010), Romania (2010), Slovakia (2010), Tajikistan (2010), Ukraine (2011).

The ownership of, and responsibility for, the content in terms of data provided in this Migration Profile resides solely with the country elaborating the report.

The PP TI Support Team within the International Centre for Migration Policy Development (ICMPD) is ready to help and can be contacted at ppti@icmpd.org. The Knowledge Base of the Prague Process is accessible at www.pragueprocess.eu and www.imap-migration.org, section Prague Process.

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1. Background information on the country

1.1. Size, population, bordering countries and length of borders

Official name	The Russian Federation
Capital	Moscow
Size	17,098,242 km
Population	143,400,000 (01.04.2013)
Neighbouring countries	Azerbaijan, Belarus, China, Estonia, Finland, Georgia, Kazakhstan, Latvia, Lithuania, Mongolia, North Korea, Norway, Poland, Ukraine
Length of border	60,932 km

1.2. Short characteristic of the country

The Russian Federation is a federal semi-presidential republic. Since March 1, 2008, the Russian Federation consists of eighty-three federal subjects with equal rights as constituent entities and varying degrees of autonomy. The federal subjects are grouped into eight federal districts. The federal government is composed of three branches: legislative (the bicameral Federal Assembly made up of the State Duma and the Federation Council), executive (the President and the Cabinet), and judiciary (The Constitutional Court, the Supreme Court, the Supreme Court of Arbitration and lower federal courts).

The Ministry of Internal Affairs (MIA) is responsible for developing and drafting the migration legislation. The Federal Migration Service (FMS) and the Federal Border Service are the main governmental bodies responsible for developments in the field of regular migration. The main tasks of the FMS include issuing necessary documents for foreign citizens with regards to entry and residence, and regulating foreign labour force employment in the Russian Federation.² The Federal State Statistics Service of the Russian Federation is the main governmental body that collects statistical data on migration. The Concept for the Russian Federation's State Policy on Migration up to 2025 was adopted in June 2013.³

² *Regulation No 711/2012 on the Federal Migration Service of the Russian Federation*. Available in Russian at: <http://www.fms.gov.ru/about/condition/details/38018/2/>

³ *The Concept for the Russian Federation's State Policy on Migration up to 2025*. Available in Russian at: <http://kremlin.ru/acts/15635>

2. Migration Stocks and Migration Flows

2.1. Migration flows

Between 1990 and 2011, approximately 662 million immigration cases were registered in the Russian Federation. This figure reflects the particular stage of mass repatriation, and includes a large number of refugees and forced migrants, most of whom came to Russia from the former Soviet Republics in the 1990s. The statistics also include data on labour migration. During the same period, 57.3 million emigrants were registered as having left the Russian Federation for other countries. This resulted in a net migration figure for the period under review of around 6.2 million.

Table 1: Inflow to and outflow from the Russian Federation, 1990 – 2011

Year	Inflow			Outflow			Net migration	
	total	of which: foreign nationals	%	total	of which: foreign nationals	%	total	of which: migration exchange with foreign countries
1990	5.176,332	913,223	17.6	4.720,270	729,467	15.4	456,062	183,756
1991	4.383,020	692,238	15.8	4.155,649	675,497	16.2	227,371	16,741
1992	4.192,798	926,020	22.1	3.806,409	673,143	17.7	386,389	252,877
1993	3.826,115	923,280	24.1	3.450,277	483,028	14.0	375,838	440,252
1994	4.208,308	1.191,355	28.3	3.330,776	345,623	10.3	877,632	845,732
1995	3.997,139	866,857	21.7	3.393,941	347,338	10.2	603,198	519,519
1996	3.533,890	647,026	18.3	3.090,594	291,642	9.4	443,296	355,384
1997	3.322,593	597,651	18.0	2.931,466	232,987	7.9	391,127	364,664
1998	3.095,508	513,551	16.6	2.7743,10	213,377	7.7	321,198	300,174
1999	2.856,731	379,726	13.3	2.672,709	214,963	8.0	184,022	164,763
2000	2.662,329	359,330	13.5	2.420,574	145,720	6.0	241,755	213,610
2001	2.334,034	193,450	8.3	2.252,253	121,166	5.3	81,781	72,284
2002	2.201,914	184,612	8.3	2.114,765	106,685	5.0	87,149	77,927
2003	2.168,168	129,144	5.9	2.124,284	94,018	4.4	43,884	35,126
2004	2.117,434	119,157	5.6	2.076,159	79,795	3.8	41,275	39,362
2005	2.088,639	177,230	8.5	1.981,207	69,798	3.5	107,432	107,432
2006	2.122,071	186,380	8.7	1.989,752	54,061	2.7	132,319	132,319
2007	2.284,936	286,956	12.5	2.044,993	47,013	2.3	239,943	239,943
2008	2.215,945	281,614	12.7	1.973,839	39,508	2.0	242,106	242,106
2009	1.987,598	279,907	14.1	1.740,149	32,458	1.8	247,449	247,449
2010	2.102,304	191,656	9.1	1.944,226	33,578	1.7	158,078	158,078
2011	3.415,055	356,535	10.4	3.095,294	36,774	1.1	319,761	319,761

Source: *Federal State Statistics Service*⁴

In 1994, no fewer than 4,208,308 persons entered the Russian Federation, of whom 1,191,355 came from the third countries. This represents the highest number of immigrants in the post-Soviet years. In the meantime, the number of persons who emigrated from the Russian Federation decreased by 3.7% in 1994 in comparison to the previous year whereby 3,330,776 persons left Russia in 1994 (1993: 3,450,277), of whom 345,623 were foreign nationals.

