

# Comparative analysis of the legislation of the European Union and the Russian federation in the field of protection of the rights of forced migrants

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**Abstract**—The aim of the study is to comprehensively comparatively analyze the laws of the European Union and the legislation of the Russian Federation in the context of forced migration and to identify the existing ones in it gaps. The work used scientific methods of analysis and synthesis, analogies, systemic, formal-logical and dialectical. As a method of knowledge, the formal legal and comparative-legal method of cognition was used as a private-scientific method. European Union law has shown that the EU is on the lookout for more effective legal tools to deal with the reception of third-country nationals and state asylum seekers seeking asylum on their territory. The study of the situation in Russia shows that Russian Federation a holistic system of asylum for foreign nationals and stateless persons based on universally accepted norms of international law and, above all, the provisions of the 1951 Convention on the Status of Refugees has been established and the Protocol to it in 1967 including system for granting the status of internally displaced persons. The analysis suggests that The European asylum system has faced both technical difficulties in identifying asylum seekers anticonceptual this regard, the reform of the Dublin system to create a fair and sustainable distribution among EU member states of asylum seekers, perhaps will be an effective mechanism to reduce the pressure on countries who have received the most .At the same time, the legislation Russian Federation Also badly needed to systematize and modernize, taking into account the priority areas of development of favorable conditions for economic, social and legal guarantees to protect the rights and legitimate interests of foreign nationals and stateless asylum seekers or asylum seekers in the Russian Federation.

**Keywords**—forced migration, asylum seekers, refugees, internally displaced persons, EU forced migration

**legislation, Russian migration legislation, forced migration rights migrants**

## I. INTRODUCTION

The exacerbation of political crises in the Arab states (Libya, Iraq, Egypt, and Syria) has led to a large-scale flow of forced migrants into Europe. Office of the United Nations High Commissioner for Refugees (UNHCR) notes the rise of global forced displacement of the 65.6 million forced 22.5 million migrants were refugees, 2.8 million were asylum seekers and 40.3 million were internally displaced persons . According to Eurostat, the most common countries of [1] asylum in 2017 were Germany (122,800), Italy (83,100), France (50,800), Greece (27,100) and the United Kingdom (18,800). Afghan and Iraqi citizens, as in 2015, are among the most common asylum seekers [2].

Germany, France, Spain, Spain and Italy were the most common countries in 2018, according to Eurostat. Prompted EU member states to develop a unified approach to the reception and legal situation of forced migrants and led to the development of a common EU policy on issues Asylum.

The Russian Federation has also faced the mass arrival of foreign nationals from the territory of the neighboring state, especially from Ukraine, which has necessitated a number of urgent measures related to the accommodation of forced migrants by subjects of the Russian Federation, their social and domestic settlement, providing targeted assistance to certain categories of persons, vaccination and medical care, etc. The government in 2014-2016, the Russian

Federation adopted more than 50 regulations establishing the procedure for the organization of accommodation and life support in Russia of Ukrainian citizens.

In the EU's existing founding documents, the unified approach of member states to the reception and determination of the legal status of persons in need of protection is defined as "general asylum policy, additional protection and temporary protection." [3].

The general asylum policy, which provides uniform asylum rules, is established through supranational acts of European institutions. Depending on the specifics of the regulatory issues, either regulations, i.e. direct action, or directives, i.e. the basis of legislation under which EU member states are obliged to cite national acts and by-laws in the area of forced migration. Do not deprive EU member states of the right to establish more favorable provisions at the national level for stakeholders and do not prevent them from doing so. States to grant asylum in cases other than those provided in the directives.

On the same policy on asylum is addressed to citizens of third countries and their stateless persons. European Union member states have agreed to limit the possibility of seeking asylum in each other's territory as much as possible. In implementing the overall asylum policy, the EU is required to abide by international treaties on forced migration, and above all the 1951 Geneva Convention on the Status of Refugees and the 1967 Protocol to it.

