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DEVELOPMENT OF THEORETICAL POSITIONS ABOUT THE PERSPECTIVE STATE POLICY OF THE RUSSIAN FEDERATION ON ANTI-IMMIGRATION EXTREMISM

The article is devoted to the elimination of “white spots” in theoretical ideas about extremism caused by population migration, which in recent years has been increasingly manifested in migration relations, as well as “white spots” in theoretical ideas about state policy to counteract this socially dangerous phenomenon. It substantiates the need to introduce the concept of “migration extremism” and a number of closely related concepts into the political lexicon, which are defined by the author. The authors’ methodological approach to the formation of a long-term policy of the Russian Federation to counteract migration extremism is described.

Key words: *extremism, radicalism, migration process, migration extremism, extremist activity, national security of the Russian Federation, threats to national security.*

Currently, the problem of extremism is covered in numerous scientific works of both domestic [8; 4] and foreign [14; 5; 7; 1; 2; 11; 9; 13] scientists. However, the problems raised in them almost do not affect the phenomenon of “migration extremism,” which is closely related to the migration processes and, in the conditions of their activation, increasingly manifests its destructive consequences: the growth of crime among migrants; mass riots based on the radicalization of migration relations; violent actions of the local population against migrants and migrants against the local population, and others.

Given the socially dangerous nature of migration extremism, it is quite obvious that there is a need to develop a science-based state policy to counter this

phenomenon. Such policy should be based on theoretical provisions regarding migration extremism. We believe that in the context of increasing migration processes in the Russian Federation and the world, this need is becoming more and more urgent and requires a theoretical solution.

The specificity of migration of extremism is that it is directly connected with the subjects of the migration process (migrants, indigenous peoples, NGOs, relevant to migrants, etc.), it occurs only after aggravation of contradictions between them, bears the imprint of the severity of migration relations, depends on the peculiarities of the territories where migrants move and depends on the migration policy of the states and international organizations. Its manifestations, as a rule, cause a wide public response. This phenomenon does not appear outside of migration flows and migration relations.

It should be noted that migration extremism is characterized by a wide variety of its manifestations: in the political, violent, domestic, industrial and religious (confessional) spheres [10. P. 1262-1265; 8], it often occurs on the national and nationalistic grounds, penetrates into the spheres of economy and culture, sometimes the phenomenon manifests itself in the form of information and propaganda, organizational and other activities.

The root cause of hotbeds of migration extremism is acute contradictions that arise on the basis of “friend and foe” between migrants and the local population, migrants of different ethnic or religious affiliations, migrants and civil society structures, as well as other subjects of the migration process. Often, the indigenous population perceives migrants as “newcomers and strangers,” and migrants, in turn, often consider the indigenous population and migrants of other ethnic or religious backgrounds as “strangers.” This circumstance often becomes a reason for the emergence of hotbeds of radicalization of migration relations and the activation of extremist activities of subjects of the migration process.

Understanding the specifics of migration extremism allows us to conclude that this phenomenon can manifest itself in two substances, namely, in the radicalization of migration relations and extremist activities of the subjects of the migration process. According to the authors, these two integral parts of the manifestations of migration extremism, which characterize its specificity (isolation from extremism in general), should form the basis for the formulation of a logical definition of migration extremism. The authors offer the following definition of this phenomenon: *migration extremism is a socio-political phenomenon that occurs in migration processes, manifests itself in the radicalization of migration relations and extremist activities of the subjects of migration processes, posing a threat to the security of individuals, society, and the state.*

This definition uses terms that have not yet developed a clear scientific understanding. The first of them is “radicalization of migration relations.” This type of relations occurs in the depths of the migration process, when connections and dependencies are created between its subjects. Mutual perceptions of the migra-

tion process subjects are formed on the basis of the existing relations and dependencies. The range of perceptions is quite wide: friendly, neighborly, indifferent (neutral), dislike, hatred and hostility. According to the authors, the last three perceptions should be considered as a manifestation of radicalism in migration relations. Radicalism is not a permanent substance; as contradictions escalate, it moves from one state to another, more acute, and can be described as the radicalization of migration relations. The process of radicalization is manifested in the form of aggravation of relations between the subjects of the migration process, bringing them to the level of dislike, hatred and hostility.