Overall, the share of foreigners migrating to the Russian Federation every year has been declining since mid-1990s. However, in 2011 the statistics reflected a significant 86% growth in comparison to the previous year. This change might be conditioned by the fact, for instance, that in 2011, migrants who had received temporary residence permits for the period from 9 months to 1 year were included into the statistical data for the first time. Therefore, the entire category of migrants was brought out of the shadow. Around 3,095,294 persons left the country during the same year. The number of registered emigrants in 2010 was 1,944,226.

For some years now, immigration from the Commonwealth of Independent States (CIS) countries and emigration to the European Union member states have accounted for the major proportion of migration flows in Russia. In the period from 2001 until 2011, 93.6% of migrants came to the Russian Federation from the CIS countries.

Table 2: Inflow to and outflow from the Russian Federation, 2001 – 2011

	Inflow	Outflow	Net Migration
CIS countries*	2,258,000	384,000	1,874,000
Other countries	156,000	332,000	-176,000

*and Georgia

Source: *Federal State Statistics Service*⁵

2.2. Migration stocks

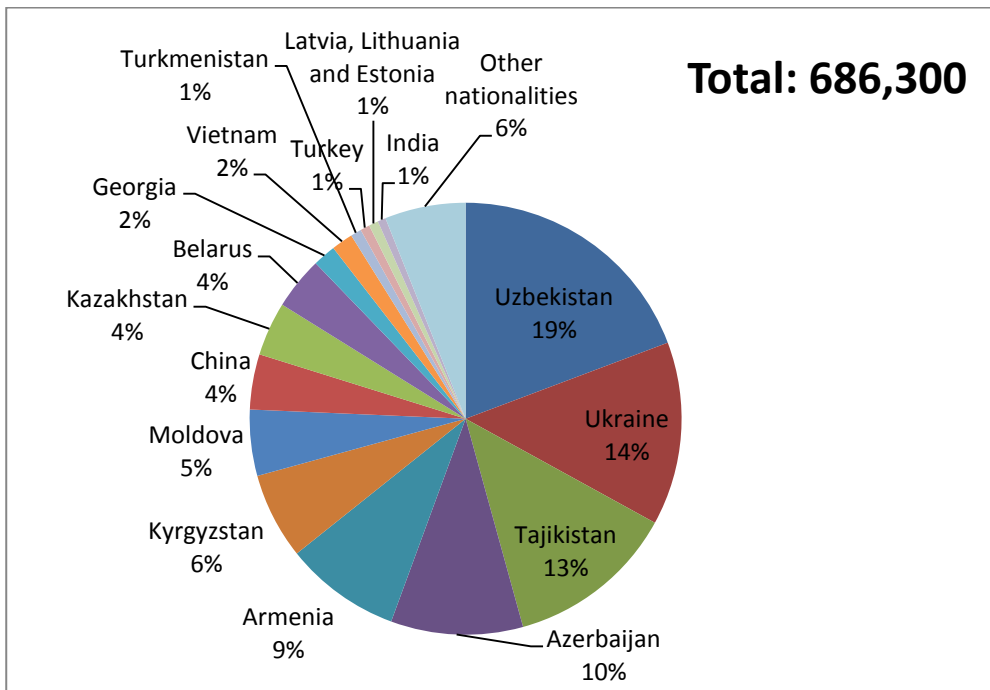
According to the Federal State Statistics Service, the CIS nationals constituted by far the largest group of foreign nationals as of December 20, 2010, accounting for 84% of all registered migrants. The largest groups came from Uzbekistan (131,000), Ukraine (93,400), and Tajikistan (87,100), followed by Azerbaijan (67,900), Armenia (59,400), and Kyrgyzstan (44,500). Amongst foreign nationals residing legally on the

⁴ *Official statistical data on demography of the Federal State Statistics Service of the Russian Federation*. Available in Russian at: http://www.gks.ru/wps/wcm/connect/rosstat_main/rosstat/ru/statistics/population/demography/#

⁵ *Migration in Modern Russia*. Russian International Affairs Council. Available in Russian at: http://russiancouncil.ru/inner/?id_4=1714#top

territory of the Russian Federation, 70,000 originated from Asia (including 28,400 Chinese), 29,000 were the EU citizens, whereas 6,000 came from various African countries, 3,000 arrived from countries of North and South America, and 156 were citizens of Pacific Basin countries and Australia.

Figure 1: The most frequent nationalities of foreigners as of 20.12.2010



Source: *Federal State Statistics Service*⁶

3. Legal migration with a special focus on labour migration

3.1. Responsible state authorities

The Ministry of Internal Affairs (www.mvd.ru) deals with a broad range of tasks pertaining to legal migration. The key tasks of the Ministry include: development of legal and regulatory framework of the internal policy as well as migration policy, and coordination of activities of the Federal Migration Service (www.fms.gov.ru).

⁶ *Social and demographical landscape of the Russian Federation*. Report of the Federal State Statistics Service on the result of the census 2010. Available in Russian at: http://www.gks.ru/free_doc/new_site/perepis2010/croc/Documents/portret-russia.pdf

The main tasks of the Ministry of Labour and Social Protection (www.rosmintrud.ru) are: drafting and implementing governmental policy and legal regulations in the areas of demography, labour, employment, labour migration, and social security, and managing state property and public services in the relevant areas. The Federal Labour and Employment Service (www.rostrud.ru) is involved into management of labour migration. This governmental entity operates under the umbrella of the Ministry of Labour and Social Protection of the Russian Federation.