The grounds for granting asylum (international protection) in EU member states, as well as the status of those who have received it, enshrine the 2011/95/EU Directive of the European Parliament and the Council of 13 December 2011 on the standards for the qualification of third-country nationals or stateless persons as beneficiaries of international protection, under the same status for refugees or for persons entitled to additional protection, and on the content of the protection provided [4]. EU law provides for two types of asylum: protection as a refugee and additional protection.

The first type of protection (refugee status) is the main form of international protection based on the provisions of the universal international treaty in this area - the 1951 Geneva Convention on the Status of Refugees and the 1967 Protocol to it. The 2011/95/EU Directive reproduces key provisions of the Geneva Convention, complementing them with rules that detail the conditions for obtaining refugee status in EU member states. In accordance with the 2011/95/EU Directive, the beneficiaries of international protection, i.e. persons granted refugee status or additional protection status, have the following rights: non-refoulement", the right to access to information, the right to family reunification, the right to work, the right to access to education, the right to social and health care, the right to access to provision of living quarters, the right to access integration programs.

Standards for asylum applicants (international protection) in the EU are set by the European Parliament and Council Directive 26 June 2013 on setting standards for the admission of applicants for international protection [5].

Directive 2013/33/EU provides for the granting of applicants a set of personal, socio-economic and cultural rights, namely: freedom of movement within the territory of the host state, access to education, access to the labour market is not later than 9 months from the date of application for international protection, access to vocational training, the right to medical care, the right to appeal against the decisions of the authorities, the right to material conditions, including the provision of residential Room. For example, in the case of *M.S.S. v. Belgium and Greece*. The European Court of Human Rights (ECHR) found that Greece had failed to take appropriate action against asylum seekers in light of its obligations under EU law, which led to the claimant's plight, resulting in the claimant's [6] plight, resulting in a created a situation that was a violation of Art. 3 European Convention on Human Rights (ECHR).

The second type of international protection is additional protection. This type of protection can be expected to be protected by third-country nationals who do not meet the conditions for refugee status but who need international protection. In order to obtain additional protection, as well as for refugee status, it is necessary to reasonably prove the facts to suggest that a person in the country of origin will face a real risk of serious harm. I would like to pay special attention to access to the labour market and to integration programs. As practice shows in many European countries, access to the labour market is partial. First, there is a certain waiting period, in some countries, for example in Portugal the waiting period is 1 month, in countries such as Denmark, Spain six months and 9 months in France, Hungary. Secondly, there are restrictions on sectors of the economy and professions, so in the UK access is allowed only to professions from the list of scarce, in France closed access to public service and individual professions, in Austria access to tourism and education is limited. Thirdly, asylum seekers must pass labour market tests, such tests are practiced in Germany, France, Great Britain, and Switzerland.

In the case of the Russian Federation, our country is currently granting asylum to foreign nationals and stateless asylum seekers on its territory by: recognition as a refugee; granting temporary asylum; granting political asylum. The Russian Federation's legislation on forced migration includes the following legal instruments: the Constitution of the Russian Federation, Federal law on refugees of the Russian Federation (with changes and additions), Russian Federation Law of February 19, 1993 N 4530-I "On DISPLACED Persons" (with changes and additions), P The Russian Federation's "On the Procedure of Granting Political Asylum" has been approved by Decree of the President of the Russian Federation of

July 21, 1997 No.746 (with changes and additions of July 12, 2012).

Under the Federal Refugee Act, refugees and family members who have arrived with them have the following rights: p.a., assisting to enter the Russian Federation, leaving the Russian Federation, leaving its territory, moving through tuna role in providing information support; The area of housing, security, and the use of utilities and other services; health, education, social protection and employment, not participate in social activities on a par with Russian citizens, no appeal against the actions and decisions of state and local governments, their officials to a higher authority or directly to the court. I would like to draw special attention to the fact that refugees do not need a work permit for employment in the Russian Federation, and their employer in case of an employment contract or the customer of work/services. When there is a civil contract for the performance of work/services not required to obtain permission to attract and use foreign workers. To obtain the status of foreign highly qualified professionals and, accordingly, to take advantage of the preferences granted to this status, as the status of the WCC is confirmed by obtaining a work permit, from which they released under the law.

