

Expert Estimation of Effectiveness of Social Work with Migrants in Russian Government Institutions and Non-Profit Organizations

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Introduction. The main challenge faced by many migrants is problems arising during the integration in host communities. Social work with migrants and their families in Russia is an important area. However, up to now, a systematic understanding of what methods of social works used in government institutions and non-profit organizations with migrants are effective is still lacking. The purpose of the research is to study the state of social work with migrants in Russia and to identify the risk factors and the problems in the course of adaptation and integration of migrants into Russian society.

Methodology and sources. Data for this study were collected using the qualitative method of a survey to assess the practices of social work with migrants. Semi-structured interviews (30 interviews) were conducted in 2017–2019 in St Petersburg, Moscow and Kazan with employees of professional centers for work with migrants, scientists specializing in the study of migration processes in their various aspects, and organizers of regular events (seminars, conferences) on this topic. Sampling was formed using the snowball method to select the most qualified specialists and practitioners. The number of interviews made it possible to cover various areas of social work with migrants, both in government structures and in non-profit organizations, and to examine both the practice of social work and the management sphere. Processing of results was conducted using the method of expert assessments.

Results and discussion. According to the results of interviews, authors identify that the effectiveness of the social works in this sphere is determined by different components of integration with the host community: legal literacy of foreign citizens, increasing their legal security, improving access to health care and education, to housing and the labor market, improving the professional skills of migrants and their knowledge of the Russian language, history and socio-cultural foundations of Russian society.

Conclusion. Based on expert assessments, the most effective practices of social work with migrants in the process of adaptation were identified: legal advice, orientation courses, mobile counseling points where migrants can get advice from a social worker, a lawyer, and a doctor, and mobile applications integrated with state and non-state organizations. The results obtained show that the role of non-profit organizations (national cultural organizations for the preservation and development of cultures, the House of Friendship of Peoples) is growing.

Key words: expert, expert assessments, migration, migrants, social work, migration policy, work with migrants.

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Экспертная оценка эффективности социальной работы с мигрантами в российских государственных учреждениях и некоммерческих организациях

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Введение. Социальная работа с мигрантами и их семьями в России является важным направлением государственной политики. Однако до сих пор отсутствует системное понимание того, какие методы социальной работы с мигрантами, используемые в государственных учреждениях и некоммерческих организациях, наиболее эффективны. Целью исследования является изучение состояния социальной работы с мигрантами в России и определение рисков и проблем в ходе адаптации и интеграции мигрантов в российское общество.

Методология и источники. Данные для исследования были собраны с использованием качественного метода оценки практик социальной работы с мигрантами. Полуструктурированные интервью (в количестве 30) были проведены в 2018–2019 гг. в Санкт-Петербурге, Москве и Казани с сотрудниками профессиональных центров по работе с мигрантами, с учеными, специализирующимися на изучении миграционных процессов, и организаторами регулярных мероприятий (семинаров, конференций) на эту тему. Выборка формировалась методом снежного кома. Количество проведенных интервью позволило охватить различные направления социальной работы с мигрантами, как в государственных структурах, так и в некоммерческих организациях, а также рассмотреть как практики социальной работы, так и управленческую сферу. При обработке данных использовался метод экспертных оценок.

Результаты и обсуждение. В результате исследования выявлено, что эффективность социальной работы с мигрантами определяется следующими обстоятельствами: улучшением информационной осведомленности и правовой грамотности иностранных граждан, повышением уровня их правовой защищенности, улучшением доступа к услугам здравоохранения и образования, помощью в поиске жилья и трудоустройстве, повышением профессиональной квалификации и совершенствованием знания русского языка, истории и социально-культурных основ жизни российского общества.

