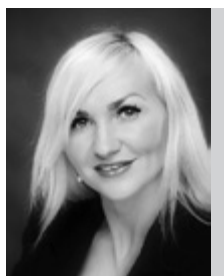


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«МЯГКАЯ СИЛА» КАК ИНСТРУМЕНТ МИГРАЦИОННОЙ ПОЛИТИКИ, ИСПОЛЬЗУЕМЫЙ РОССИЙСКИМИ ГОСУДАРСТВЕННЫМИ ОРГАНАМИ



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Аннотация

Статья акцентирует внимание на особенностях политики органов власти Российской Федерации в регулировании миграционных процессов, поскольку в данной сфере отношений имеется большой потенциал использования спектра «мягких» ресурсов. Проведен комплексный междисциплинарный анализ феномена soft power, его структуры и инструментария, а также методологических проблем концептуального анализа «мягкой силы» применительно к миграционным процессам.

Ключевые понятия:

«мягкая сила», органы власти, миграционная политика, идентичность.

The current stage of transformation of the geopolitical and economic situation in the Russian Federation is characterized by significant migration flows from neighboring states, which requires regulation at the national and regional levels. The need to develop a new regional migration policy that can successfully solve the problems of cultural, economic and legal adaptation of labor migrants, as well as contribute to strengthening of socio-cultural identity of indigenous citizens and migrants, adequate to modern challenges and based on the principles of interdisciplinarity, becomes obvious.

It should be noted that Russian governing bodies are beginning to recognize the need for action in this direction. Thus, “soft power” approach is used in the internal

and external migration policies of many states; so, increasing the motivation and interest of the population, the authorities are able to achieve the necessary result without pressure and threats, and often the result is more stable. In the Russian Federation this policy is manifested in the introduction of different language training programs, which are one of the main components of the integration policy in many developed countries, and often these programs are binding. To decide the problem of using soft power technologies as an instrument for regulating the migration policy used by the government authorities of the RF, it is necessary to carry out a comparative analysis of the content of modern soft power approaches in the sphere of migration processes.

Theoretical and methodological basis of study

The concept of soft power is now a major focus of interest of domestic and foreign academic circles, which is largely due to the growing role of intangible assets of countries in terms of increasing of their combined power in the post-industrial era. A comprehensive analysis of the soft power concept and the definition of the “soft power” strategy tool is presented in the works of J. Nye [13, p. 45], A. Simoni [8, p. 6] and Li Minghiang [12, p. 123]. The study of the soft power concept is particular true for the works of Gilles Lipovetsky [11, p. 213] and J. Baudrillard, who consider “soft power” in terms of temptation, thereby placing the emphasis on the main task of the strategy under the study – appeal for common people.

In the scientific literature, the term of “soft power” grew into a concept, that is, it is a multi-layer semantic structure that has an interpretive multiplicity. E.L. Katasonova defines the soft power as “the influence on the world through cultural and humanitarian activities” [6, p. 93], presenting the phenomenon in terms of a process that does not allow measuring soft power. The Russian Ministry of Foreign Affairs defines “soft power” as a comprehensive tool for solving foreign policy problems, but this definition also does not reveal the whole essence of soft influence.

Among the domestic researchers of the “soft power” concept should be named O.F. Rusakova [17, p. 34–67], V.M. Alpatov [1, p. 91–123], O. Borokh and A. Lomanov [3, p. 59], V.M. Kapitsyn [4, p. 75], D.M. Kovaleva [7, p. 131], O. Leonova [9, p. 33].

When carrying out socio-economic expertise of the need and the possibility of optimization of migration processes in the Sverdlovsk region, using “soft power” tools, we rested on the approaches, developed in a foreign scientific school, that study migration as: a method of capital accumulation (Pietro Reichlin and Aldo Rustichini) [15, p. 713], accumulation of human capital (Uwe Walz) [19, p. 1597], innovation and technology (Per Lundborg, Paul S. Segerstrom [10, p. 198], Lucas Bretschger Altonji, J., Card, D. [2, p. 216]).