Working together with these federal institutional bodies, regional authorities dealing with foreigners locally play a crucial role in the process of implementation of labour migration policies.

3.2. Policies

The development of a thoroughly developed labour migration policy is one of the key priorities for the efficient migration management in the Russian Federation. On the one hand, the aging of the workforce and demographic decline generate the need to attract foreign labour force to Russia in order to sustain the country's economic growth. On the other hand, the fact that migrants tend to stay in the country illegally whilst exploring their employment opportunities creates challenges for balanced labour migration policy implementation and generates difficulties for maintaining adequate numbers and skills of labour force.

The majority of labour migrants come to Russia from the countries of the former Soviet Union. According to the World Bank, 10 million migrant workers are on the move every year in the Commonwealth of Independent States, and most of them go to Russia⁷.

The growth of the Russian economy and the country's vast territory make Russia particularly attractive to labour migrants. For example, the Russian Far East traditionally has a high number of labour migrants from China. In the recent years, migrants from Central Asia have been competing with the Chinese for employment opportunities in this macro-region. Apart from lower wage expectations in comparison to the Chinese migrants, Central Asians have a competitive advantage because they do not need visas to travel to Russia⁸.

In line with the pursuit of an active immigration policy, the recently adopted State Migration Policy Concept of the Russian Federation for the period 2012-2025 promotes immigration of qualified specialists and other foreign workers on demand at the Russian labour market. It also stresses the need to attract both skilled and unskilled labour migrants, develop programmes for and seasonal labour migration, and facilitate

⁷ *The World Bank. A Catalyst for Labour Migration Discussions. Europe and Central Asia.* Available in English at <http://go.worldbank.org/TA6NZKG830>.

⁸ *Central Asia: Migrant Workers Finding Opportunity in Russian Far East.* Available in English at: <http://www.eurasianet.org/node/67334>

procedures for employment of foreign workers on behalf of private persons for personal, household, and similar purposes.

The Russian Federation has a broad national and international legal framework pertaining to labour migration. According to the present legislation, foreign citizens or stateless persons arriving in the Russian Federation visa-free with the aim of temporary labour activities should submit migration cards at the border checkpoints and register at a territorial office of the Federal Migration Service within three working days upon arrival. The legislation does not allow foreign citizens under 18 years old to engage in labour activities. The work permit is issued according to an established quota by a local office of the Federal Migration Service within ten workdays. Work permits (renewable every 3 months up to 12 months, then a new permit can be applied for) are obligatory, except for highly-skilled specialists/their family members (since 2010), voluntary settlers, holders of resident permits, etc. Work permits are issued upon request of an employee by the regional state agencies. An employer must obtain a permission to hire foreigners. A foreign citizen who has received a work permit for the period of validity exceeding 90 days should obtain an employment contract and begin working within 90 days after the date of entry to the Russian Federation; otherwise this person will have to leave the country. Upon the signature of a labour or civil contract, the employer who has ordered a service (work contract) must notify the local office of the Federal Migration Service and the relevant employment body, and indicate the effective period of such contract to prolong the time of sojourn of the foreign citizen on the territory of the Russian Federation.⁹

The procedure for the foreign labour quota allocation was introduced in the Russian Federation in 2007 (approved by the Regulation No. 783 on December 22, 2006). Every year, Russian employment companies submit a foreign labour hiring request. On the basis of these requests, the numbers of vacancies that can be filled by foreign labour force are determined. The Government establishes separate quotas for labour migrants from visa regime countries and the CIS countries.

The consensus amongst the Russian state institutions regarding the efficiency of the quota system is absent. The Federal Migration Service insists on annulling the current quota system as it hinders the regulation of the labour market, while the Ministry of Health and Social Protection insists on maintaining the current bureaucratic procedure. The argument of the Federal Migration Service is based on the fact that employers do not bear the responsibility for their applications to hire foreign workers. An employer may request a certain number of foreigner workers, but this request by no means obliges the employer to hire this number of workers. In the meantime, other employers who have not applied for a quota, but ad hoc requested a permission to hire foreign nationals, are not permitted to do so because of bureaucratic obstacles in correcting the quota system.¹⁰

⁹ Federal Law of the Russian Federation "On legal status of foreign nationals in the Russian Federation" (last amended on 06.12.2011). Available in English at: http://www.fms.gov.ru/useful/novisas/fz_N_115_eng.doc

¹⁰ "Quota System For Hiring Foreign Labour in Russia". *The Moscow Times*. Issue 4713. Available in English at: http://www.themoscowtimes.com/business/business_for_business/article/quota-system-for-hiring-foreign-labor-in-russia/442910.html

For 2013, the Russian Government established the quota for foreign workers at 1.745,000 persons (including 410,000 persons from visa regime countries). The same number was set for 2011 and 2012.

A special procedure for obtaining work permits is in place for foreigners from visa-free regimes. Since December 2012, foreign nationals who come from countries that have free visa regime with the Russian Federation and intend to work in retail business, housing and utilities sector, and domestic services need to prove their elementary knowledge of the Russian language.

In addition to the quota system, a separate set of regulations exists for the highly skilled foreign specialists. In order to qualify for this category, a foreign national willing to work in the Russian Federation should have a salary exceeding one million roubles per annum. Furthermore, the Ministry of Labour and Social Protection of the Russian Federation adopted a list of 59 professions that are not subject to the quota system and belong to the category of highly skilled specialists. The legal status of foreign professionals working for the Skolkovo Innovations Centre is regulated by a separate piece of legislation.