Заключение. На основе экспертных оценок определены наиболее эффективные практики социальной работы с мигрантами: юридические консультации, адаптационные курсы, мобильные консультационные пункты, а также мобильные приложения, интегрированные с государственными и негосударственными организациями. Полученные результаты показывают, что возрастает роль некоммерческих организаций (национальных культурных организаций по сохранению и развитию культур, Домов дружбы народов), которые помогают мигрантам быстрее и эффективнее адаптироваться к новым условиям и интегрироваться в принимающее сообщество.

Ключевые слова: эксперт, экспертные оценки, миграция, мигранты, социальная работа, миграционная политика, работа с мигрантами.

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Introduction. Migration processes lead to the transformations in society and either perform significant social functions, contributing to the preservation of socio-political stability or lead to some dysfunctional changes. Migration today is one of the most topical social processes considered at various levels: from the international high-level dialogue on migration with the participation of the UN (UNGA resolution 66/288) to decisions at the level of countries and regions. There is a great variety of migration flows caused by changes in social, economic, political, demographic conditions in different regions of the world.

International migration makes a significant contribution to the economy of host countries, complementing the local workforce and filling the labor shortage. At the same time, migrants in the host community are facing challenges in adapting and socializing to the new environment as lack of knowledge of the host country language, its legislation, especially in the field of labor relations, rules of stay and obtaining official status, obtaining the necessary legal and social assistance, including unfamiliar culture and the household way. Integration should be seen as a natural outcome of the process that allows a migrant to live independently of external support and obtain a social status that ensures his or her stability including the permanent employment, social support, permanent dwelling, and education for children [1]. The institutions of social work with migrants on the state level and level of non-government organizations have a significant role as a guarantee of the human rights protection and provide contributions for the successful integration of migrants in the host society because the rights of migrants and national jurisdictions appear to be closely [2].

The study of migration by the methods of sociological science is started by T. I. Zaslavskaya, who singled out three phases of the migration process: the decision to resettle, self-movement and adaptation in the new environment, and revealed that the individual's stereotypes and social attitudes influence the population's migration behavior [3]. According to A. A. Lakomova, a migrant chooses a strategy of behavior, a scenario of adaptation and integration, based on the problems that he/she faces [4]. In this regard, the urgent adaptation of migrants requires the identification and study of emerging problems of migrants and their families in the host country. For example, researchers note the following aspects of migration experience identified during interviewing migrants: the language and cultural barrier; the feeling of loneliness, including regard to friends or family; problems of friendly contacts in the new environment; migration status and length of stay in it; previous work experience [5].

According to the International Migration Report 2017, prepared by the UN Population Division, by mid-2017, the number of international migrants reached about 258 million people (3.4 % of the total world population). According to statistics of the Ministry of Internal Affairs of the Russian Federation in 2018, there were 17 764 489 facts of migration registration of foreign citizens and stateless people [6]. In sociological science, migration is considered as a special social process. The specificity of migration lies in shaping the factors of mobility, the process of the movement itself, the adaptation of migrants in the new territory while preserving group identity [7].

The development of the government and non-profit institutions of social work poses new questions: what social problems of migrants are the most acute, what methods of social work with migrants and their families are most effective? We would like to highlight a point of view that areas of migration research are evolving. The key feature of the development of the research process is interdisciplinary [8] that integrating different levels of analysis, rethinking the relationship between migration processes and exploring the institutions of interaction with migrants in host communities

[9]. It is noted that the analysis of the basic structures of society and socially important spheres of activity, which also developed and implemented measures for adaptation and integration of migrants (politics, economics, law, health care, religious communities, the institution of the family, the mass media and others), as they determine the success of the integration of the migrant in the host community should be included in the study as well.

Methodology and sources. The institute of social work plays one of the most important roles in the process of integration of migrants in the host community. Existing studies highlight the importance of state and charitable social support for workers and their families because they are faced with the problems of different nature in the process of adaptation: social, legal, educational, medical, labor ones.

Questions of social support for migrants are mainly viewed through the migration policy trends, while questions which are also interested us are following: what specific problems do migrants most often face in Russia and which social work practices are the most successful in working with migrants?

