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MPC - MIGRATION PROFILE

Russia

The Demographic-Economic Framework of Migration
The Legal Framework of Migration
The Socio-Political Framework of Migration

Report written by the

MPC Team

on the basis of CARIM East database and publications

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The Demographic-Economic Framework of Migration

Today, Russia has the largest regional pool of attraction for labour migrants from the Commonwealth of Independent States (CIS) countries, primarily from Central Asian countries. Its labour market demands migrants with high and low qualifications for employment and given the imperfection of migration legislation, the overwhelming majority of unskilled migrants work in Russia irregularly.

As to emigration patterns, since 1991, when citizens of the Russian Federation became relatively free to travel abroad following from the fall of the 'iron curtain', the country has witnessed significant population outflows i.e. in 1991 over 676,000 persons left Russia. In the 1990's Germany, Israel and the US were the major destination countries of Russian emigrants, whereas from 2000 onwards patterns diversified to many other countries whilst outflows significantly diminished. A more recent major stimulus for out-migration is temporary paid employment.

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<p>In 2011, consular statistics estimated 1,706,103 Russian citizens residing permanently abroad and 162,301 living abroad on a temporary basis, equalling a total of 1,868,404 migrants. These numbers are confirmed by looking at destination countries' statistics, according to which 2,149,607 Russian migrants lived abroad in years around 2012 (table 1).</p>						<p>Since 1991 Russia has become one of the largest receivers of migrants in the world, with the majority having migrated from former USSR countries. That being said, answering the question "how many migrants live in Russia today?" is not straightforward, for a variety of reasons. First, data based on only one criterion (country of birth vs country of citizenship) are usually unsatisfactory for capturing international migrants in Russia. The total obtained by the country of birth criterion includes indeed a large majority of people who are individuals born in the USSR with Russian descent who, after the dissolution of the USSR, 'returned' en masse to their parents' home country. Rather than international migrants, they are today perceived as ethnic Russians. Moreover, according to the country of birth criterion, all people born in the post-Soviet zone and migrated within the USSR before 1991 are counted as international migrants' even though they were internal migrants. According to the country of nationality criterion, all people migrated to Russia with the USSR nationality who soon acquired the Russian nationality or fell into the category stateless are here counted regardless of the period of emigration.</p>																																																																																													
<p>Table 1 - Russian emigration stocks by country of residence according to different sources, most recent data, c.2012 (a)</p> <table border="1"> <thead> <tr> <th rowspan="2">Country of residence</th> <th colspan="2">Destination countries' statistics (A)</th> <th colspan="2">Consular statistics (2011) (B)</th> <th rowspan="2">Ratio A/B</th> </tr> <tr> <th>Number</th> <th>%</th> <th>Number</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>European Union</td> <td>1,172,850</td> <td>54.6</td> <td>934,030</td> <td>50.0</td> <td>1.3</td> </tr> <tr> <td> of which Germany</td> <td>238,503</td> <td>11.1</td> <td>553,686</td> <td>29.6</td> <td>0.4</td> </tr> <tr> <td> E stonia</td> <td>190,599</td> <td>8.9</td> <td>127,291</td> <td>6.8</td> <td>1.5</td> </tr> <tr> <td> Lat via</td> <td>172,336</td> <td>8.0</td> <td>53,549</td> <td>2.9</td> <td>3.2</td> </tr> <tr> <td>CIS countries + Georgia</td> <td>205,245</td> <td>9.5</td> <td>557,137</td> <td>29.8</td> <td>0.4</td> </tr> <tr> <td> of which Ukraine</td> <td>103,728</td> <td>4.8</td> <td>102,075</td> <td>5.5</td> <td>1.0</td> </tr> <tr> <td> Belarus</td> <td>83,561</td> <td>3.9</td> <td>55,692</td> <td>3.0</td> <td>1.5</td> </tr> <tr> <td> A rmenia</td> <td>7,623</td> <td>0.4</td> <td>17,738</td> <td>0.9</td> <td>0.4</td> </tr> <tr> <td>Other countries</td> <td>771,512</td> <td>35.9</td> <td>377,237</td> <td>20.2</td> <td>2.0</td> </tr> <tr> <td> of which US</td> <td>415,438</td> <td>19.3</td> <td>123,022</td> <td>6.6</td> <td>3.4</td> </tr> <tr> <td> I srael</td> <td>268,375</td> <td>12.5</td> <td>161,957</td> <td>8.7</td> <td>1.7</td> </tr> <tr> <td> S witzerland</td> <td>17,509</td> <td>0.8</td> <td>3,298</td> <td>0.2</td> <td>5.3</td> </tr> <tr> <td>Main total</td> <td>2,149,607</td> <td>100.0</td> <td>1,868,404</td> <td>100.0</td> <td>1.2</td> </tr> </tbody> </table> <p>(a): In destination countries' statistics (c. 2012), Russian migrants are defined according to the country of birth (A) or country of citizenship (B) criterion according to countries of residence. The used sources are population censuses, population registers, registers for foreigners. In consular statistics (2011), Russian migrants are defined according to the country of citizenship criterion.</p>						Country of residence	Destination countries' statistics (A)		Consular statistics (2011) (B)		Ratio A/B	Number	%	Number	%	European Union	1,172,850	54.6	934,030	50.0	1.3	of which Germany	238,503	11.1	553,686	29.6	0.4	E stonia	190,599	8.9	127,291	6.8	1.5	Lat via	172,336	8.0	53,549	2.9	3.2	CIS countries + Georgia	205,245	9.5	557,137	29.8	0.4	of which Ukraine	103,728	4.8	102,075	5.5	1.0	Belarus	83,561	3.9	55,692	3.0	1.5	A rmenia	7,623	0.4	17,738	0.9	0.4	Other countries	771,512	35.9	377,237	20.2	2.0	of which US	415,438	19.3	123,022	6.6	3.4	I srael	268,375	12.5	161,957	8.7	1.7	S witzerland	17,509	0.8	3,298	0.2	5.3	Main total	2,149,607	100.0	1,868,404	100.0	1.2	<p>Table 3 shows immigration stocks in Russia according to both criteria shedding light on the huge discrepancy between estimates.</p> <p>In 2002, the population census recorded almost 12 mln individuals born abroad and around 1 mln of foreign citizens in Russia (8.3% and 0.7% of the total resident population, respectively). In both cases, the very large majority is originating in other CIS states (94.0% and 88.4% respectively) confirming the exceptional importance of Russia within the CIS migratory area for cultural, historical and language affinities as well as its scarce attractiveness with respect to the rest of the world.</p>					
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<p>By looking at preferred destinations, both sources report that at least 1 out of 2 Russian migrants lives in the European Union, with Germany hosting the largest number, followed by Estonia and Latvia¹. Other countries which host significant numbers of Russian migrants are Ukraine, Israel, and the US.</p>																																																																																																			

¹ The majority of population considered as Russian immigrants in the Baltic states are Russian-speakers who moved there in the Soviet times. They faced considerable difficulties obtaining local citizenships after 1991 but qualified for the Russian passport (avoiding thus statelessness).