Radicalization can develop not only vertically, as noted above, but also horizontally – moving to other subjects of migration relations. With this in mind, it is possible to formulate the following authors' definition. Radicalization of migration relations is the process of aggravating contradictions between the subjects of the migration process, bringing them to the extreme perceptions: dislike, hatred and hostility with the possible violent actions based on ethnic, religious and other intolerance, as well as the spread of radical sentiments to other subjects of the migration process.

Another component of migration extremism is the extremist activity of the subjects of the migration process. Let's give it the following definition: *it is proposed to understand the extremist activity of migration process subjects as practical steps taken by individuals, groups and organizations to illegitimately use violence, aimed at inciting dislike, hostility and hatred between the subjects of the migration relations based on ethnic, religious and other intolerance, creating an environment of fear and high risks of disrupting stability in society.* Given the high level of public danger from migration extremism, it seems appropriate to form a special direction of state policy—a policy to counter this phenomenon. However, the scientific community has not yet developed stable ideas about this policy, and a theoretical methodological approach to its formation has not been developed. This type of policy is not reflected in the encyclopedic literature, and it is not found in the political or legal acts: concepts, strategies, doctrines, or in the laws of the Russian Federation.

To reveal the concept of “state policy to counteract migration extremism,” we take the well-known concept of “politics,” formulated by V. I. Zhukov and B. I. Krasnov, which is proposed to understand as “activities of state bodies, political parties, social movements, organizations and their leaders in the sphere of relations between large social groups, nations and states, aimed at mobilizing their efforts to win political power or strengthen it by specific methods” [6. P. 64].

It seems that the basic political elements outlined in the definition should also be reflected in the definition of the state policy *on countering migration extremism, which, according to the authors, consists in the activities of authorized state bodies aimed at reducing the risks of radicalization of migration relations and countering the extremist activities of subjects of the migration process (radical*

individuals, groups and organizations), as well as minimizing (eliminating) the consequences of extremist activities. We believe that this definition will help to form a primary understanding of this type of policy, which may be refined in the course of further research.

The objects of this type of policy are foreign States and international organizations, migrants, local populations, local governments, civil society structures, and employers who use migrant labor. Subjects are state bodies at the federal and regional levels with the authority to form and implement such policies both within the country and abroad.

The main goal of the state policy on countering migration extremism is to ensure the security of the individual, society and the state from the threats emanating from this phenomenon. Understanding the possible ways to achieve this goal allows us to identify three priority policy areas: 1) countering the radicalization of migration relations; 2) countering the extremist activities of individuals, groups and organizations that are subjects of the migration process; 3) eliminating (minimizing) the consequences of manifestations of migration extremism.

Countering the radicalization of migration relations is currently not a theoretically developed topic. In our opinion, effective counteraction can be implemented in two main organizational forms: 1) maintaining the radicalization of migration relations at an acceptable low level (friendly, neighborly, neutral (indifferent) relations); 2) deradicalization of migration relations.

The need to maintain the radicalization of migration relations at an acceptable low level is caused by the need to restrain the process of radicalization for a long time in a state of neutral, good-neighborly and even friendly relations, to prevent radicalization from reaching the level of hostility, hatred and hostility. Based on this, it is proposed that the process of maintaining the radicalization of migration relations at an acceptable low level *should be understood as a purposeful management activity of the state and other subjects of the migration process to maintain an acceptable low level of radicalization of migration relations in a state of friendly, good-neighborly, neutral (indifferent) relations, preventing radicalization to the level of dislike, hatred and hostility.*

Measures to maintain the radicalization of migration relations at an acceptable low level include: constant monitoring and assessment of the degree of radicalization of migration relations; familiarization of migrants with the migration legislation of the receiving country; warning of the subjects of the migration process about the inadmissibility of extremist activities, and many other measures.

Consolidation of the activities of all subjects of the support process (authorized state bodies at the Federal and regional levels, local governments, public organizations working with migrants, etc.) on the use of the measures listed above, constitute the organizational content of this form.