The aim of the paper is to examine the state of social work with migrants on state-level and level of non-profit organizations in Russia and to identify the key problems of adaptation and integration of migrants into Russian society through the prism of expert assessments. The stages of research included:

- analysis of expert opinions and determination of the general characteristics of the state of social work with migrants in Russia at the moment;
- identification of the effectiveness of existing mechanisms for working with migrants;
- identification and ranking the social, political, economic factors influencing the processes of adaptation and integration of migrants in the host community;
- highlighting the groups of migrants who most in need of social support.

Social values of social and cultural patterns changes as a result of migration are also important in their influence on the shape and scope of migratory mobility [8], which implies consideration of migration as a central part of the processes of social change. Qualitative research methods are necessary to ensure an understanding of individual actions and actions of a social community, and to understand the cultural characteristics of countries of origin, transit and host countries [10, p. 21], which makes it possible to identify the main possible problems of migrants who fall into the new social environment. Our research is directly focused on the practices of social work which include the daily interaction of migrants and their families with representatives of social services, authorities, public organizations. According to L. M. Libakova and E. A. Sertakova [11], the advantage of using expert interviews is the ability to obtain previously unknown reliable information, assessments and opinions from the respondents with high professional qualifications and competent in the research question. This determines the choice of expert semi-structured interviews as a research method.

In 2018–2019 semi-structured interviews (N = 30) were conducted among the scientists who specialize in the study of migration, practicing sociologists and lawyers, specialists in the field of social policy and work with migrants, including employees of the Russian branch of the Red Cross and the High Commissioner of the UN Refugee Agency in Russia, civil servants. Sampling is based on the snowball method. The sample includes employees of professional

centers for work with migrants, scientists specializing in the study of migration processes in their various aspects, and organizers of regular events (seminars, conferences) on this topic.

Sociology provides opportunities for a comprehensive study of migration as a social process in all its diversity. The field of sociological study of migration includes a wide range of issues such as, for example, the intensity of migration mobility of various population groups, the dynamics of social attitudes of migrants and citizens of host countries, the features of migration processes and the adaptation process of migrants in different regions, forecasting the impact of migration processes on countries of origin, transit countries and host countries. T. Yudina in her study emphasizes the role of sociology as an integrative science and expresses the need to create an integral special sociological theory of migration [7]. One of the most popular problems in the sociology of migration is the adaptation of migrants.

Results and discussion. Based on the results of the interview we identified the types of problems that migrants most often face and which they address to organizations and structures that provide social assistance to migrants (tab. 1).

Table 1. Problems faced by migrants

Problem	Extracts of the interview
Employment problem	<i>Illegal employment:</i> "... very often we are confronted with the problem that people who officially have refugee status are denied employment. Therefore, migrants and refugees have to work illegally and support the shadow economy", "... many employers violate the law, for example, migrants come seasonally for 3 months, they do not get a working patent because it is expensive", "... if migrants have a good command of the language, then they, of course, have fewer problems. However, if they speak the language poorly, they can be deceived by employers and middlemen in finding employment". <i>Violation of employment conditions:</i> "... medical and sanitary standards are at a critical level"
Access to information	<i>Knowledge of legislation:</i> "... they don't know specific regulations and how they change", "... when they get to a big city, they don't know where to go, often turn to countrymen for help in drawing up documents, often face legal difficulties", "... they have major questions: where to go? What is the procedure?", "... migrants do not have time to keep track of new rules, for example, the changed terms of registration"
Quality of life	"... if you take, for example, labor migrants from Central Asia, they have the minimum wage level"
Financial problem	"... the cost of migrant entry into the labor market has increased. This includes the purchase of a patent and payment of courses, documentation, housing rental, etc."
Education	"... in recent years there have been many questions about education. Migrants want to get an education, want to educate their children because many come with children", "... there is a lot of negative experience when a migrant is a specialist in the industry that is not in demand or has a diploma of a sample from another country not listed in Russia"
Promotion and protection of human rights	"... the migrant is afraid to apply to the authorities in case of violation of labor rights, because he/she is simply not sure of the legality of the registration of his/her own documents", "... the social insurance, medical and pension insurance system just got started to work"
Socialization and adaptation	"... stigmatization of certain migrant groups in the public consciousness and the media, transmission of stereotypes and myths about migrants"

