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Legal Regulation of the Migration Processes in the Russian Federation

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Abstract

The article is devoted to the analysis of legal regulation of the migration processes in the constituent entities of the Russian Federation on the example of the Republic of Kalmykia. Activities of the migration services and other subjects of legal relations in the process of implementation of legal provisions in this sphere have been studied in the paper. Internal migration has also been analyzed. The research has shown that the state regulation of the migration processes is one of the directions of the state policy aimed at their organization and management by the state administrative authorities with the use of the administrative, legal and socio-economic forms and methods in order to achieve the interests of the state in the sphere of social, demographic and economic development of the society in compliance with the principles of international and Russian laws. Bringing Russian legislation in the field of migration to democratic international standards implies a balance of the federal legislation and legislation of the constituent entities of the Russian Federation, development and adoption of the regulatory legal acts reflecting contemporary status of migration processes in reforming Russia, and taking into account external and internal diversity of migrants. The study has indicated that the migration sphere in the Russian Federation is regulated by several hundred of international and national regulatory legal acts of different juridical force, which solve different aspects of the problem but can not regulate the existing situation in its complexity in the framework of interests of the participants of the state migration policy. The need for codification of the Russian migration legislation is argued in the article.

Keywords: Migration, Legal relations, Internal migration, External migration.

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Introduction

The implementation of the right for freedom of movement and choice of the place of stay and residence is the process that is positively accepted by legislation of many countries. It belongs to inborn and natural rights. This process significantly influences economic, political, social, cultural and spiritual rights in the country of residence of migrants, and also touches upon rights and interests of its citizens. On this reason the state, in which a substantial number of refugees and migrants reside, can not be just an observer of the migration processes, and faces a necessity of their legal regulation.

The Russian Federation has faced the problems of the migration regulation since the end of the 20th century, when collapse of the USSR caused certain negative indirect effects. First of all, it was a growth of illegal and uncontrolled migration of the population – refugees, labor migrants, forced migrants, and illegal migrants. Internal migration from the depressive regions to the industrially developed center of the country formed a considerable volume of the migration flows. Nowadays, because of the complicated migration situation, there is an extremely difficult demographic, socio-political and criminal situation in some regions and large cities of Russia.

New social and economic relations require substantial change of the legislation regulating the problem of people's migration. In this connection, regulating basic migration processes (both internal and external) in the Russian Federation belongs to the major priority tasks that is reflected in the conceptual basis of the state migration policy.

The problem of migration is not only a problem of the Russian state. All countries one way or another face the same processes. In the situation of globalization and cardinal changes in the character of the migration processes in the world and in Europe, there is a need to take into account and use international experience, and also to develop international cooperation in this field, that define relevance of this study.

The issues of migration and the migration policy that are not regulated by the Constitution of Russia represent a special block of the public relations, which needs legal regulation. It includes norms of the administrative, international, labor law, etc. From this point of view, legal regulation of the migration processes should be in the focus of attention of the state bodies of the Russian Federation. The reform of the law enforcement system that is under way in Russia and the powers of which include combating illegal migration, when a migrant is simultaneously the object of exploitation and the subject of violence posing a threat to the security of individual, society and state, negatively affecting not only a legal order, but also social, economic and political spheres of life, is seen a factor testifying the relevance of this research.

Problem Statement

This study is aimed at justification and elaboration of the strategy of legal regulation of the migration processes in the Russian Federation and in its constituent entities. The key problem of the research is to identify and scientifically justify reasons for internal and external migrations, and to elaborate how to prevent its negative effects with legal methods. It is necessary to forecast further development of the events and create flexible laws allowing timely undertake concrete actions preventing undesirable large-scale migration flows. Effective legal regulation of migration is feasible for the solution of the following tasks: firstly, if peculiarities of these processes on the federal, regional and municipal levels are identified

and properly considered; secondly, if the state system of regulation of migrations is created and its functioning is coordinated with the federal and municipal migration systems; thirdly, if the international experience tested by practice of the countries with century-long traditions of democracy is taken into consideration. International exchange of information about individuals, who are inclined to the criminal acts of the extremist and terrorist character, and mutual exchange of statistical data for forecasting trends in the sphere of migration, etc., is vitally needed.