However, by comparing destination and consular statistics, some differences are found according to destinations. Indeed, in non-CIS countries, consular statistics seem to underestimate Russian migrants mainly because registering is not compulsory: in the European Union, the ratio between destination and consular statistics stands at 1.3, while in the US and Israel, the same value stand respectively at 3.4 and 1.7. On the contrary, in the post-Soviet area, consular statistics seem to give better (and larger) estimates of Russian migrants as they probably capture a portion of temporary migrants who are here not counted by official statistics: in CIS countries, the ratio between destination and consular statistics stands in fact at 0.4 (table 1).

Overall, Russian migrants have an intermediate skill profile with 70.0% persons with a medium-high level of education (c. 2006) with no significant differences according to destinations. In OECD countries, a huge mismatch between educational and occupational level is observed: 2 out of 3 (65.9%) of Russian migrants were indeed employed in low-skilled jobs, such as 'service, shop, craft and related trade workers' as well as 'plant and machine operators or assemblers' or simply in 'elementary occupations'.

Country of asylum	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Germany	0	0	44,284	45,568	45,030	41,732	25,347	30,424	35,505	37,642	39,460	39,816
Austria	201	186	150	911	4,152	6,438	8,723	11,571	14,122	15,828	17,229	18,473
Poland	37	244	469	674	1,671	3,785	6,024	8,987	12,034	14,510	14,730	14,897
France	499	718	1,794	2,613	3,991	5,292	5,945	6,613	7,615	8,942	9,858	10,882
USA	11,916	16,294	18,499	18,964	15,891	18,812	86,914	7,915	7,652	7,434	7,043	6,863
Norway	104	245	457	1,204	2,249	2,694	3,034	3,552	3,790	3,969	4,104	4,056
Belgium	35	107	112	168	1,081	3,899	5,425	5,150	3,981	3,428	2,964	2,894
Canada	1,694	2,196	1,990	1,994	2,118	2,073	1,916	2,960	2,770	2,612	2,311	1,931
Sweden	1,490	996	978	1,017	1,078	1,178	1,493	1,488	1,583	1,705	1,739	1,786
Others	24,334	24,170	22,878	23,307	30,839	17,134	14,561	14,196	14,009	13,385	12,510	8,187
Total	40,310	45,156	91,611	96,420	108,100	103,037	159,382	92,856	103,061	109,455	111,948	109,785

Source: United Nations High Commissioner for Refugees (UNHCR)

Stocks of Russian refugees continues to be one of the largest in the European Union. In 2011 there were 109,785 refugees in the area with almost one half based in German speaking countries.

Flows

Between 1991 and 2011 roughly 4 million persons permanently emigrated from the Russian Federation, with the majority of moves occurring in the early 1990s.

Table 3 - Immigrants stocks in Russia according to different criteria, 2002-2010

Country of citizenship/ country of birth	2002 (birth)	2002 (citizenship)	2010 (citizenship)
CIS countries	11,254,511	906,314	686,993
of which Ukraine	3,559,975	230,558	93,390
Kazakhstan	2,584,955	69,472	28,060
Belarus	935,782	40,330	27,668
Uzbekistan	918,037	70,871	131,062
Azerbaijan	846,104	154,911	67,947
Georgia	628,973	52,918	(a)
Armenia	481,328	136,841	59,351
Kyrgyzstan	463,521	28,843	44,611
Tajikistan	383,057	64,165	87,123
Moldova	277,527	50,988	33,884
Turkmenistan	175,252	6,417	5,575
Other countries	722,311	119,099	106,245
Stateless	-	429,891	178,245
Total	11,976,822	1,455,304	971,483
% of the total population	8.3	1.0	0.6

(a): Georgia is not included as it withdrew from CIS in August 2009

Source: Population Censuses

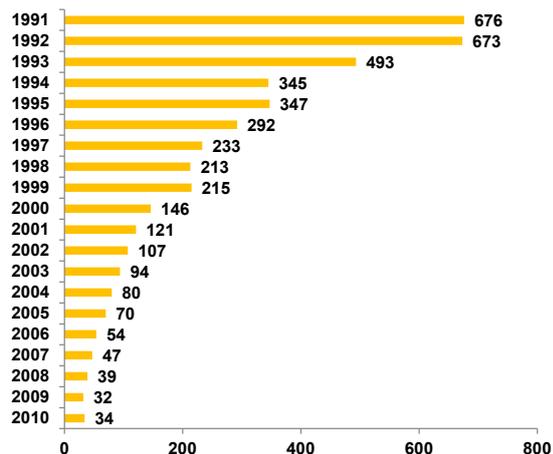
By comparing the size and origins of the foreign population in 2002 and 2010 (columns 2 and 3, table 3), some interesting points deserve to be highlighted.

First, rapid decreases in immigration were seen in nearly all countries, except for most central Asian countries (Kyrgyzstan, Tajikistan and Uzbekistan). For example, in 2002, 22.5% of migrants were from Ukraine, which has fallen to 13.6% in 2010. In the same time period the share of Uzbekistani's increased from 6.9% to 19.1%. Hence immigration stocks in Russia have seen significant changes in 8 years - a relatively short period of time.

Another telling statistic is the falling yet significant number of stateless persons residing in Russia. Although the figure has fallen from 429,891 to 178,245, the latter number is still relatively high. These huge numbers reflect a situation shared by most CIS countries. After the USSR dissolution, large number of people lost their citizenship as they were unable to confirm or acquire citizenship of any new-born state. This was the result of cumbersome legal requirements adopted in new independent states (for more details, see the section on 'citizenship' in 'The Legal Framework' below). As a result, all these people fell in the category of 'non status migrants'. Over time, thanks also to the interest and support of several human rights organizations some regularization procedures and legislation modifications were adopted. However, as shown by the huge numbers stateless people in 2010, this is still a 'hot issue'.²

² It is worth mentioning that in 2002, an impressive number of people (1,269,023) did not indicate their citizenship. This number is not available for the 2010 Census impeding to observe the evolution of this phenomenon over the last decade.