Various aspects of the influence of the government authorities on strengthening the identity of migrants and the host population in a new social and economic reality was studied in the works of Waisman & Larsen [18, p. 25], who, on the example of immigrants in Sweden, show that the attitude towards migrants from the indigenous population influences on incomes and, in general, on the quality of immigrants life. Studies of Simpson, Simpson, Cruz-Milan [16, p. 380] showed, on the example

of USA, the influence of soft power technologies on the perception of illegal migrants by indigenous population. The same relationship was revealed by V. A. Ponizovsky, who analyzed the situation in 25 countries [14, p. 266] under the European Social Study (ESS). Saffron Karlsen & James Y. Nazroo [5, p. 76], revealed the problem of influence of soft power technologies on the ability of ethnic minority groups to feel themselves as a part of the host community. Thus, Western authors are deeply involved in studying various aspects of the influence of the use of “soft power” resources and instruments on the identification of alien migrants.

Results of the study

In May, 2016, in order to study the attitude towards migrants from five countries of Central Asia, 485 respondents from the metropolitan city of Yekaterinburg were selected in a research study supported by the Russian Foundation for Basic Research, which was carried out according to the quota sample, taking into account gender, age and areas of residence.

The development of the migratory processes in Yekaterinburg was facilitated by the relative ease in crossing borders, the ease of finding employment, the growing presence of diasporas, the mutual recognition of educational diplomas, and cultural and linguistic familiarity. High population growth in the countries of Central Asia was also an important factor. Accounting for illegal migration into Yekaterinburg is difficult and its extent can only be estimated. According to the Office of Migratory Affairs of the Russian Ministry of Internal Affairs for the Sverdlovsk region, 469 permits were issued to attract foreign workers; work permits were issued for 3941 people; 37,644 patents were issued, and in 2015, 47,710 patents were issued, including only 49 work permits for highly-qualified specialists.

The fastest-growing number of foreign workers was from the Central Asia region (Uzbekistan, Tajikistan, Kyrgyzstan).

Table 1 – Distribution of migrants in Yekaterinburg by sex and age groups for 2016 year

Age of migrants	Number of arrivals			Number of departures			Migratory increase		
	men and women	men	women	men and women	men	women	men and women	men	women
Total, including at the age of, years	119074	55606	63468	117550	54452	63098	1524	1154	370
At working age	87847	41912	45935	86290	40859	45431	1557	1053	504
Over working age	11287	3380	7907	11237	3309	7928	50	71	-21

From table 1, it can be seen that the increase in migration in 2016 is a result of the influx of women of working age and the outflow of men of working age. Migrant labour is usually in demand in workplaces characterised by poor or difficult working conditions, seasonal work and low wages, in which the local population is not interested. A significant portion of the migrants are employed in the informal economy; unregulated flows of migrants have created a favourable environment for the development of various concomitant forms of economic activity.

About half of the respondents mention poor economic conditions. Such reasons as ‘loss of work, inability to find work’ and ‘low wages and high cost of living’ are in second and third place (accounting for 37% and 36%). In Yekaterinburg, respondents named the following as reasons for migrating: moving in with relatives or friends (26%), the desire to move closer to relatives or friends (19%), aggravated ethnic relations at home (20%). Among the reasons that drove migrants from their homes were a desire to improve their level of education or the opportunity to give their children a good education (14%) as well as an unsettled situation in their home country and a lack of desire to live in the country, city or village from which the respondent came (8%). Urban identity as a whole occupies an insignificant place in the ideas respondents presented about themselves. Its share in the structure of social identity was around 3%, which is significantly lower than the subjective significance of gender (26%), professional (27%), age (24%), ethnic (12%) and national (6%) components. One likely explanation of this fact is the ‘peripheral’ character of urban identity that is brought to light in the study of the array of situations of social interaction, in which this component of social identity is a central determinant of people’s behaviour. As we know, the ‘peripheral’ components of social identity, unlike the ‘cross-situational’ components, emerge in a narrow range of social situations [5, p. 36] that fully characterise the urban identity of the individual (see table 2).

Table 2 – The specific weight of categories reflecting the spheres of interaction in which the urban identity is actualized and categories reflecting problem areas, typical for the actualization of urban identity.