The Russian authorities display a notable tendency to reduce the number of labour migrants for 2014. Sankt-Petersburg and the Moscow district have already announced the reduction of quotas from 10% to 50%. However, the number of allocated quotas is usually lower than the number of foreign labour migrants. According to the Federal Migration Service, there are 3-5 million labour migrants in the Russian Federation while the number of official quotas allocated for this purpose is 1.7 million

3.3. Statistics

As of March 31, 2013, 2.411,135 foreign nationals from both visa regime countries and the CIS countries were working in Russia. According to the Federal Migration Service, labour migrants constitute a large part of all migrants coming to the Russian Federation. The majority of labour migrants are men ages 17-25.

Table 3: Labour migrants by age and gender as of 31.03.2013

Gender	Under 17	17-25	26-35	36-45	46-55	Older than 55
Male	15,186	669,499	625,508	421,371	245,365	47,488
Female	6,025	91,978	132,651	98,352	46,809	10,903

Source: *Federal Migration Service*

The Federal Migration Service reported that in 2012, the Russian authorities granted 1.340,056 work permits. This figure reflects an increase of 11% in comparison to 2011 (1.195,169 work permits).

Data on the number of residence permits granted by nationality and country of origin are not available in open access.

4. Irregular migration

4.1. Responsible state authorities

The Ministry of Internal Affairs (www.mvd.ru), Police forces, the Federal Migration Service (www.fms.gov.ru), the Border Guard Service of the Federal Security Service (www.fsb.ru), the Federal Bailiff Service (www.en.fssprus.ru), and the Federal Customs Service (www.customs.ru) develop and implement policies in the areas of irregular migration. Authorities dealing with foreigners at the regional level also play a role in implementing the policies pertaining to irregular migration.

4.2. Policies

The Russian Federation has the world's largest number of illegal migrants.¹¹ The general trend in the field of illegal migration consists in decreasing migration flows from Kazakhstan and Ukraine, and increasing flows from other countries in Central Asia.

There is a broad range of measures available in the Russian Federation to address the phenomenon of irregular migration. The Russian system of migration control is based on both external and internal controls. To enter the Russian Federation, a foreign citizen must submit a valid identity document and have a valid visa, unless a different procedure of entry into the Russian Federation is established by an international agreement. The internal control system includes residence and work permit checks. There are several common violations that foreign nationals commit during their stay in Russia, the most common of which is the indication of "private" or "tourism" purpose of entry on migration cards, whilst in reality they enter the country for the purpose of seeking employment.

In 2012 and 2013, President Putin signed new amendments to the Criminal Code introducing stricter penalties for illegal immigration. Illegal crossing of the state border without valid documents or proper authorization is a crime. Violation of rules of entry and stay is an administrative offence. The punishment for organising an illegal entry of non-citizens into the Russian Federation entails up to five years of imprisonment. If an individual partakes in an organised group, the maximum sentence is seven years. In 2011, the Federal Migration Service initiated 385 criminal cases.¹²

A foreign citizen, who failed to leave the territory of the Russian Federation prior to the expiry date of the visa or to apply for the extension of the visa, can be held administratively responsible (monetary penalty ranging from 2,000 to 5,000 roubles). He or she can also be subject to deportation from the Russian

¹¹ *The 2012 International Migration Outlook*, OECD. Available in English at: http://www.keepeek.com/Digital-Asset-Management/oecd/social-issues-migration-health/international-migration-outlook-2013_migr_outlook-2013-en#page1

¹² *Russia's Upper House Toughens Illegal Migration Law*. Russian Legal Information Agency. Available in English at: http://rapsinews.com/legislation_news/20121226/265918440.html

Federation and a subsequent 5-year expulsion. Decision on deportation is taken by the regional branch of the Federal Migration Service (FMS), or the FMS director. The decision on administrative expulsion is taken by the court.

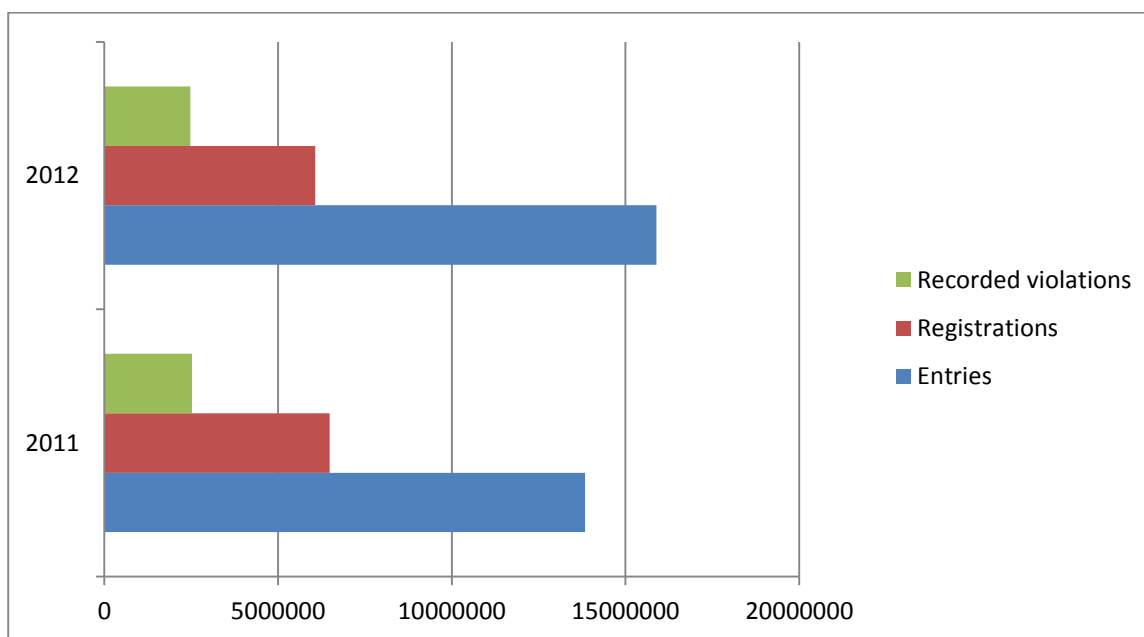
Due to the fact that the majority of irregular migrants come from the CIS countries, President Putin approved a proposal by the Federal Migration Service that stipulates that foreign nationals should only be allowed to enter the Russian Federation with their external passports starting from 2015. Currently,, the CIS nationals can enter the Russian Federation with their internal passports, and, according to the law, it is forbidden to stamp their internal passports at the border control points. This measure should supposedly facilitate the irregular migration prevention and migration control.