Figure 1 - Permanent outward migration flows from Russia (in thousands), 1991-2010



Source: Federal Statistical Service of Russia (Rosstat)

Between 1991 and 2010 the destination of emigrants has notably transformed. In the early 1990s the main destination countries were Germany, Israel and the US, all were noted for open immigration policies towards individuals with a given ethnic background: over 60% of emigrants were ethnically either German or Jewish. Between 2000 and 2010 – when emigration significantly reduced – although Germany, Israel and the US still comprised over half of all destinations. Neighbouring states took a higher share of emigrants, especially Kazakhstan and Ukraine.

Temporary labour emigration is an increasingly important flow from Russia. In 1994 there were 8,000 Russians employed abroad, in 2008 this figure rose to 73,100. Official labour migration statistics are also only valid for persons that are employed via licensed mediation companies which link migrants to jobs. Hence the real figure is likely to be significantly higher than those recorded by official statistics. In accordance with expert estimations, the annual number of labour migrants leaving Russia in this period range from 120,000 to 160,000 persons (Ivakhnyuk, 2005; Topilin and Parfentseva, 2008).

As table 2 emphasises, Russian labour migrants are spread across the globe. Over a short period of time there has been a substantial shift in the major destinations. For example, from 2000 to 2008 the percentage of migrants leaving for Europe and Asia fell from 86.2% to 52.8%. Correlatively, North America became a major destination passing from 10.4% in 2000 to 35.9% in 2008.

Year	Total (abs. values)	Europe (% by row)	Asia (% by row)	North America (% by row)	Africa (% by row)	Oceania (% by row)
2000	45,760	48.3	37.9	10.4	3.3	0.1
...
2003	47,637	34.2	44.8	14.5	5.5	1.0
2004	56,290	30.1	37.6	20.6	10.4	1.4
2005	60,926	36.0	31.4	23.5	7.3	1.8
2006	65,747	30.1	25.9	35.1	6.8	2.1
2007	69,866	30.2	24.0	33.9	6.7	5.2
2008	73,130	28.5	24.3	35.9	6.6	4.7

Source: Federal Statistical Service of Russia (Rosstat)

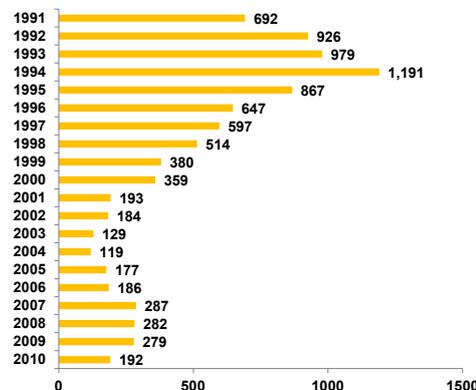
Flows

Between 1993 and 2011, more than 13 million individuals arrived in Russia for permanent residence as a result of ethnic repatriation waves.

The most numerous inflow were the immigrants in the early 1990s, for the most part, ethnic Russians coming back to Russia from the former Soviet republics. In the 2000s, 90% of the immigration flow also comprised migrants from the CIS countries yet the share of the titular nations increased. While in 1991-1992 the share of Russians in the total migration growth in Russia constituted 81%, in 2007 it went as low as 32%.

Furthermore, Russian immigration flows since have fallen sharply since 1994, as figure 2 illustrates.

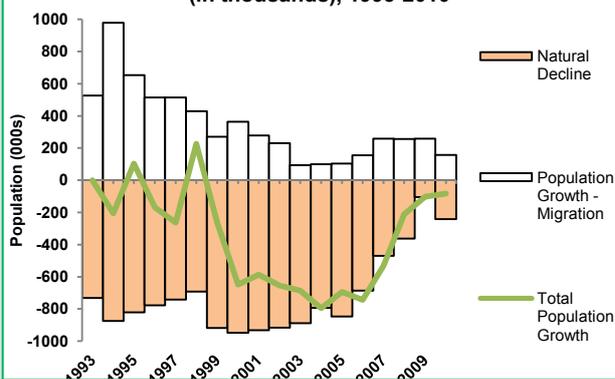
Figure 2 - Permanent inward migration flows to Russia (in thousands), 1991-2010



Source: Federal Statistical Service of Russia (Rosstat)

Immigration has been the major compensatory factor in buoying Russia's population. With immigration the Russian population is currently 142,800,000 (2010), without immigration this figure would be 130,000,000. Figure 3 provides a detailed picture of Russia's reliance upon immigration. When flows fell from 2001 to 2006 the impact was significant, natural decline increased whilst total population growth fell. This very clear correlation signals Russia's considerable dependence upon immigration for population growth/stability.

Figure 3 - Population growth components (in thousands), 1993-2010

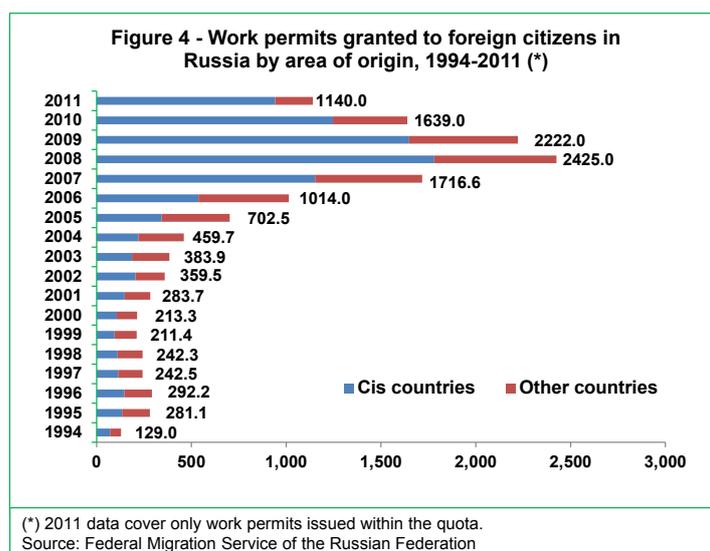


Source: Federal Statistical Service of Russia (Rosstat)

Russian Immigration, the Labour Market and Remittances

A major attraction of immigration in Russia is temporary labour migration. The Russian labour market includes migrants from over 100 countries; however 80% of the labour force are citizens of CIS countries – especially those originating from central Asia. Within the Russian quota system in 2011 half of all migrants that were granted work were from Uzbekistan (343,000), Tajikistan (188,000) and Kyrgyzstan (58,000). However 13% (153,000) of labour migrants originated from China.