Research Questions

The analysis of research of the migration problems demonstrates steady growth of interests to the processes of migration. However, it is needed to pay attention to the fact that up till now there are some unsolved issues in the studies of the migration legal relations. Thus, the regulatory base is being constantly updated, as well as the system of the federal migration bodies is being frequently modified. Therefore, some aspects of the problem have not been touched upon in the scientific research on the legal regulation in the sphere of the migration policy in the Russian Federation. The authors mostly concentrate on the issues of migration at the federal level not dealing with the complex analysis of regulation of the migration issues in the constituent entities of the Russian Federation and on the municipal level.

Based on that, the research question that has been formulated at this study is the following: Which aspects of the migration legal relations have not been regulated so far in the legislation of the Russian Federation? Which changes should be introduced into the federal and regional legal acts in order “to close” the issues to be identified? How migration legislation is to be systematized in order to increase effectiveness of the legal regulation of the migration processes?

Purpose of the Study

The purpose of this research is to study peculiarities of the today’s state migration policy and conditions of making it more comprehensive in the context of the state policy of the Russian Federation as a whole, and to analyze organizational and legal measures on development of interrelations of the federal state bodies of the Russian Federation, and the state bodies of the constituent entities of the Russia in order to increase effectiveness and impact of the state migration policy.

Research Methods

Modern research methods of study have been used in the course of this research, such as comparative legal method, historical approach and social legal analysis. Statistical data and data of the sociological surveys carried out in Russia and some constituent entities of the Russian Federation have been utilized; materials of the judicial practice, legal and other regulatory documents, scientific literature and mass media have been studied and summarized.

Findings

The responsibility for regulation of the migration relations is one of the priority directions of activity in many countries including the Russian Federation. Recent events in Europe, the USA, and the Russian

Federation indicate that the migration processes come to the fore and influence security of the state, dynamics of criminality and forms and methods of the counteractions. Global practice demonstrates that no one state has been able to provide adequate legal support for the migration activities. In Russia, it is supplemented with a lack of experience in regulating such processes.

A number of contemporary researches are devoted to the issues of legal regulation of the migration processes, and it is connected with the need to make the migration legislation more comprehensive. So, Kosareva (2016) examines a set of public relations that experiences legal impact of the state, and analyzes laws and trends in the development of mechanism of legal regulation of the migration relations, defining work of the migration system of the state, as well as other directions of the migration policy and security of the state bodies. Bubnov (2016) in his article touches upon the issue of legal regulation of activities of the law-enforcement bodies in the field of migration relations. The author has made a review of the most important legal acts in this sphere and formulated conclusions for further improvement of legal regulation in this field. The monograph of Malyshev (2017), "State administering in the field of the external labor migration: theory and practice", in which a wide range of issues of the state regulation of the compelled migration and the economic and legal aspects of migration has been analyzed, is devoted to the problems of regulation of the migration processes. The concept of the state migration policy of the Russian Federation for the period to 2025, approved by the Decree of the President of the Russian Federation of June 13, 2012, reflected a system of views on the content, principles and fundamental directions of the Russian Federation activity in the sphere of migration (Garant Database, 2012). One of the major tasks of the state migration policy envisaged by the concept is to combat illegal migration, and one of the directions of the state migration policy of the Russian Federation in this field is an improvement of the legal basis to counter illegal migration and creation and improvement of the system of immigration control by fixing this concept in the regulatory legal acts of the Russian Federation, defining the competent authorities and the list of the relevant rights.