4.3. Statistics

Estimates regarding the total number of irregular migrants

According to the Federal Migration Service, 15.889,421 foreign nationals entered the Russian Federation in 2012. This figure exceeds the numbers for 2011 by nearly 2 million persons. 677,674 persons obtained a valid registration with the responsible authorities. 2.520,378 persons were held administratively liable for violation of migration legislation, of whom 35.134 have been deported.¹³

Figure 2: Foreign nationals in the Russian Federation 2011-2012: entries, registrations, and violations



Source: *Federal Migration Service*

¹³ Official statistical data of the Federal Migration Service of the Russian Federation. Available in Russian at: <http://www.fms.gov.ru/about/statistics/data/details/53595/>

The Federal Migration Service estimated the number of irregular migrants in Russia at 3.5 million persons by the end of 2012. Over the years, this number has ranged from 3 to 5 million, and the Federal Migration Service has been publicising these data for a couple of years in a row. However, according to some other sources, the number of irregular migrants in the Russian Federation might have reached 10 million persons. 70-80% of irregular migrants come from the CIS countries.¹⁴ In 2011, 21% of all foreigners who came to the Russian Federation stayed in the country longer than the time period stipulated by the law.¹⁵

5. Return, readmission and reintegration

5.1. Responsible state authorities

The Ministry of Internal Affairs (www.mvd.ru), Police forces, and the Federal Migration Service (www.fms.gov.ru) are responsible for return, readmission, and reintegration of foreigners in the Russian Federation.

5.2. Policies

Return support

The Russian Federation is taking the first steps in prioritising the concept of voluntary return over that of forced return, which currently prevails in the European Union member states.

The IOM implemented the Pilot Assisted Voluntary Return Project in Russia, which was launched in 2008. This project was developed to assist irregular migrants who chose to voluntarily return to their countries of origin (if they were not from the CIS, the OECD, or the EU Member States). By February 2010, 91 person returned home in the framework of this project. Currently, the IOM implements a project that facilitates the implementation of the EU readmission agreement with the Russian Federation and assists migrants in voluntary return and reintegration.

The Federal Migration Service drafted the law on voluntary departure from the Russian territory within 30 days for those foreign nationals whose legal status has expired.

Forced return

The procedure of forced return is regulated by the Federal Law “On the Legal Status of Foreign Citizens in the Russian Federation” that qualifies deportation as the forced expulsion of a foreign national from the territory of the Russian Federation in case of the loss of legal grounds for further stay in the country.¹⁶

¹⁴ *FMS has counted illegal migrants.* Newspaper ‘Rossiyskaya Gazeta’. Available in Russian at: <http://www.rg.ru/2012/10/15/fms-site.html>

¹⁵ *Illegal Migration in Russia.* Russian International Affairs Council. Available in Russian at: http://russiancouncil.ru/en/inner/?id_4=2195#top

¹⁶ The Federal Law “On the Legal Status of Foreign Citizens in the Russian Federation. Available in Russian at: <http://www.fms.gov.ru/law/860/details/45720/>

The decision on deportation of a foreign national is taken by the Head of the Federal Migration Service and/or by the heads of territorial bodies of the Federal Migration Service. The deportation procedure is applicable when foreign citizens fail to leave the Russian Federation independently upon the expiration of period of their legal stay and refuse to comply voluntarily with the relevant decision taken by the responsible executive institutions.

If a foreign citizen commits an administrative offense, this person can be denied the right to enter the Russian Federation for the period of three years. In case a foreign national was subject to administrative expulsion from the country, was deported or transferred to another country under an international agreement on readmission, this foreign citizen will be denied the right to enter the country for a period of five years.

Readmission

Readmission is a relatively new form of return that was introduced in the Russian legislation in 2007, when the Readmission Agreement between the Russian Federation and the EU came into force.¹⁷ The Agreement covers 24 EU member states. The Federal Migration Service is in the process of preparing executive protocols with each party to the Agreement. As of now, 21 executive protocols have been signed at inter-governmental level.

Russia also signed respective bilateral agreements with Denmark, Norway, Iceland and Switzerland. As for non European countries, the Russian Federation has readmission agreements with Armenia, Kazakhstan, Kirgizstan, Lichtenstein, Mongolia, Turkey, Ukraine, Uzbekistan, and Vietnam.

Previously, combating illegal migration has primarily taken place within the framework of the Cooperation Agreement with the CIS member states to combat illegal migration, signed in 1998 and ratified in 2000.