Figure 4 shows the trend of work permits granted to foreign citizens in 1994-2011. Here, two main points deserve attention: (1) the huge increase observed in the period 2007-2009 which is largely dependent on new legal procedures put in place by Russian authorities in 2006, which aimed at simplifying the obtaining of work permits for CIS citizens; (2) the drop observed since 2009, related to the global economic recession.



Since 2010 Russia has carried out the policy of stimulating the inflow of highly-qualified labour migrants. Within 2010-2011, 12,500 work permits were issued to highly-qualified experts on preferential terms. Yet, a somewhat unknown but large proportion of labour migration to Russia is unregistered. Estimates are therefore difficult. Riazantsev (2007) and Vishnevskii (2011) estimate labour migration to be between 3 and 7 million per annum. Taking into account the irregular counterpart of labour migration, the share of foreign labour would constitute up to 10% of all the employed in the Russian economy.

For CIS countries, labour migrants working in the Russian Federation play a crucial role. Remittances provide stability on the CIS territory, promoting social stability and economic development. In 2012 alone \$20.9 billion US dollars were sent from Russia, of which 87.1% to the CIS area. Major recipient countries were Uzbekistan (27.3%), Tajikistan (17.2%), Ukraine (12.9%) and Kyrgyzstan (8.6%). Although the level of remittances fell during the world economic crisis in 2009, the levels both returned and exceeded those previous recorded in 2011-2012.

Table 4 - Remittances sent by migrants from Russia by country of reception (billion dollars), 2007-2012

Country of reception	2007	2008	2009	2010	2011	2012
CIS countries	8.6	12.6	8.9	11.1	15.1	18.2
of which Uzbekistan	1.7	3	2	2.8	4.3	5.7
Tajikistan	1.6	2.5	1.7	2.2	3	3.6
Ukraine	1.4	1.7	1.3	1.8	2.4	2.7
Kyrgyzstan	0.7	1.2	0.9	1.1	1.6	1.8
Other countries	1.1	1.1	1.1	1.7	2.4	2.7
Total	9.7	13.7	10	12.8	17.5	20.9

Source: Central Bank of the Russian Federation

References: Ivakhniuk I.V. 2005. International Labour Migration. Moscow: TEIS; Riazantsev S.V. 2007. Labour Migration in CIS and Baltic Countries: Trends, Outcomes, Management. Moscow: Formula Prava; Topilin A.V., Parfentseva O.A. 2008. Perspectives of Labour Migration in Russia: from Quantitative to Qualitative Criteria. Moscow: MAKS Press. Vishnevskii A.G. (ed.) 2011. Population of Russia 2009. Seventeenth Annual Demography Report.

The Legal Framework of Migration

Migration legislation of the Russian Federation began to form in the early 1990s. Foundations for the regulation of migration processes were laid when the Federal Migration Service (FMS Russia) was set up, fundamental laws 'On the Right of Nationals of the Russian Federation to the Freedom of Movement, Choice of Place of Residence and Abode within the Russian Federation', 'On Refugees', 'On Forced Migrants' were adopted, and the Federal Migration Programme was accepted and financed by a separate budget line. In the second half of the 1990s, the formation of legislation regulating forced migration was completed (new editions of the laws 'On Forced Migrants' (1995) and 'On Refugees' (1997)).

The major driving force behind these developments was the dissolution of the USSR and subsequent mass migrations across the formerly single country. Peculiarities of Russian migration legislation can to a large extent be explained by the fact that citizens of neighbouring countries – former USSR republics – do not require a visa to enter the Russian Federation (except for the Baltic States, the Republic of Georgia and Turkmenistan). Meanwhile, major immigration flows to the RF originate from these very countries, and they are largely spontaneous in nature. At the moment migration legislation does not contain provisions which facilitate back-and-forth mobility of migrants. Moreover, Russian rules are not flexible in terms of work and residence permits, which is a serious obstacle for natural development of circular migration. As regards international protection, the Russian law 'On Refugees' in terms of its principles and key provisions complies with the Convention relating to the Status of Refugees. Still, this general compliance has turned out to be insufficient for the institution of asylum to operate effectively in the Russian Federation. The unsettled nature of the procedure of determining refugee status and the lack of procedural guarantees for asylum-seekers creates the possibility for denials of granting asylum, on the grounds of political rationale.

Legal Framework	Outward migration	Inward migration
<p>General legal references</p>	<p align="center">Legal framework governing migration and mobility</p> <p>2011 Law on Ratification of Agreement on the Legal Status of Labour Migrants and their Family Members</p> <p>2006 Presidential Decree on Regulation of the Procedure for Granting Political Asylum in the RF</p> <p>2006 Law on Migration Registration of Foreign Citizens in the Russian Federation (amended in 2012)</p> <p>2002 Law on Legal Status Foreign citizens in the Russian Federation (amended in 2007, 2010, 2012)</p> <p>2002 Law on Citizenship (amended in 2012)</p> <p>1999 Law on the State Policy of the Russian Federation towards Compatriots Living Abroad</p> <p>1996 Law on the Procedure of Exit from the RF and Entry to the RF (amended in 2012)</p> <p>1993 Federal Law No. 4528-1 'On Refugees'</p> <p>1993 Constitution of Russian Federation</p>	
<p>Entry and Exit</p>	<p align="center">Visa</p> <p>– Relations with the EU, the EFTA and their Member States: Russia has a bilateral visa facilitation agreement with the European Union signed in 2006, as well as with Denmark, Switzerland, Norway and Iceland. Currently, Russia is negotiating amendments to the EU-Russia visa facilitation agreement and is engaged in the EU-Russia visa dialogue aimed at visa liberalization.</p>	<p align="center">Visa</p> <p>– There are 5 types of visa that could be issued for foreigners willing to enter Russia: 'DP' - diplomatic visa (up to 1 year); 'SL' – service visa (up to 1 year); 'O' – regular visa (7 categories: private, business, tourist, study, work, humanitarian, and visa for the purpose of obtaining refugee status in the RF); 'TR1' and 'TR2' - transit visa (up to 10 days); and 'VP' – visa for temporary residence (up to 4 months, renewable).</p>