The special state body, the Federal Migration Service (FMS), which had an independent status, was authorized to regulate migration issues in the Russian Federation. Territorial authorities of the FMS were created in the constituent entities of the Russian Federation to execute enforcement functions, functions of the control and supervision and provision of public services in the field of migration, as well as for implementation of other activities defined by the legislative and regulatory acts of the Russian Federation. Thus, January 1, 2006, in the Republic of Kalmykia the territorial body of the FMS was established – the Department of the Federal Migration Service on the Republic of Kalmykia. Later, on 5 April, 2016, by the Decree of the President of the Russian Federation № 156 "On improvement of public administration in the field of control over trafficking of narcotic drugs, psychotropic substances and their precursors and in the field of migration" FMS was liquidated and its functions and rights were transferred to the Ministry of Internal Affairs, in the structure of which General Directorate for Migration was established (Garant Database, 2016). Thus, nowadays Ministry of Internal Affairs of Russia is the state authority performing control over migration flows and preventing violations of law in the field of migration.

Implementation of the state migration policy on the territory of the region is executed in close cooperation of the Internal Ministry, Directorate of the Security service on the Republic of Kalmykia, and regional and municipal administrations. Interdepartmental interaction is organized in the Republic for implementation of the state migration policy. This interaction is executed through elaboration and acceptance of the

interdepartmental plans, participation in the work of the coordinating meetings and interdepartmental groups. Work is carried out on a permanent basis, in the framework of the interdepartmental governmental Commission for the administrative reform in the Republic of Kalmykia, Commission for regulating external labor migration, Government Commission on crime prevention, Anti-drug and Anti-terrorism commissions and Coordination meetings on the rule of law in the Republic.

According to the statistics of the Russian Federation Ministry of Internal Affairs, the scale of the external labor migration was increasing. In 2011, 1 195 169 work permits were released for foreign citizens, in 2012, – 1 340 056; in 2013, – 1 273 984; in 2014, – 1 328 119; in 2015 – 216 969 (Ministry of Internal Affairs of Russia, n.d.). The number of cases of registration of foreign citizens and stateless persons reached 12 172 503 in 2016, and 13 416 049 for nine months of 2017 (Ministry of Internal Affairs of Russia, 2017).

In the Republic of Kalmykia, which does not have border crossing points of the Russian Federation and immigration control posts, in 2016, 8 458 foreign citizens were registered (Ministry of Internal Affairs of Russia, 2016). Of them 314 persons were registered in the place of their residence, and 8 934 persons were registered in their place of stay. Data of the initial migration registration in the place of stay demonstrate the predominance of representatives of the countries, which are members of the Commonwealth of Independent States (CIS) – 70.6% of the general number of registered for the first time in the migration services. On the second place are those, who arrived from Asian countries (except CIS) and the Middle East – 15.2%. The impact of foreign citizens from the EU member states is not significant and is at the level of 9.1%. In the top ten, in terms of the migration registration, are: Uzbekistan – (31.3%), Ukraine – (12.5%), Kazakhstan – (8.5%), China – (7.4%), Azerbaijan – 383 persons, Germany – (5.0%), Armenia – (4.0%), Mongolia – (3.3%), Kyrgyzstan – (2.3%), and Tajikistan – (1.9%) (Federal Migration Service, 2018). Among purposes of visits that have been declared by foreign citizens when entering the country, dominate the following: private – (24.0%), labor activity – (17.4%), tourism – (4.1%), and education – (3.3%).

The events in Ukraine that caused massive migrations to the Russian Federation in 2014, especially to the south of Russia including the Republic of Kalmykia, changes of the rules in the sphere of labor migration, transfer of responsibilities to the Russian Ministry of Internal Affairs set the tasks for the migration services to combine the most appropriate legal means and mechanisms for the effective regulation of the current issues in the sphere of migration.

So, in 2014, 15 operational preventive and special actions were carried out, such as: «Anaconda», «Illegal migrant» (4 stages), «Illegal-2014» (2 stages), «Region-Highway» (2 stages), «Residential sector», «Marshrutka (Minibus)» (3 stages), «Illegal of the South», and «Debtor-South». It positively influenced results of the administrative law enforcement activity (Federal Migration Service, 2018).