A separate category of forced migrants is those who have been granted political asylum in the Russian Federation. A person granted political asylum enjoys rights and freedoms in the territory of the Russian Federation and has responsibilities on a par with its citizens, except as set for foreign nationals and stateless persons by the federal Russia's law or international treaty.

Persons who have been granted temporary asylum are the independent category of forced migrants in the Russian Federation. The granting of temporary asylum to a foreign national or stateless person in the territory of the Russian Federation is governed by the federal law on refugees of 19 February 1993 No.4528-I (with the iz. and add. December 22, 2014). With regard to the rights and responsibilities of a [7] person granted temporary asylum, such a person and his family members who have arrived with him are subject to the rights and obligations established in section 6 of the Federal Refugee Act, in addition to the right to receive a lump sum benefits.

The special category of forced migrants in the Russian Federation is the internally displaced. The rights and responsibilities of internally displaced persons are defined in Article 6 of the Russian Federation's IDPS Act. In accordance with paragraph 1 of this article, a displaced migrant has the right to choose his own place of residence in the Russian Federation; to reside with relatives or other persons, subject to their consent to cohabitation, regardless of the size of the living space occupied by relatives or others; in the absence of the possibility of independently determining their new residence in the territory of the Russian Federation to get in the territorial body on migration of the Interior Ministry of the Interior Ministry of the Ministry of Internal Affairs

of the subject of the Russian Federation, a referral for residence in one of the Centres for temporary accommodation of internally displaced persons, where there are vacant places (up to 3 months of residence) or in housing from the housing stock for the temporary settlement of internally displaced persons, which can be granted for a period of time of the status in accordance with the decree of the Government of the Russian Federation of January 22, 1997 No. 53 "On the approval of the Model Provision on the Temporary Accommodation Centre of the Forced migrants," November 8, 2000; November 8, 2000 No. 845 "On the Approval of the Regulation on Housing of IDPs in the Russian Federation" and of January 26, 2006 No. 42 "On the approval of the Rules of classification of housing to a specialized housing stock and model employment contracts specialized accommodation" and to receive assistance in ensuring travel and baggage from the place of registration of the application to the new residence or to the place of residence [8].

Thus, it can be concluded that as a full member of the international community and having made a number of humanitarian commitments, the Russian Federation has developed a set of legal instruments regulating relations in the asylum, which generally meets international standards in this area.

## II. MATERIALS AND METHODS

Speaking of domestic scientific studies specifically devoted to the study of the problems of forced migration, it should be noted that the research is within the framework of the normative approach. This approach is widely presented in the works: N.A. Voronina "International Law and Migration Law of CIS Countries: (Historical and Legal Analysis)" (2015), V.A. Volokh "Formation and implementation State Migration Policy of the Russian Federation in the field of forced migration and asylum" (2007), A.Y. Yastrebova "International Legal Mechanisms for Migration Regulation: Doctrinal approaches and experience of the Russian Federation" (2017).

A significant contribution to the evolution of the scientific concept of international legal regulation of forced migration has been made by such works as "Refugee Status in International Law" by G.S. Goodwin-Gill (1997), " International Legal Regulation of Migration" by E.V. Kiselyova (2017), "Russia's Migration Law: Theory and Practice" by T.Y. Khabrieva (2008).

The methodology of the study is presented by general scientific methods of analysis and synthesis, analogy, systemic, formal-logical and dialectical. Historical and legal methods, as well as methods of analysis and synthesis, legal interpretation and legal modeling.