	<p>Moreover, Russia signed special Local Border Traffic Agreements with Latvia (2010), Norway (2010) and Poland (2011).</p> <ul style="list-style-type: none"> – Russian citizens are exempted from visa requirements in the CIS countries, Albania, Argentina, Barbados, Bosnia and Herzegovina, Brazil, Brunei, China, Columbia, Croatia (tourist voucher), Chile, Cuba, Dominican Rep., Ecuador, Philippines, Georgia, Guatemala, Haiti, Honduras, Laos, Hong-Kong, Israel, Macao, Macedonia, Malaysia, Maldives, Morocco, Micronesia, Mongolia (restrictions), Montenegro, Namibia, Nicaragua, Peru, Salvador, Samoa, Seychelles, Serbia, Sri-Lanka, Thailand, Tonga, Turkey, Turkmenistan, Venezuela, Vietnam and Uruguay. – Russia has bilateral visa facilitation agreements with Egypt, Japan, South Korea, and the USA. <p style="text-align: center;">Cross-border mobility</p> <p>In accordance with the Federal Law 114-№ 114-FZ "On the Procedure for Exit from the Russian Federation and Entry into the Russian Federation" of 15 August 1996, a citizen of the Russian Federation cannot be limited in his right to leave the country, except in cases that are defined by the law (Article 2). The limitations are set by Art.15-23 (carriers of information that is related to state secrets, unaccompanied minors, etc.). Chapter II (Articles 7-23) determines the order of registration and the issuance of the documents required for the exit from the Russian Federation such as the general civil and service passports as well as diplomatic passports.</p>	<ul style="list-style-type: none"> – Citizens of CIS states, Argentina, Bosnia and Herzegovina, Brazil, Chile, Columbia, Cuba, Israel, Macedonia, Montenegro, Nicaragua, Serbia, Thailand, Turkey, Uruguay and Venezuela are exempted from visa requirements. <p style="text-align: center;">Cross-border mobility</p> <p>The conditions for entry of foreign citizens into the RF are following:</p> <ol style="list-style-type: none"> 1. a valid travel document; 2. a visa, unless otherwise provided by federal law, international agreement or decree of the President; 3. there are no grounds for barring entry into the Russian Federation. <p>Entry to the Russian Federation of foreign citizens with a visa is regulated by chapters IV and V of the Federal law No. 114-ФЗ 'On the Procedure of Exit from the Russian Federation and Entry to the Russian Federation' of 15.08.1996. Following the approval of the Federal law 'On the Legal Status of Foreign citizens in the Russian Federation', these chapters were considerably amended (first amendments were introduced by the Law No. 7-FZ of 10.01.2003, the latest amendments were introduced in 2012). Apart from a visa, a foreign citizen shall present a completed migration card upon entry – a document used for control over his/her temporary stay and required for his/her migration registration.</p> <p>A foreign citizen who does not need a visa must present a migration card and documents whose list is established on the basis of bilateral agreements on mutual visa-free trips.</p> <p>Foreigners can enter the Russian Federation only through the Border Crossing points, but the border with Belarus can be crossed at any place, because of the absence of border control between the two states.</p>
<p style="text-align: center;">Irregular migration</p>	<p>Russia has signed readmission agreements with the EU (2006), Lithuania (2003, was in force until the ratification of the RF-Lithuania EU-RF Implementation protocol to the RF-EU readmission agreement), Denmark, Lichtenstein, Norway, Switzerland, Iceland. By March 2013 Russia has signed implementation protocols with all EU Member States covered by the EU-Russia readmission agreement.</p>	<p>The legal definition of illegal migration is contained in the Criminal Code (art. 322.1. Organization of Illegal Migration). According to this Article illegal migration is defined as illegal entry into the Russian Federation of foreign citizens or stateless persons, or their illegal stay in the Russian Federation, or illegal transit through the territory of the Russian Federation.</p>

	<p>In 1998, Russia signed the Agreement on Cooperation of the CIS member states to combat illegal migration (ratified in 2000).</p> <p>The most recent development in this regard is the signature by Russia, Belarus and Kazakhstan of the EurAsEC 'Cooperation Agreement on countering illegal labour migration from third countries' (19.11.2010, in force since 01.01.2012).</p> <p>Russia ratified UN Convention on the fight against organised crime in 2004.</p>	<p>There are two main types of illegal migration: illegal entry and illegal stay. Illegal entry and stay on the territory of Russian Federation can be punished in accordance with the Administrative Code or the Criminal Code.</p> <p>Criminal liability is incurred in case of illegal border crossing, which is the Crossing of the State Border of the Russian Federation without valid documents for entering the Russian Federation and exit from the Russian Federation or without proper authorization obtained in accordance with the legislation of the Russian Federation (art. 322 of the Criminal Code).</p> <p>Administrative liability is incurred in case of violation by foreign citizen or stateless person of the rules on entry or procedure of stay in the Russian Federation (art. 18.8. of the Code on Administrative Offences).</p> <p>In case of illegal stay the foreign citizen or stateless person can be deported. 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.</p> <p>Since 2007 Russia has signed readmission agreements with some major countries of origin and transit of irregular migrants to its territory, among which are Armenia, Kazakhstan, Kyrgyzstan, Mongolia, Turkey, Vietnam, Ukraine (not yet ratified) and Uzbekistan.</p>
	<p>The Criminal Code contains several articles criminalizing offenses related to trafficking in persons: Article 127.1. provides penalties for trafficking, Article 127.2. provides liability for the use of slave labour. Russia ratified Palermo Protocols in 2004.</p>	
<p>Rights and settlement</p>	<p>According to the Constitution, Russian citizens enjoy the protection of their State both at home and abroad, as well as the right to freedom of movement, unless law provisions state the opposite.</p> <p>The Russian legislation doesn't contain any restrictions concerning emigration from the Russian Federation. Since 2012, Russian citizens residing abroad are no longer obliged to receive permanent consular registration at the Russian Consulate or Embassy.</p>	<p><i>The Federal law 'On the Legal Status of Foreign Citizens in the Russian Federation' as of 25.07.2002 No. 115-FZ defines the legal status of foreign citizens in the RF and regulates their relations with state authorities emerging upon their stay or residence on the RF territory as well as their labour, entrepreneurial or other activities (Art. 1). In accordance with Art. 2(2), for the purpose of the Law, the notion of 'a foreign citizen' includes also a stateless person (with some exceptions).</i></p>

The main legal act concerning the Russian emigrants is *the Federal law of May 24, 1999 N 99-FZ 'On the State Policy of the Russian Federation towards Compatriots living Abroad'*.