The purpose of the migration policy in the Republic is the need to make migration processes manageable and predictable in order to ensure the security of the country, taking into account specific geopolitical status of the region. The Republic, located on the south of the Russian Federation, is large enough. Its area of seventy-six thousand square kilometers is more than Belgium, Switzerland, the Netherlands or Denmark. It stretches from the south to the north on 458 km, and from the east to the west on 423 km. The density of population is low, some four people for a square km.

In the course of the implementation of control and supervision responsibilities by the officers of the Migration Department of the Internal Ministry on the Republic of Kalmykia, 5016 decisions on the

imposition of administrative fine were made, for the total amount 7263 thousand RUB on all relevant articles of the Code of the Russian Federation referring to administrative offenses. For the year 2016, 56 materials on signs of the crimes provided by articles 292,1, 322,2, 322,3, 327 and other articles of the Criminal Code of the Russian Federation were directed to the bodies of inquiry. It is necessary to point out that such actions have had positive impact. Instilling legal consciousness and formation of legal culture to foreign citizens have been among positive results.

In order to organize work on combating ethnic criminality among migrants on the enterprises of trade, building and in other spheres of economics, a permanent interdepartmental control and analytical team was formed in 2013, with participation of the Ministry of Internal Affairs on the Republic of Kalmykia, Investigative Directorate of the Investigative Committee of Russia for the Republic of Kalmykia, Directorate of the Federal Security Service. A plan of common actions on preventing of creation of the ethnic groupings from migrants preaching nationalist, extremist ideas, and preventing legalization of individuals involved in international extremist organizations on the territory of the Russian Federation was accepted.

Since April 2014, a special temporary detention facility for foreign citizens, who are subject to administrative expulsion, deportation or readmission from the territory of the Russian Federation, has been operating in the Yustinsky district of the Republic (STDFFC). It is organized in the premises of former budget institution of the Republic called "Tsagan-Umansky boarding house for persons without a certain residence". It is designed for 10 beds.

In the period of April to December 31, 2014, 43 foreign citizens from Uzbekistan, Armenia, Azerbaijan, Ukraine, Vietnam, Tajikistan, Kazakhstan and Belarus were kept in STDFFC. These citizens were subject to administrative expulsion procedures by the court marshals. The decisions of the meeting at the Plenipotentiary Representative of the President of the Russian Federation in the Southern federal district, held on March 25, 2014, recommended enlarging the capacity of STDFFC. Today, there is a lack of working space for the administrative offices, and there is no separate checkpoint on the territory of the institution. Measures were taken by the Department of the FMS of Russia in the Republic of Kalmykia, together with other law enforcement agencies, to bring STDFFC in accordance with the requirements specified in the Government Decree of the Russian Federation from 08 April, 2013 No. 310 "On approval of the requirements for buildings with adjacent plots of land, passed to the constituent entities of the Russian Federation in order to accommodate special institutions of the Federal Migration Service for detention of foreign citizens and stateless persons subject to administrative expulsion from the Russian Federation in the form of forced expulsion from the Russian Federation, deportation or readmission" (Rossiyskaya Gazeta, 2018). Despite numerous debates on these issues at the level of the Parliament and the Government of the Republic of Kalmykia, this requirement has not been yet fulfilled because of the acute deficit of the expenditure part of the Republic budget.

It should be mentioned that perspectives of effectiveness of the state and municipal management in the sphere of the migration policy and interethnic relations depend on the following factors:

- Development of a conceptual approach to the distribution of constitutional and legal mandates in the field of migration policy and interethnic relations between the federal center, and state and municipal authorities;
- Determination of financial and organizational basis for execution of the delegated powers in the field of

migration policy and regulation of interethnic relations between the state and municipal authorities of the Russian Federation.