The need for *deradicalization of migration processes* due to high risk of exit of the process of radicalization within the acceptable low level and need manage-

ment structures to repay the hotbeds of radicalization, lead migration relations in the centers in the state of neutral, good-neighborly and even friendly, it does not prevent the spread of radicalization process on other subjects of migration relations. Currently, science and practice do not designate the term “deradicalization of migration relations,” which reflects a specific management process, so it is proposed to introduce this term into scientific use and formulate the concept.

We suggest that *deradicalization of migration relations should be understood as purposeful management activities of the state and other subjects of the migration process aimed at reducing the level of aggravation of migration relations, bringing them to a safe state: neutral, good-neighborly and even friendly (the process of reverse radicalization of migration relations).*

The goal of deradicalization: through consolidated actions of the subjects of the management process, to launch process opposite of radicalization – the transfer of radical migration relations to a state of neutral (indifferent) relations. In our opinion, the de-radicalization of migration relations can be carried out through political, economic, social, cultural, legal special and other measures.

Thus, political measures should include: the development of state acts in the field of de-radicalization of migration relations; organizational activities of the state to consolidate the efforts of Federal and regional state bodies, local governments, non-profit organizations, civil society structures, including the church, to reduce the level of radicalization of migration relations, etc.

Economic measures include: allocation of material and financial resources to resolve conflicts that have caused radicalization, identification and closure of channels through which illegal activities of individuals, groups and organizations aimed at inciting contradictions in migration relations are financed, and other economic measures.

It is proposed to include the following social measures: improving the quality of adaptation and integration of migrants and their socialization; destruction of enclave stay, residence of migrants; development and implementation of social programs that contribute to the deradicalization of migration relations and other social measures.

It seems appropriate to refer to cultural measures: increasing the promotion of tolerance among participants in migration relations, as well as the moral principles of behavior of both migrants and the local population, provided they live in the neighborhood; creation of discussion platforms to discuss the problems that caused the radicalization of migration relations and ways to deradicalize them, as well as other cultural measures.

Legal measures, in our opinion, should include the development of normative and legal acts that give the subjects of migration relations legal functions and powers aimed at their deradicalization activities.

Special measures may include: increasing monitoring and assessment of the level of radicalization of migration relations in places where migrants settle; establishing the causes of radicalization and identifying its instigators, as well as

their isolation; applying mechanisms for criminal prosecution and forced removal, and other special measures.

We believe that in the future, the de-radicalization of migration relations can become one of the important directions of the state's policy in countering the radicalization of migration relations.

The next important area of countering migration extremism is related to *countering extremist activities in the migration sphere*. Work in this direction is regulated by Russian normative legal acts [3; 12] and implies the solution of three subgroups of tasks.

The first subgroup of tasks is to prevent extremist activity in migration processes, including the identification and subsequent elimination of the causes and conditions of extremist activity.

The second subgroup of tasks is focused on detecting, preventing and suppressing extremist activities in the context of increased migration processes. Federal law No. 114-FZ of 25.07.2002 "On countering extremist activity" specifies measures to address the first and second groups of tasks [3].

The third direction of countering migration extremism provides for *minimizing (eliminating) the consequences of extremist actions*: restoring order and law in migration relations; punishing the perpetrators of mass riots that arose on the basis of migration extremism, and criminals-extremists; eliminating the causes of extremism in migration processes, and other tasks.

Thus, the theoretical positions formed in the article about migration extremism and its components eliminate the "white spots" in the theoretical understanding of these phenomena. Based on these concepts, it is possible to develop a methodological approach to the formation of a state policy to counteract migration extremism, including three priority areas of state policy: 1) counteraction to radicalization of migration relations; 2) counteraction to extremist activities of subjects of the migration process; 3) elimination of consequences of manifestations of migration extremism. Implementation of the first direction is advisable in two organizational forms: maintaining the radicalization of migration relations at an acceptable low level and deradicalization of migration relations in cases of the emergence of foci of radicalization. It is advisable to implement the second priority direction in the following areas: detection, prevention and suppression of extremist activities.

We believe that the provisions formulated in this article can become a theoretical and methodological resource for the formation of a long-term policy of the Russian Federation to counteract migration extremism.

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