Russia is also party to the EurAzEc Cooperation Agreement on Countering Illegal Labour Migration from Third Countries since July 18, 2011 (signed on November 19, 2010). The Agreement sets out the main fields of cooperation between the signature parties, i.e., Belarus, Kazakhstan, and the Russian Federation. The cooperation includes the exchange of statistical, scientific, and other information on combating illegal labour migration, sharing experience in this field, and organising and conducting training programmes, workshops, and courses.

5.3. Statistics

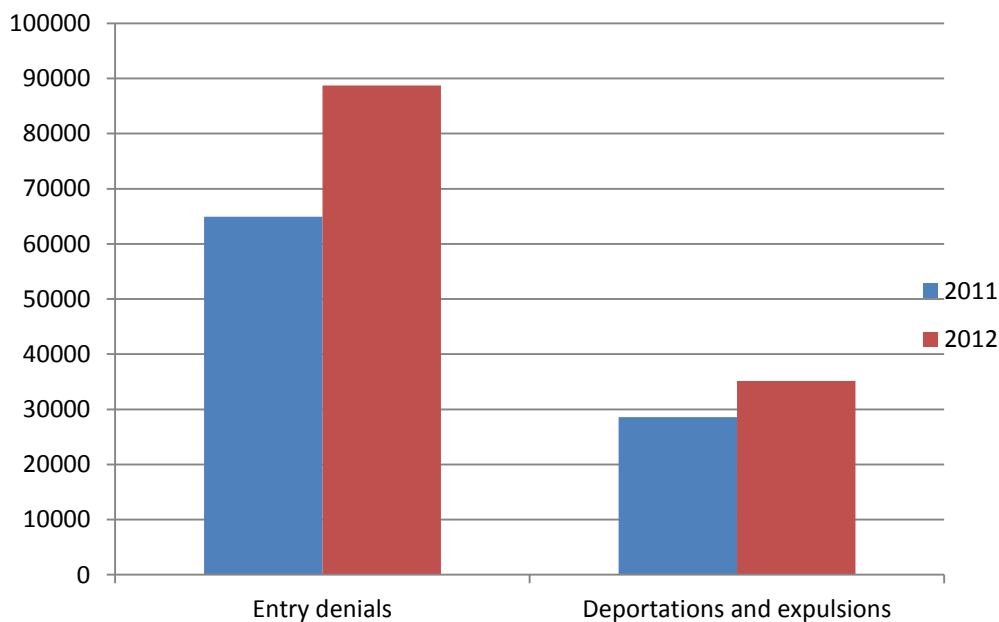
Return

Deportation is a protective measure in the Russian Federation, and, therefore, it is applied less frequently than administrative expulsion. In 2012, 35,134 persons were deported or administratively expelled from the Russian Federation. This figure was lower in 2011 numbering 28,585 persons. In the same year, 64,933

¹⁷*The Readmission Agreement between the Russian Federation and the EU.* Available in English at: http://europa.eu/legislation_summaries/justice_freedom_security/free_movement_of_persons_asylum_immigration/14559_en.htm

foreign citizens were denied entry to the Russian Federation for the period of three to five years from 2011 onwards. The same indicator for 2012 makes 88,748 persons.

Figure 3: Entry denials, deportations, and expulsions in 2011 – 2012



Source: *Federal Migration Service*

Readmission

Since 2007, under the Russia-EU readmission agreement, Russia has accepted 1,318 Russian citizens who have violated immigration rules of the EU member states. The overall number of requests was at 7,500. The Russian Federation also readmitted 359 nationals from the European countries that are not covered by the Russia-EU readmission agreement.

Since 2009, Russia has forwarded 321 applications on readmission to Uzbekistan, Vietnam, Germany, Latvia, and ten other states. A total of 244 foreign nationals were transferred via the readmission procedures.

6. Integration

6.1. Responsible state authorities

The Ministry of Internal Affairs (www.mvd.ru), Police forces, and the Federal Migration Service (www.fms.gov.ru) are responsible for integration of foreigners in the Russian Federation. The Russian Ministry of Foreign Affairs (www.mid.ru) is affiliated with the Repatriation programme for the former/present Russian citizens leaving abroad and willing to return to their home country.

6.2. Policies

Naturalisation

The first law on citizenship in the history of modern Russia was introduced in 1991. In the light of the dissolution of the USSR, the legal framework regarding the Russian citizenship was specially designed to make provisions for the various scenarios according to professional or immigrant status, as well as date and place of birth. The provisions regarding deprivation of citizenship and the principle of non-recognition of dual citizenship were eliminated from the legislation. All citizens of the former USSR (with the exception of those who expressly refused to acquire Russian citizenship), who permanently resided in Russia on February 6, 1992 (the date when the legislation came into force) obtained the Russian citizenship automatically. Russian citizenship was also automatically conferred to persons born on or after December 30, 1922 on Russian territory or to a permanent resident with the USSR citizenship. This procedure was in place until December 2000. The old Soviet passports were replaced with the Russian ones by 2004. Nevertheless, there are still thousands of persons who are entitled to have the Russian citizenship, but do not have it.¹⁸

The 2002 Federal Law on the Russian Federation Citizenship (amended in 2012) and the Constitution outline the principles of naturalisation procedure and the rules governing the relations related to the Russian citizenship. According to the present legislation, foreign citizens can become Russian citizens through naturalisation if they permanently resided in the country for at least five years (three years for the spouses of Russian citizens, with a break not exceeding three months in one year for all categories), have not breached the national legislation, have a legal source of substance, and have a command of the Russian language. The duration of stay on the territory of the Russian Federation that enables a foreign citizen to file a naturalisation application can be reduced to one year if this person has outstanding achievements in the field of science, technology, and culture (a profession or a qualification of interest to the Russian Federation); has been granted asylum on the territory of the Russian Federation; or has been recognized as a refugee in the manner established by the law.