If we evaluate current status of regional migration policy as a whole, it should be mentioned, that as a rule, all regional migration programs duplicate federal migration programs with some adaptation to concrete regions. In none of them local specifics, means and ways of negative consequences of the spontaneously developing migration processes, the questions of creating conditions for unimpeded implementation of migrants' rights, and ensuring humane treatment to the asylum seekers in the territories of these constituent entities of the Russian Federation are reflected. Very superficial coverage of the issues connected with rights and interests of the forced migrants also belongs to the identified shortcomings.

Assessing the migration processes in the constituent entities of the Russian Federation, we would like to point out that they are mostly of the uncontrolled character and lead to the development of social tensions and conflicts in the society. The migration processes can not be limited with the external component of migration. The scale of the internal labor migration, according to some assessments, amounted to 3 million people that correlate with the labor migration to Russia from the CIS countries. There are even higher estimates, but nobody knows the exact figures.

The number of the permanent population of Kalmykia on January 1, 2016, reached 280 780 people, including 126 567 people residing in the municipalities, and 154 020 people in the rural area (Glava Kalmykii, 2015). The ratio of urban and rural population is 45.1% and 54.9% respectively. Kalmykia belongs to the four constituent entities of the Russian Federation in the South federal district, where natural increase of population is still going on, but demographic situation can not be assessed as favourable. Firstly, natural increase is not significant enough and it is not more than 1.5 people per 1000 inhabitants. Secondly, during last four years, the natural growth took place not because of the increase of a number of Kalmyks and Russians comprising more than 86% of the population of Kalmykia, but due to other ethnic groups, such as representatives of Dagestan and Chechnya, the share of which in the natural growth of the population of Kalmykia in the last three years amounted to more than 50%. In comparison with 2014, the population of the Republic decreased by more than 0.5%. This decline happened because of the internal migration. The internal migration in the Republic does not substantially impact the overall number of population, but introduces serious changes into geography and character of resettlement. It is also an objective indicator of the socio-economic conditions of life and wellbeing or problems on this territory.

The balance of migration for January-December 2016 amounted to minus 2639 people (Varka, 2015). The ethnic composition of the population consists of Kalmyks - 155 938 people, or 53.33%, Russians - 98115 people, or 33.55%, Dargins - 7295 people, or 2.49%. Chechens, Kazakhs and Ukrainians also have a significant share. Kalmykia ranks as the 25th in Russia in terms of the birth rate. The birth rate in 2013 was 1.4% higher than the national average. Socio-economic, criminal and political situation in the Republic and on the south of Russian as a whole, continued impacting migration situation in Kalmykia.

Lately, the balance of migration has become negative. It is conditioned, on the one hand, by labor migration of some part of the population to Moscow, St. Petersburg, the Moscow and Leningrad and neighboring regions, and on the other hand, by the migration of some part of the population for the new residence. It relates both to the indigenous (Kalmyks, who are basically going to the wealthier territories of Russia, such as Moscow, St. Petersburg, Moscow region, Astrakhan region, Rostov region, Stavropol and Krasnodar

territories), and non-indigenous population (Russians, Ukrainians, Tatars, Jews and so on). There are no migration flows from the Republic to the far-abroad countries. The number of population is declining because of migration to the largest cities of the Russian Federation since there is a lack of jobs in the Republic. Most of those, who migrated from the territory of the Republic, are educated and qualified people in their working age. This trend testifies they can not find how to use their abilities as workers on the territory of the Republic of Kalmykia because of its poor economic development. The major reasons for the migration outflow from the Republic are the following:

- High unemployment;
- Low incomes.

The major flow of the internal migration directs to the megalopolises and the largest cities, mostly neighboring with Kalmykia, such as Volgograd, Astrakhan and others. The workers with higher education and with some working professions dominate among migrants. Many migrants - gas welders, carpenters, masons, plasters and painters - work in shifts in companies. They have the higher wage from their employers as compared with Kalmykia, and the employers provide them with housing.