Compatriots, apart from Russian citizens permanently residing abroad are individuals and their descendants 'belonging, as a rule, to the nations that historically occupied the RF territory and who have made a free choice to keep spiritual, cultural and legal links with the RF, individuals, whose relatives in the direct ascending line earlier resided on the RF territory', including individuals who were citizens of the USSR and resided in the states that used to be a part of the USSR, whether or not having citizenship of these states, as well as emigrants for the Russian empire, RSFSR, USSR and RF with respective citizenships, regardless of the fact whether they currently have citizenship of another state or not.

2010 amendment abolished special compatriots' identity documents. It also gave same rights and obligations to Russian citizens living abroad and in the country (Art.7). New resettlement measures were introduced together with the enhanced role of the Orthodox church in building links with ethnic communities abroad (Art. 13). At the same time certain obligations of the state regarding the provision of benefits have been removed.

As determined by Art. 4 of the Law, foreign citizens in the RF enjoy the same rights and bear the same responsibilities as RF citizens, unless the federal law provides otherwise. Such exceptions are mainly related to political freedoms and freedom of residence and employment.

Since 2002 numerous amendments have been introduced into the initial text of the Law (27 altogether). Some of them are fundamental in nature and are directed at partial liberalization of regulation. They include supplements concerning temporary residence and labour activity of foreign citizens arriving in the RF without the visa requirement (Art. 6.1 and 13.1, respectively) as well as peculiarities in regulating labour market participation of migrant workers (Art. 18.1); supplements that refer to peculiarities of conducting labour activity by foreign citizens – highly-qualified specialists (Art. 13.2) and possibility for foreign citizens exempted from the visa requirement to carry out paid employment at natural person's based on a license and without a work permit (Art. 13.3).

Foreign citizens staying in the RF are divided into three categories: **temporary stayers** (up to 90 days), **temporary residents** (up to 3 years) and **permanent residents** (over 5 years).

A foreign national, lawfully staying on the RF territory, may submit an application for a temporary residence permit, which is issued to an individual within a quota annually established by the Government on the basis of proposals from the Subjects of Federation (Art. 6).

Certain categories of foreigners receive a temporary residence permit outside the quota. They include, in particular, spouses of RF citizens permanently residing on the RF territory; disabled parents of legally capable Russian citizens; foreign citizens with at least one disabled parent who is RF citizen; foreign citizens with minor children or children aged 18 yet regarded disabled or with limited legal capacity (Art. 6 part 3). This preferential norm can be considered an indication of partial recognition of the principle of family unity; yet explicitly this principle is not fixed in the Law.

		<p>Law of 2006 (Art. 6.1) establishes a preferential procedure for a temporary residence permit within the quota for foreign citizens entering the RF following the visa-free regime.</p> <p>A temporary residence permit can be refused or revoked on the grounds listed in Art. 7 of the Law, e.g. in particular, in some cases of previous binding court sentence; in the absence of means of subsistence; in the case of a medical condition (e.g. HIV-infection); in case of breaching administrative rules on immigration twice in one year.</p> <p>Foreign citizens with a temporary residence permit have limited freedom of movement: they are not entitled to change their place of residence upon their own discretion and have to reside in the region where their temporary residence permit has been issued.</p> <p>After the expiry of annual residence based on a temporary residence permit, a foreign national is entitled to apply for a permanent residence permit.</p>
<p>Labour</p>	<p>Art. 10 of the Federal Law of April 19, 1991 № 1032-1 «On the employment of population in the Russian Federation», amended on April 20, 1996 № 36-FZ, provides for the right of citizens of the Russian Federation to search for work independently and to be employed outside of the Russian Federation. Russian citizens may realize this right directly or with the help of intermediary organizations.</p> <p>As for the employment of Russians through the intermediary organizations, private employment agencies (PEA) play the key role. The state regulates their activity through licensing and monitoring by means of controls and checks in the framework of the Federal Law of 26 December 2008 № 294-FZ "On the protection of rights of legal entities and entrepreneurs during the performance of state and municipal control (supervision)." The Administrative Code contains Art. 18.13 "The illegal activity on the employment of Russian nationals abroad", stipulating the administrative responsibility for the performance of activity on t he employment of Russian nationals abroad without a license or in violation of conditions specified in the license.</p>	<p>Provisions regulating labour immigration/employment of foreigners in Russia were initially included into Art. 13 ‘Conditions of Participation of Foreign Citizens in Labour Relations’ of the Federal law ‘On the Legal Status of Foreign citizens in the Russian Federation’. In accordance with this article, foreign citizens (except for those in possession of a permanent residence permit) have been entitled to work only with employers granted a permission to attract and employ foreign workers. Subsequently (in 2010), an amendment was introduced into the Law that provided for an exception from the rule as regards hiring migrant workers entering the country within a visa-free regime as well as highly-qualified specialist and their family members (Art. 6.1, Art. 6.2).</p> <p>As regards foreign citizens themselves (apart from those with a permanent residence permit), they are obliged to first obtain a work permit for employment of individual entrepreneurial activity. A work permit is issued taking into account the quota annually established by the RF Government with regional distribution. At the same time, temporarily staying foreign citizens shall</p>