## III. DISCUSSION

The study showed that to date a number of certain requirements and international standards for asylum have been established, which must be respected by all countries parties to the 1951 Convention and the 1967 Protocol, to ensure that the legal status of a refugee is

promptly and fairly defined. However, with the exception of only a few provisions, they are not legally binding and are therefore only advisory. The State has the discretion to determine the grounds and procedures for granting asylum, on the basis that international law does not impose such a duty on it, but merely calls for the principles of humanism to be followed and granted. People in need.

Universal international legal instruments do not clearly formulate and interpret the provisions governing the status of persons to whom these documents are not covered and which are removed from their scope. In our view, this must be done so that there is no disagreement in deciding whether or not to grant refugee status to a person.

Unfortunately, international acts do not legislate the concept of "asylum seeker", so from our point of view it is necessary to legislate this concept and their legal status, in order to use as an alternative international legal status of refugees, which would speed up the development of uniform treatment of such persons at the national level.

One of the pressing problems associated with determining this category of forced migrants as refugees has been the availability not only of the many international instruments defining their status, but also of the introduction of various additional criteria to national legislation in this area. This has both positive and negative aspects. Improve refugee legislation. The lack of a uniform approach to the definition of "refugee" has a negative impact on the legal situation of refugees. This results in some categories of persons not meeting the definitions of major international agreements (e.g. "persons in need of international protection") being included in the term "refugee" while other categories of forced migrants are excluded 1951's Convention on the Status of Refugees and is without legal protection. In this regard, we believe it is appropriate to broaden the convention definition of "refugee" by adding to it by the wording of persecution and the inclusion of a list of acts relating to mass and permanent activities on the list of causes of involuntary exodus. Human rights violations and situations of military conflict. In addition, there must be a clear link between the commitments of the host country and the capacity of the international community as a whole, especially when it comes to moving to a third safe State.

Analysis of European Union law has shown that the EU is looking for more effective legal tools to deal with the reception of third-country nationals and stated asylum seekers on their territory. In 2016, the European Commission initiated a new large-scale reform related to the weakness of the European asylum system. At the moment a draft regulation of the European Parliament and the Council on the establishment of criteria and mechanisms to determine the member state responsible for reviewing an application for international protection filed in a member State by a third-country national or stateless. Under the new regulations, it is envisaged that a

permanent corrective mechanism for the distribution of asylum-seekers between States will be established.

Analysis of the legislation of the Russian Federation showed that since the accession of the Russian Federation to the UN Convention on the Status of Refugees in 1951, a holistic system has gradually been formed in our country asylum for foreign nationals and stateless persons, based on generally accepted norms of international law, and, above all, on the provisions of the Convention, there is also a system of provision of i.e. This can be confirmed not only by the admission, but also by the successful integration of hundreds of thousands of refugees in our country.

#### IV. RESULTS

According to Eurostat, 1,255,600 first-time asylum seekers were registered in 2015, mostly from Syria, Afghanistan and Iraq. More than a third of asylum seekers applied to Germany for assistance: 441,800 applicants (35% of the total member states) were registered there, followed by Hungary (174,400, or 14%), followed by Sweden (156,100, or 12%), Austria (85,500, or 7%), Italy (83,200, or 7%) Compared to 2014, the number of asylum seekers increased the most in Finland (822%), which outpaces Hungary (323%), Austria (233%), Belgium (178%), Spain (167%) and Spain (167%). Germany (155%) [9].

As for the data on the Russian Federation, in 2015, the territorial authorities of the Russian Navy received 1,358 applications for recognition of refugees from foreign nationals, 151,131 applications for temporary asylum from 60 countries. Among those who applied the largest number are citizens of Ukraine (about 130,000 people, or 98.0%), Syria (1.4 thousand people, or 1.1%) and Afghanistan (1.1 thousand persons, or 0.8%). 99.0% (149,550 people) [10].