The unemployment rate in the region, according to the official data of the Federal Office of the state statistics on the Republic of Kalmykia, is some 15%, and it is one of the highest in the country. High unemployment, decline of the population because of the internal migration of the residents of Kalmykia to other regions for jobs – these are the trends, which still remain the major ones in the dynamics of the migration processes on the territory of the Republic.

The rate of the migration growth in Kalmykia is one of the lowest in Russia - 122 migrants per 10000 people (it is lower only in the Yamal-Nenets Autonomous district, Jewish Autonomous region, Magadan and Murmansk regions) (Federal Migration Service, n.d.). However, in 2016 there was registered a minor trend of growth, and if compared with the previous year, the migration growth rate increased by 16 people per 10000 people. Urban population demonstrated the greatest migration activity (74% of those, who left for other regions). Steady decline of the population, that is one of the most important economic resources, significantly narrows capabilities and perspectives of the effective development of the region.

In 2015, a sociological survey of the migration intentions was carried out among the population of Kalmykia of the age younger than 30 years old. The survey demonstrated that only 18% of respondents do not want to leave the Republic. Some 30% of the population plan to leave the Republic and later come back, 22% of residents would prefer to leave it forever, and 24.2% think about migrating abroad. These results are conditioned by a very low level of the socio-economic development of the Republic and the hopes of young people to find well-paid jobs (Namrueva, 2015). The negative ratio of migration testifies low living standards of people and badly developed social sphere. The migration situation in Kalmykia is determined by the interregional movement of residents connected with crossing administrative borders of the Republic, and also by the migration flows inside the Republic.

There are no doubts that a link exists between the economic, social and demographic indicators and migration behavior of the population. Therefore, in recent years, much attention has been paid to the problem of the internal migration. In the context of reduction of total population of Kalmykia, the relocation of residents from districts to the capital remains the main feature of migration inside the

Republic (Badmaeva, 2009). In the meantime, since prices for housing are very high, part of the population accommodates not in the capital, but the suburban area, where housing is several times cheaper. However, even there housing is becoming more expensive than in other areas.

Kalmykia takes one of the lowest places in the country on key quality of life indicators, such as gross regional product (GRP) and GRP per capita, and ranks as the lowest one in the South federal district. The Republic budget is subsidized and cannot serve as the main source of regional investments.

Judging on the quality of life indicators, the Republic is not attractive for its permanent residents and does not have any migration attractiveness for residents of other constituent entities of Russia and other countries. Regional enterprises and organizations do not attract highly qualified specialists (BezFormata, 2017).

The statistical analysis of the interregional migration mobility of the population of Kalmykia undertaken by Badmaeva (2014) outlined a strong differentiation of districts by the size of migration balance. Such districts as Tselinnyi, Ketchenarovskyi, Iki-Burul'skiyi, Octiabr'skiyi, Yustinskiyi and Iashkul'skiyi are the most attractive in a sense of migration. In this case, it is necessary to point out that these results are impacted by the trend of the return migrations. In our opinion, this fact can be explained by the influence of the institutional factor. As a result of the implementation of national projects, social policy in rural areas has intensified: low-cost housing and roads are now being built, and gasification of the remote villages is being completed. Therefore, some qualified young people, who have received higher education in the cities, are gradually returning to the countryside.

At the same time, there are unsolved issues, which require immediate solution by the state bodies. First of all, these are the following:

1. Migration policy in the field of the international labor exchange should be based on understanding of necessity of Russia's integration into the international labor market. Activities in this direction should be based on the development of effective mechanisms for regulating labor migration. In the situation of transfer of economics to the innovative way of development, elaboration of procedures promoting inflow of migrants, who are needed for the Republic, and limiting access to the labor market of those, who are not desired, becomes the key task.
2. Funds should be allocated in the Republic budget for the expansion of a special temporary detention facility for foreign citizens subject to administrative expulsion from the territory of the Russian Federation.
3. Migration inspection within the Migration Department of the Ministry of Internal Affairs of the Russian Federation on the Republic of Kalmykia should be created for effective and systematic work on combating illegal migration.
4. Regional legislative framework that could promptly respond to the current migration situation in the Republic should be developed and implemented.
5. Speaking about migration policy, it should be noted that regulation of labor migration cannot be limited with administrative methods only, but it is important to pay attention to market indirect means. A number of measures concerning the creation of conditions and incentives for entrepreneurs and investors to migrate to the Russian Federation should also be considered in the foreign labor policy.

6. In the Republic, it is necessary to develop an official (public and private) infrastructure consisting of a variety of services (reference, consulting, legal, intermediary, etc.) that allows migrants remaining in the legal field of Russian legislation and helping them in social adaptation and integration.

7. In the Republic, there is an urgent need to form a social policy aimed primarily at improving general wellbeing of citizens and increasing attractiveness of the region in order to reduce migration outflow. In the regulation of the internal migration, creation of conditions for increasing territorial mobility of the population in terms of necessity of better balance on the national labor market is seen as a very important task. It is needed to strengthen activities for the regional social and economic policy aimed at decreasing interregional differentiation in the socio-economic development of the constituent entities of the Russian Federation and the reduction of the migration outflow of the population.

Timely and effective regional policy will allow reducing a huge gap between the Republic and more developed regions of Russia, and creating necessary conditions for optimization of the demographic situation in the region. In our opinion, solving these and other problems of internal and external migration of the population, it is possible to ensure effective integration of the Russian economy into the world system of management on the market of labor resources.

Normative and legal regulation of activity of the internal affairs authorities in the sphere of migration relations has some specifics. The first peculiarity is a huge scale of normative and legal acts that is explained by a diversity of work in the field of the migration control, and by a complexity of the administrative procedures. By-law regulation of the migration flows prevails among this array of legal acts. The federal legislation establishes just basic principles of the united migration policy, so called administrative procedures, which are reflected in the Presidential decrees, governmental resolutions and departmental orders. Basically, the departmental orders were issued by a specialized authority that existed up to recent time – the Federal Migration Service, but now they are actively used by the Directorate on Migration of the Ministry of Internal Affairs of the Russian Federation. This situation confirms effectiveness of these acts. However, in future the improvement of legal regulation in the relevant sphere should be aimed at systematization of norms of the departmental acts through further norm-setting of the Ministry of the Internal Affairs of Russia, the newly issued orders of which should replace the outdated orders of the FMS, as migration situation tends to change constantly.

If we talk about migration laws in general, to date, a total of more than 700 normative acts regulate these issues. Moskalkova (2013) believes that it is a high time for creating a Migration Code, which would define all the concepts, prescribed forms of migration, tools related to the registration of foreigners, the issuance of quotas for employment, the order of accounting, fingerprinting, and other types of control. Such a document could streamline the multidimensional, and often self-contradicting regulatory framework.

Conclusion

Thus, modern migration is a complicated and multidimensional social and legal phenomenon and most often it is considered as one of the aspects of the demographic processes. However, it is possible to outline juridical aspect of migration, which is connected with a legal right of an individual to: a) move freely and select a place of stay and residence (internal migration); b) enter the country and leave its territory

(external migration). Legal situation poses a task of the legislative definition of the concepts of "external migration" and "internal migration". Migration legislation is the enormous array of normative acts of different legal force, due to which there are contradictions and difficulties of interpretation and law enforcement. It is necessary to consider a positive experience of foreign countries on consolidation of the migration legislation. The support of non-state organizations in creating centers of social, psychological and cultural adaptation of migrants is also seen necessary. In order to reduce a scale of internal migration, regional authorities have a task of creating new jobs. It will allow making public management of the migration flows more effective. The study showed that today in Russia there is no complete migration legislation, and there is no codified legislation on the migration issues as a whole.

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