		<p>work in the same region where a work permit was issued. Exceptions are provided only for a number of occupations.</p> <p>One of the latest novelties as regards regulation of work of 'foreign workers' has been the introduction of a licence which gives them the right to work at natural persons' under an agreement without a work permit (Art. 13.3). The licence is issued to an individual under the condition of a fixed advance payment for a period of one up to 3 months. This period can be extended several times for a period up to 3 months. The total period of licence validity including extensions cannot be longer than 12 months since the day of issuing the licence. After the expiry of 12 months since the day of issuing the licence a foreigner may apply for a new licence.</p>
	<ul style="list-style-type: none"> - Russia partially ratified the European Social Charter (revised in 1996). - Russia is a party of the following multilateral agreements in the framework of CIS: - Agreement on cooperation in the field of labour migration and social protection for migrant workers of 15 April 1994 - 1999 Treaty on Customs Union and Common Economic Space between the RF, BY, Kazakhstan and Kyrgyzstan. - Protocol on amendments to the Agreement on cooperation in the field of labour migration and social protection for migrant workers of 25 November 2005 - Convention on the legal status of migrant workers and their families, adopted by CIS Member States of 14 November 2008 - 2010 Agreement between the RF, BY and Kazakhstan, regulating labour migration and legal status of labour migrants/their family members, and combating illegal migration; <p>Moreover, Russia has bilateral agreements with Uzbekistan (2007) and Kyrgyzstan (2012) providing their citizens with preferential treatment in terms of access to Russian labour market and settlement rights. (reciprocally for Russian citizens in UZ and KG).</p>	
<p>Citizenship</p>	<p>According to Article 6 of the Federal Law of May 31, 2002 № 62-FZ "On Citizenship of the Russian Federation", a Russian citizen, who also has another citizenship, is considered by the Russian Federation only as a citizen of the Russian Federation. The acquisition by a Russian citizen of another citizenship doesn't mean the termination of the citizenship of the Russian Federation.</p> <p>According to Article 62 of the Constitution, citizens of the Russian Federation may have citizenship of a foreign state (dual citizenship) according</p>	<p>The grounds, conditions and procedures for acquiring and terminating of the citizenship of the Russian Federation are determined by the Federal Law of May 31, 2002 № 62-FZ "On Citizenship of the Russian Federation" and the Decree of the President of 14 November 2002 № 1325 on the procedure of the examination of issues of citizenship of the Russian Federation.</p>

	<p>to the federal law or an international agreement of the Russian Federation (such an agreement exists with Tajikistan). Multiple citizenships are allowed.</p> <p>The decree of RF President of 22.06.2006 No. 637 'On Measures for Assisting Voluntary Resettlement in the Russian Federation of Compatriots Living Abroad' that approves the National Programme to Assist Voluntary Resettlement of Compatriots for the period 2006-2012. The program establishes the simplified procedure for returning to the Russian Federation and acquiring the Russian Citizenship (see the socio-political framework below for more details).</p>	<p>The Federal Law on Citizenship establishes, that citizenship in the Russian Federation is acquired: a) as the result of recognition; b) by birth; c) by registration; d) by admission to citizenship; e) by restoration of citizenship. A person can be admitted to citizenship according to ordinary procedure (article 13) and simplified procedure (article 14).</p> <p>The conditions of admission to Russian citizenship according to the ordinary procedure are established by Article 13 of Federal Law. One of the main conditions is min 5 years of permanent lawful residence (1 year for refugees, 3 years for persons married to RF citizens). The other preconditions for naturalization are: knowledge and observance of the constitution and laws; knowledge of the state (Russian) language; lawful sources of subsistence; renunciation of the other citizenship.</p> <p>Decree of the President of the Russian Federation No. 1325 of November 14, 2002 "On the approval of the Regulation on the procedure for the consideration of the issues connected with citizenship of the Russian Federation" specifies the provisions of the Law on Citizenship, and, in some cases, clarifies their content.</p>
<p>International Protection</p>	<p>The Russian Federation joined the 1951 Convention relating to the Status of Refugees and 1967 Protocol relating to the Status of Refugees on 02.02.1993.</p> <p>The following forms of international protection exist in the Russian Federation:</p> <ul style="list-style-type: none"> - refugee status: in compliance with the 1951 Convention relating to the Status of Refugees and 1967 Protocol relating to the Status of Refugees. The procedure of determining refugee status established by the Federal Law on Refugees comprises two stages – preliminary examination of an application for granting refugee status (the admissibility of the claim, Arts. 4-5) and examination of an application on the merits (substantive examination, Art. 7). Art. 8 of the Federal Law on Refugees enumerates the list of rights and obligations of recognized refugees, including social rights which include the right to medical and medicinal help; right to paid employment and self-employed economic activities; right to social protection, including social security. - temporary asylum: possibility of temporary legal residence on the territory of the RF that is granted to a foreigner citizen or stateless person who does not have grounds for recognition as a refugee but cannot be expelled from the RF for humanitarian reasons. - political asylum: granted based on Art. 63 of the Constitution. Political asylum is granted to individuals seeking protection from persecution 'for socio-political activity and beliefs that do not contradict democratic principles shared by the world community', taking into account public interests of the Russian Federation and based on the norms of the international law. 	

The Socio-Political Framework of Migration

In the 1990s, the fundamental priority of migration policy was the reception and settlement of forced migrants (whose inflow, incidentally, gradually lowered). In the early 2000s, the aims, objectives and priorities of state migration policy were revised, and migration policy was reoriented to a war on illegal migration. For a decade, Russian migration policy was formally guided by the State Migration Policy Concept adopted in 2003. FMS Russia was transferred to the Ministry of Interior, and the Institute of Federal Migration Programmes was liquidated. Migration policy became less transparent and predictable, and under the flag of a war, a war was waged on immigration as a whole; anti-migration propaganda was deployed. However, the tendencies toward domestic political fluctuation and the country's undefined development strategy have defined inconsistency and reversibility of migration strategies proclaimed in the Concept. By 2005, the inefficacy of the chosen course became apparent: the number of illegal migrants rose constantly, at the same time problems with demographic development became apparent, which to date the authorities have ignored. The changes, aiming at liberalization of migration legislation in late 2005 and early 2006 to overcome inefficacy of migration policy of the early 2000s and the worsening problems of demographic development, were not systematic. Migration policy-making gained new dynamics after 2007 with plenty of new regulations adopted in various migration-related spheres.

Some progress was noted in 2010. Firstly, licensing for labour migrants employed by individuals was introduced, which allowed 516,000 migrants to be legalized in January-July 2011. Another area, also successfully implemented since 2010, is the solution to the problem of attracting highly-qualified specialists, granting them resident permits according to the simplified procedure. Finally, in June 2012, the new Concept of the State Migration Policy of the Russian Federation for the Period to 2025 was adopted by the decree of the President of the Russian Federation. The Concept provides analysis of the recent migration processes in the Russian Federation and the strategy of the development of migration policy of Russia, defining competences of the Russian state authorities in the field of migration. Most importantly, the Concept declares that Russia is becoming an immigration country. Consequently, one of the main priorities for the state migration policy in the Russian Federation is introduction of differentiated programs for short and long-term labour migration, which includes the use of different mechanisms of selection, conditions of entry, residence and employment.