An analysis of EU forced migrant rights legislation has shown that the Dublin System for The Regulation of Forced Migration uses a universal convention definition of "refugee" because of the participation of all member states in the 1951 UN Convention on the Status of Refugees and the 1967 Protocol, as well as the principle of "non-refoulement" (as an example, the case of *Abdullah v. Minister of Justice*) by the Civil Court of Malta decided that Malta's deportation to Libya of asylum seekers who then were imprisoned and tortured, violated Art. 3 ECHR, as well as Art. 36 Of the Maltese Constitution; [11] In Responsibility for the initial stay and the procedure for recognizing refugee status for the First State (asylum), up to the return of foreign nationals by other Member States to its territory; union-formalized positions on the reception of asylum seekers, which are related to certain political assessments of the EU's situation of exodus from a particular country's European countries are working hard to harmonize the terms of admission and respect for the rights of forced migrants established by the EU Directives, provide broad material support, develop integration programs for refugees, but not always the measures taken are effective.

The study showed that with the introduction of the institution of temporary asylum in the Russian Federation, there was a real possibility of solving the problem of temporary legalization of victims of inter-ethnic conflicts, ensuring security persons and the ability to find a solution in difficult situations. Temporary asylum allows for avoiding acute issues in the granting of political asylum, as disputes with other States are not excluded. For example, former CIA technician Edward Snowden in June 2013 gave the Washington Post and The Guardian a number of classified materials about the surveillance programs of the U.S. and British intelligence agencies on the Internet was in the transit zone of Moscow's Sheremetyevo airport for a year. In the U.S., he was accused of intentionally transferring classified data to intelligence agencies of other countries and a number of other crimes, and Snowden faced up to 10 years in prison on each count. On July 1, 2013, he applied for political asylum in the Russian Federation, and on July 16, 2013, he applied for temporary asylum. In August 2013, Edward Snowden was granted temporary asylum. In the U.S., he was accused of intentionally transferring classified data to intelligence agencies of other countries and a number of other crimes, and Snowden faces up to 10 years in prison on each count.

In our view, by granting Mr. Snowden temporary asylum, the Russian Federation strictly complied with international law and fully complied with the international obligations of protecting asylum seekers in the persecution for political beliefs [12].

It should be noted, however, that some provisions relating to the regulation of the status of temporary asylum-seekers are underdeveloped in the Federal Refugee Act, for example, the fate of persons granted temporary asylum is not decided after the expiration of the status. The rights and obligations of persons who applied for temporary asylum or received temporary asylum are enshrined only in the Russian Government's Resolution of 09.04.2001 N 274 (ed. 25.05.2017) "On the granting of temporary asylum in the territory (together with the "Order of Temporary Asylum in the Territory of the Russian Federation" "The Regulation on the Certificate of Temporary Asylum in the Russian Federation"), rather than article 12 of the Federal Law on refugees" is highly questionable, as human rights and responsibilities need to be enshrined at the legislative level.

And the legal status of those granted political asylum in the Russian Federation allows us to assert that the Russian Federation as a whole adheres to uniform standards with other democratic states. It should be noted; however, that the legal regulation of the status of persons granted political asylum, unlike other categories of forced migrants, does not have special legislation and in Russian practice the granting of status political asylum was not widespread.

Thus, from our point of view, asylum legislation needs to be systematized and modernized to prioritize the development of favorable conditions for economic, social and legal safeguards to protect rights and the

legitimate interests of foreign nationals and stateless persons (foreign nationals) who are seeking asylum or who have been granted asylum in the Russian Federation. Legislation that would comprehensively regulate asylum relations based on the priority of constitutional rights and freedoms of the individual and the citizen. In this regard, the adoption of the Bill on Asylum in the Territory of the Russian Federation is extremely relevant, the bill should reflect the experience of legal regulation of the definition of refugee status over the past two decades, at the same time, is designed to solve the accumulated problems in the asylum system in the Russian Federation, including those related to the suppression of the abuse of foreign nationals arriving in the territory of the Russian Federation Federations in mixed streams, the right to seek asylum, which, taking into account the events taking place in the world, the fight against terrorism and international crime, will contribute to the security of the State and public order.