Multiple citizenships are allowed. Russian citizens who are at the same time the citizens of other states are recognized in relation to the Federation only as Russian citizens.

¹⁸ *EUDO Citizenship Observatory*. Country Report Russia. European University Institute. Robert Schuman Centre for Advanced Studies. Available in English at: <http://eudo-citizenship.eu/admin/?p=file&appl=countryProfiles&f=Russia.pdf>

Integration programmes

The Russian Federation is yet to develop a centralised and unified integration policy. The most serious challenges in the integration policy field are related to the limited set of social rights; realisation of human rights in certain spheres; rejection of migrants by the host society; and limited communication between the migrants and the local population.

Since December 2012, labour migrants who work in retail business, housing and utilities sector, and domestic services have had to pass a Russian language test to prove their ability to speak the language at least at the elementary level. The migrants can partake in free Russian language courses; however, the number of migrants who attend the courses is rather low. The measures to increase the number of migrants who speak the Russian language are aimed at fostering the process of their integration.

In December 2013, the State Duma adopted an amendment to the present legislation that obliges migrants to pass exams in Russian history and basics of Russian legislation. These tests will be mandatory (starting from January 2015) for those who want to acquire temporary residence permit, residence permit, and work permit. Migrants will have to present certificates that they have successfully passed the exams or, alternatively, submit a document that proves that they received their high school education in the Soviet Union before its dissolution.

The Russian Repatriation Programme (www.back2russia.ru) simplifies the process for the former compatriots to move back to Russia and bring relatives along with them. The repatriation programme covers the relocation costs and gives the returning expatriates an opportunity to choose a region they want to relocate to. The procedure of acquiring the Russian Federation citizenship takes a few months. According to the recently adopted provisions, the former compatriots can bring along (in addition to spouses, parents, and children) their grandparents, siblings, and adopted children. The programme is designed to attract up to 300,000 compatriots living abroad back to Russia every year.

6.3. Statistics

Naturalisation

95,737 foreign nationals were granted the citizenship of the Russian Federation in 2012. This figure was significantly higher in 2011, numbering 134,983 persons.

Table 4: Citizenship in the Russian Federation

Citizenship of the Russian Federation 2011 - 2012	
2011	134,983
2012	95,737

Source: *Federal Migration Service*

Integration

The Russian Repatriation Programme has existed since 2006. From the moment of its introduction, 258,900 persons have filed applications to take part in the programme. As of January 1, 2013, 166,600 persons came to Russia as part of the programme. In 2012, the Russian Federation received 56,874 compatriots within the programme, whereas in 2011 only 29,462 persons returned to the country via this programme.

Table 5: Russian Repatriation Programme

Russian Repatriation Programme 2011 - 2012	
2011	29,462
2012	56,874

Source: *Federal Migration Service*

7. Asylum and international protection

7.1. Responsible state authorities

The Ministry of Internal Affairs (www.mvd.ru) and the Federal Migration Service (www.fms.gov.ru) are responsible for implementing the policies addressing asylum and international protection and refugee status determination in the Russian Federation. The Ministry of Foreign Affairs (www.mid.ru) monitors the implementation of the international treaties ratified by the Russian Federation in the field of refugee protection and assists refugees in the preparation of documents to enter the country. The Ministry of Foreign Affairs also issues resolutions regarding the granting of political asylum.

7.2. Policies

After the collapse of the Soviet Union in 1991, Russia faced an influx of refugees. The Russian Federation Law on Refugees and the Law on Forced Migration were adopted in 1993 to a large extent as a reaction to these developments. In 1997, the Law on Refugees was first amended and then replaced as the number of people claiming protection in the Russian Federation was still relatively high and new legislative mechanisms were needed. According to the present legislation, the Russian Federation grants the following types of protection: refugee status, temporary asylum, and political asylum.

Entitlement to asylum and recognition of refugee status

The Federal Law on Refugees defines a refugee as a person who bewares of being prosecuted for reasons of race, religion, nationality, or adherence to a social or political group; is outside the country of origin; and is unable or unwilling to avail himself of the protection of that country.

If a foreign national does not meet the prerequisites for a refugee status, this person can file an application for temporary asylum status. The humanitarian reasons for granting this status might be as follows: if a person has been subjected to tortures; and/or his/her life, freedom, and access to medical help have been threatened.

The Federal Migration Service of Russia decides if an asylum application is accepted for further consideration within five working days. In the meantime, an asylum seeker gets a document confirming that he or she has expressed a wish to seek asylum. If an asylum application is rejected for a full review, a formal decision can be appealed in the court at the federal level.

If an application is accepted for consideration, an asylum seeker will be interviewed on the specific details of the case, where he or she will be asked to provide further documentary evidence. The expenses for medical examination, among other costs, are covered by the Russian Federation. Moreover, an asylum seeker gets a certificate valid for three months. During this time period, the FMS is obliged to take a decision on the case. When an application is being assessed by the FMS, an asylum seeker is protected against a forced return to a country of origin.

When the refugee criteria are met, the FMS provides an asylum seeker with a refugee certificate and a Convention Travel Document (if requested). After one year of possessing refugee status, one has the right to apply for the citizenship of the Russian Federation. The refugee status does not have time limitation, but its holder is obliged re-register in a local FMS office.

In case when an application for a refugee status is rejected, there is an opportunity to apply for temporary asylum. If one applies for temporary asylum right after the receipt of the negative decision on refugee status application, an asylum seeker certificate is extended.