Socio-Political Framework	Outward migration	Inward migration
Governmental Institutions	<p>Central state authorities responsible for the implementation of state programmes on cooperation with Diaspora:</p> <ul style="list-style-type: none"> - Russian Ministry of Foreign Affairs - protects the rights of citizens abroad; ensures development of ties with 'compatriots' abroad; - Russian Ministry of Culture reaches out to Russian diasporas and communities abroad. 	<p>The President of the Russian Federation shapes Russian migration policy (legislative initiative, signing of laws, veto right, management of foreign affairs). He decides on citizenship and political asylum.</p> <p>Federal Migration Service (FMS) and its territorial bodies implement immigration and legislation.</p> <p>Other relevant authorities:</p> <ul style="list-style-type: none"> - Commission on Citizenship under the President; - Ministry of Interior and its territorial bodies; - Ministry of Foreign Affairs and its missions abroad; - Federal Security Service and Federal Border Service (as part of the former); - Ministry of Health and Social Development (defines the immigration quota to be approved by the Government)

<p>Governmental Strategy</p>	<p>Emigration from Russia is not regulated. Firstly, for humanitarian reasons, and secondly, the issue of emigration has lost its topicality in recent times, after the scale of emigration has sharply reduced in comparison with the 1990s.</p> <p>Russia has been developing an active Diaspora policy, addressing especially ethnic Russians and highly-skilled emigrants (see below).</p>	<p>Following the intensive post-Soviet economic growth based on natural resources combined with demographic decline, RF pursues an active immigration policy, attracting both skilled and unskilled migrants.</p> <p>Currently, national migration policy framework of Russia is defined by the following policy documents:</p> <ul style="list-style-type: none"> Concept of National Migration Policy of Russia till 2025 (adopted in June 2012) Concept of State Nationality Policy of Russia Concept of National Demographic Policy of Russia till 2025 (adopted in 2007) Strategy of National Security of the Russian Federation till 2020 Strategy 2020: New Growth Model - New Social Policy <p>Strategic goals:</p> <ul style="list-style-type: none"> a) to ensure the national security of the Russian Federation, the maximum protection, comfort and well-being of the population of the Russian Federation; b) to stabilize and increase the resident population of the Russian Federation; c) to promote the satisfaction of the needs of the Russian economy in the labour force, modernization, innovation and to increase the competitiveness of its industries. <p>Major principles of migration policy:</p> <ul style="list-style-type: none"> a) the observation of human/citizen rights and freedoms; b) the unacceptability of any form of discrimination; c) the compliance with the national and international law; d) the harmonization of the interests of individuals, society and the state; e) the interaction of federal bodies of state power, bodies of state power of subjects of the Russian Federation and bodies of local self-government, the development of institutions of social partnership and civil society; f) the protection of the national labour market;
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		<p>g) a differentiated approach to the regulation of migration flows depending on the purpose and duration of stay, the socio-demographic and professional qualifications of migrants;</p> <p>h) the consideration of the specificity of regional development;</p> <p>i) the access to information on migration and decisions taken in the process of implementation of the state migration policy of the Russian Federation;</p> <p>j) the scientific validity of the decisions.</p> <p>Main objectives:</p> <p>a) creation of conditions and incentives for compatriots living abroad, immigrants and certain categories of foreign nationals, for relocation to Russia for permanent residence;</p> <p>b) development of differentiated mechanisms of attraction, selection and use of foreign labour;</p> <p>c) promotion and development of internal migration;</p> <p>d) promotion of educational migration and support of the academic mobility;</p> <p>e) implementation of humanitarian commitments towards the forced migrants;</p> <p>f) assistance in the process of adaptation and integration of migrants, establishment of constructive interaction between migrants and the host community;</p> <p>g) combating the illegal migration.</p>
<p>Civil Society</p>	<p>Targeting Russian 'compatriots': world congress of compatriots every three years.</p> <p>NGOs related to and/or co-funded by the "Russian World" foundation (promotion of Russian language and culture abroad).</p>	<ul style="list-style-type: none"> – Civil Assistance Committee for refugees and IDPs;; – Consultation network for refugees and displaced persons "Migration and Law"; – International Volunteer Public Organization "MEMORIAL Historical, Educational, Human Rights And Charitable Society" – The trade union of migrant workers. <p>An extensive network of NGOs in the regions implements the mediatory role between the migrants and the official bodies of power. These NGOs provide legal advice and assistance as well as material and other humanitarian help to the most vulnerable individuals.</p>

<p>Migration and economic development</p>	<p>The National Programme to Assist Voluntary Resettlement of Compatriots was launched in 2006. It constitutes an attempt to solve the problem of attracting additional labour force to certain regions via purposefully directed migration flows. For this purpose, interested regions design their resettlement programmes which are then put together and presented to the representations of the Russian FMS in CIS countries or diplomatic representations.</p> <p>Some regions (in particular, Moscow, St. Petersburg) actively support compatriots abroad. In some regions of Russia - the national republics – passed a large number of laws and regulations regarding specific Diaspora (Tatar, Circassia, Dagestan, etc.).</p>	<p>‘The concept of the demographic policy of the Russian Federation up to 2025’, adopted by the Decree of the President of the Russian Federation as of October 9, 2007, No. 1351 states that active recruitment and integration of permanent immigrants is one of the leading principles of demographic policy and, hence, of socio-economic development.</p> <p>Potential immigrants are encouraged to take up education in Russian institutions abroad (or supported by Russia) to gain skills necessary on the Russian labour market.</p>
<p>International Cooperation</p>	<p>Russia is a member or an observer of the following international organisations actively working on migration issues: IOM, Council of Europe, Commonwealth of Independent States, and OSCE. Russia also cooperates with the relevant UN bodies on migration issues: UNHCR, UNCHR, UNDP, UN Women, and UNESCO.</p> <p>Russia participates in the following regional consultative processes: Budapest Process, Prague Process. It also actively promotes regional cooperation on migration in Central Asia, namely within CSTO and SCO.</p> <p>The Concept of the State Migration Policy of the Russian Federation for the Period to 2025 defines that Russia’s international cooperation on migration should aim at more freedom of movement and employability of Russian citizens abroad; cooperation on migration management, including return and readmission; active recruitment of immigrants.</p>	