Categories reflecting the spheres of interaction in which the urban identity is actualized		Categories reflecting problem areas, typical for the actualization of urban identity	
Unregulated interaction with strangers	0.208	Moral	0.657
Role interaction with strangers	0.198	Employment	0.038
Interaction in the family sphere	0.123	Legal	0.114
Interaction in the pedagogical sphere	0.039	Economic	0.181
Interaction in the professional sphere	0.039	Educational	0.010
Intimate-personal interaction	0.123	Medical	0.016
Interaction with authorities	0.217	Religious	0.021

The above results clearly show that urban identity is usually manifested in the context of problems in the observance of cultural traditions (0.55 of all answers) and moral standards (0.11). Comparing the data with similar indicators obtained in the study other components of personal social identity, we can observe the rather narrow issue of the manifestation of urban identity in the interaction of migrants and local residents of the metropolis.

The study revealed several of the most pressing problems that can be solved using soft power tools.

1. Attitude of the local community towards migrants. The study of linguistic and cultural adaptation of migrants shows that even young and educated Yekaterinburg citizens are oriented towards “disintegrating multiculturalism”, that is, they are ready to tolerate exclusively assimilated labor migrants if their cultural peculiarity is not manifested in public space.

2. Attitude of the media to migrants. According to the Federal Migration Service Directorate of the Sverdlovsk Region, the percent of crimes committed by migrants in the total mass does not exceed 1% of the total amount. However, today there is a disproportionate attention paid to these illegal actions in the press. It is necessary to change the information policy regarding migrants in the mass media.

3. Language and cultural adaptation of labor migrants’ children, who study in schools. Today, there is a situation when children of foreign citizens not only poorly learn the education program due to poor command of the Russian language, but also reduce the overall performance in the classroom.

Evaluation of the degree of application of soft power practices in the megacity of Yekaterinburg showed, that this policy for regulation of migration processes was manifested in the introduction of a significant number of language training programs. The policy of the soft power used by the government authorities in the city of Yekaterinburg made it possible to involve universities, which are traditionally carriers and conductors of scientific knowledge, in the implementation of this concept.

On December 1, 2012, a law came into force in Russia that obliges labor migrants who are employed in housing and communal services, trade and consumer services, confirm the knowledge of the Russian language by passing an appropriate exam. Responding to regional programs, a number of universities in Yekaterinburg have developed a program of interaction with all concerned parties that can influence the solution of migration issues at the regional level. These are the representatives of state governments, regional business, representatives of social organizations and representatives of expert community. The issues of creating a regional program for the retraining of teachers who work with students who do not know Russian well, issues concerning the development of new methods for teaching Russian in schools in mixed classes are the most actual. In addition to the development of special programs for teaching Russian as a non-native language for schoolchild, a network of Russian language schools is being created – the basic centers for social and cultural adaptation of migrants.

Work on all the identified problems in these areas is the incipient tradition of using “soft power” to strengthen the identity of the indigenous population and migrants, regulating the migration situation in the megalopolis as a center for the attraction of migrants.

Prospects for the development of this subject

Prospects for studying this problem can be related both to the expansion of the geography of such studies in the territory of the Russian Federation and to the deepening of the study of the influence of “soft power” technologies as an instrument of the migration policy of Russian government authorities.

The problem of optimization of migration processes using soft power technologies needs to be studied. The study of the types and forms of communication contacts between Russians and migrants, the impact of soft power on their result quality and effectiveness will be particularly important in the future. An analysis of the communication field of the region shows that ethno-cultural associations tend to become active subjects of mass communication with the aim of influencing public opinion. However, the forms and instruments of such influence often have the opposite effect compared to the planned one, exacerbating the situation in the region. Consequently, an important trend in further studying of the problem of equalization of migration processes will be a more integrated understanding of the “soft power” strategy in strengthening the identity of migrants and indigenous people, as well as determining criteria for assessing its effectiveness. A significant aspect of the study prospects is the scientific need for the formation of a single theoretical basis for the soft power concept, as well as the development of a single measuring and instrumental approach in the analysis of modern migration policy strategies.

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“SOFT POWER” AS A TOOL OF MIGRATION POLICY USED BY RUSSIAN GOVERNMENT AUTHORITIES

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Annotation

The article is focused on the aspects of the political strategies used by the authorities of the Russian Federation in regulating migration processes, since there is a great potential for using various “soft” resources in this sphere of relations. A comprehensive inter discipline analysis of the “soft power” phenomenon, its structure and tools, as well as methodological problems of the conceptual analysis of “soft power” with reference to migration processes was carried out.

Key concepts:

“soft power”, government authorities, migration policy, identity.