The adoption of the bill will have positive political, socio-economic and other consequences, as it will improve the functioning of the asylum system in the territory of the Russian Federation, while simultaneously putting barrier to the abuse of the right to asylum by foreign nationals.

## V. CONCLUSION

The study showed that a system of international legal acts has now been established to enshrine the right of everyone to seek refuge from persecution, minimum standards for the humane treatment of these persons, and States have separate obligations to grant legal refugee status to persons who meet the requirements of international law. The definition of "refugee" is constantly changing at both the international and national levels. This fact has both positive and negative aspects. On the positive side, more than half a century has passed since the 1951 Convention and the Protocol was adopted, the situation has changed, and States have sought to improve refugee legislation. Refugees lack a uniform approach to the definition of "refugee". This leads to the fact that some categories of persons who do not conform to the definitions of major international agreements, such as "persons in need of international protection", are included in the term "refugee" and other categories of forced migrants are excluded from the 1951 Convention. And the Protocol to it of 1967 and, accordingly, deprived of legal protection.

Analysis of European Union legislation showed that the EU has created a single asylum system, which includes uniform status of asylum for third-country nationals, uniform status of additional protection for third-country nationals, standards for the admission of persons in need of protection. Since 2016, a major reform of European law has been initiated, which includes guaranteed access to asylum for those in need; the provision of a common asylum procedure; the creation of a Single status for asylum, as well as for additional protection; Improving cooperation among member states in the practical area; Providing rules to

determine the responsibilities of member countries, as well as mechanisms to support solidarity; guaranteed consistency of asylum with other political measures related to international protection.

As a full member of the international community and having made a number of humanitarian commitments, the Russian Federation has developed a set of legal instruments regulating asylum relations, the provisions of which in the generally comply with international standards in this area [13].

The established legislation in the Russian Federation in the field of forced migration establishes the grounds and procedure for recognizing a person as a forced migrant - a refugee, an internally displaced person, a person who has received temporary or political asylum, enshrines economic, social and legal guarantees of protection and respect for their rights in accordance with the Russian Constitution, generally accepted principles and norms of international law.

The study concluded that with the introduction of the institution of temporary asylum in the Russian Federation, there was a real possibility of solving the problem of temporary legalization of victims of inter-ethnic conflicts, ensuring security persons and the ability to find a solution in difficult situations. Temporary asylum allows for avoiding acute issues in the granting of political asylum, as disputes with other States are not excluded.

But at the same time, the analysis of Russian legislation revealed significant shortcomings: difficulties in accessing the procedure of recognition of a refugee, problems associated with the documentation of this category of persons, difficulties associated with the refusal of the person to consider applications on the merits of obtaining/having a permanent residence permit in Russia or marrying a Russian citizen, problems arising in asylum-seekers from the moment they apply for refugee recognition. The authors of the study have prepared several proposals to optimize Russian legislation in respect infesters of forced migrants. These proposals are primarily aimed at: optimizing the asylum procedure; modernizing the asylum system by passing the Asylum Bill in the Russian Federation Federations; Enshrining basic principles for the protection of asylum seekers, such as confidentiality and the principle of "non-refoulement", including non-return; detailing the grounds for granting temporary asylum as a form of additional protection; enshrining the basic principles of protecting refugees and asylum seekers.

Thus, a comprehensive comparative analysis of the regional mechanisms of international legal regulation of forced migration, existing at the Council level, was carried out European Union and the Russian Federation. The provisions and conclusions contained in this study can be used by the Russian Interior Ministry, The Russian Foreign Ministry and other interested state authorities, civil society institutions to improve the Russian Federation's regulatory framework on migration and human rights, in particular, improving federal legislation on the status of refugees

and internally displaced persons, granting political and temporary asylum.

#### ACKNOWLEDGMENT

The authors of the study express gratitude to the Director of the Institute of Public Administration and Law of the State University of Management, Doctor of Economics, Professor G.R. Latfullin for supporting the publication of this article.

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