An appeal against the decision on rejection should be made within a month after the receipt of a negative decision. If the final decision on application has been made, a person is considered staying illegally on the territory of the Russian Federation and may be subject to administrative penalties such as fines, detention, deportation, and expulsion.¹⁹

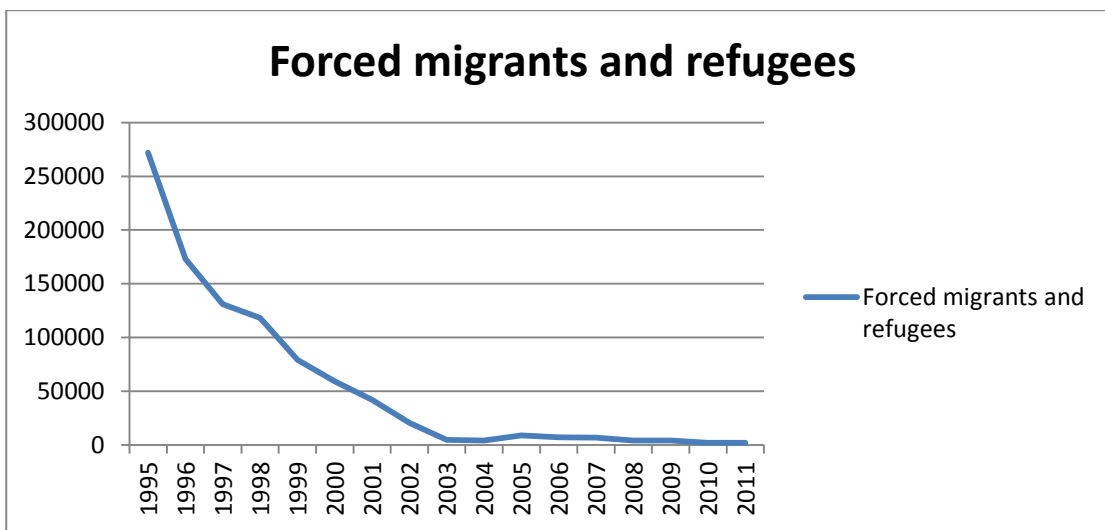
7.3. Statistics

By 1995, the overall number of forced migrants and refugees, registered with the responsible state authorities of the Russian Federation, totalled 271,977 persons. This figure has been decreasing ever since

¹⁹ UNHCR: *Information for persons who wish to seek asylum in the Russian Federation*. Available in English at: http://unhcr.ru/fileadmin/files/docs/infrf_eng.pdf

with an exceptional growth in 2005 totalling 8,914 persons in comparison to 4,291 forced migrants and refugees in 2004.

Figure 4: Forced migrants and refugees in the Russian Federation, 1995 – 2011

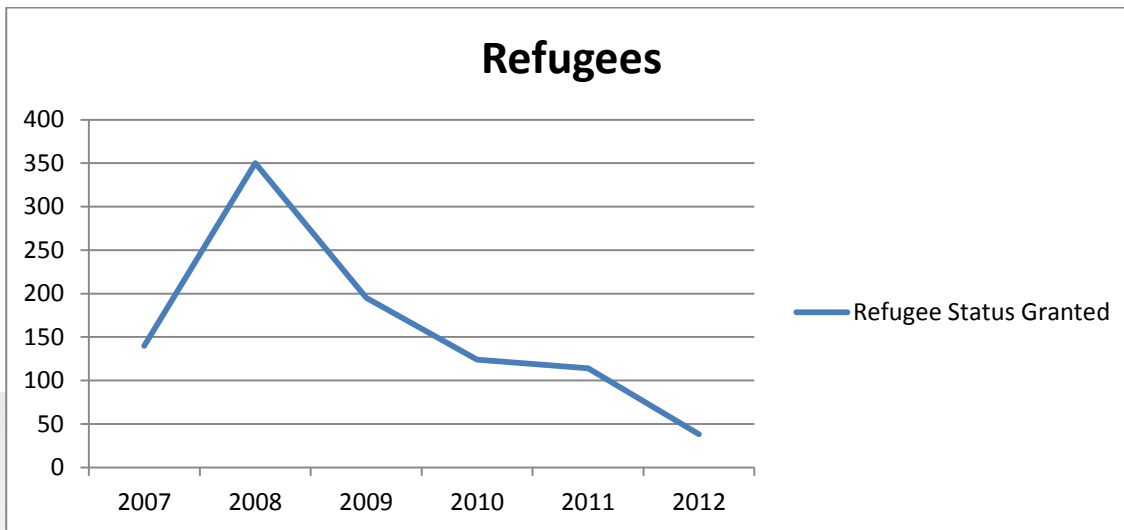


Source: *Federal State Statistics Service*²⁰

Since 2007, 961 persons have been granted refugee status in the Russian Federation. The majority of refugees come from Afghanistan (628 persons as of 01.04.2012) and Georgia (199 persons as of 01.04.2012).

Figure 5: Foreign citizens and stateless people, granted refugee status in Russia, 2007 – 2012

²⁰ Official statistical data on demography of the Federal State Statistics Service of the Russian Federation. Available in Russian at: http://www.gks.ru/wps/wcm/connect/rosstat_main/rosstat/ru/statistics/population/demography/#



Source: Federal Migration Service²¹

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²¹ Official statistical data of the Federal Migration Service of the Russian Federation. Available in Russian at: <http://www.fms.gov.ru/about/statistics/data/details/52078/>

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