The main problems of migrants in the opinion of experts are problems associated with employment and salary, difficulties with documents, obtaining medical care, education. In addition, during the interview, the following problems on the level of social and migration policy were noted: calculation of pensions, social insurance, taxation, recognition in the host country of diplomas and qualifications obtained in another country.

Based on the expert interviews we concluded that the mechanisms of social work with migrants in Russia include a variety of effective methods of adaptation: legal advice, orientation courses, medical assistance; and the following tools which are convenient for migrants: mobile applications for migrants, integrated with state organizations and non-government services to help migrants ("Migrant", "M-Help."), hotlines, mobile counseling points in migrant work and residence, where migrants can get advice from a social worker, a lawyer, and a doctor. Special categories of migrants, most in need of social support, are provided with accommodation and meals, there are such programs as "Nochlezhka", "Mother and Child", "Thank you", "Light of Hope", "Searchfund", "Karita", etc. (tab. 2).

Table 2. Practices of social work with migrants in Russia

Field of activity	Social work practices
Health care	Free medical consultations
Education	Preparation of migrant children for school and final exams, courses for adults: language courses, professional retraining courses
Legal assistance, information	Free consultations on various issues: legislation, employment, social assistance, education; publications in different languages with information about the procedures for obtaining social services, execution of documents
Socialization and adaptation	Thematic forums, visits, and events that unite and reveal the national characteristics of peoples and cultures; integration centers and shelters for the temporary stay of vulnerable categories of migrants
Conflict mediation	Monitoring international relations; training; social advertising aimed at increasing tolerance; psychological counseling; involvement of diasporas and non-profit organizations in conflict resolution

According to expert estimates, consulting services are very popular among migrants; about 80 % of requests for social support are consultations on various issues: employment, registration of documents, and registration at the place of stay. For example, the Russian Red Cross provides advice on asylum, citizenship, social benefits, conducts training and retraining courses (web design, hairdressing, culinary courses, etc.). Children from families of migrants can attend courses on preparation for final examinations at school. Education enables migrants and their children to supply skills that can be used in work and everyday life [12, 13].

It should be noted that many experts highlight the positive role of non-profit and charitable organizations in working with migrants and their adaptation. These include regional branches of international organizations (for example, the Russian Red Cross branch) and separate small projects (assistance to vulnerable categories of abandoned children, pregnant migrant women). Adaptation of migrants is also necessary for the host society itself. According to one of the experts, adaptation is impossible only at the state level, the practice of socialization and adaptation of migrants and their families should be implemented through volunteer centers, non-profit organizations. At the level of the state policy, such projects are supported through a system of grants, state authorities provide assistance in organizing events, providing venues for information, informational support, and allocating subsidies for events.

According to the experts' integration with the host community allows migrants to adapt faster and more efficiently. In this regard, the role of non-profit organizations (national cultural organizations for the preservation and development of cultures, the House of Friendship of Peoples) that preserve the cultures of peoples and develop a dialogue between them is growing. Successful adaptation of migrants in the host society is the basis for stability within the state,

protecting the security of both citizens and migrants, as well as preserving state sovereignty. At the same time, experts highlight the need for adaptation and integration among families arriving for permanent residence, who, on the one hand, want to integrate, and on the other, want to preserve their culture.

The state system of social insurance, medical and pension benefits for migrants is in the development process. Today Russia protects the rights of migrants and provides a minimum level of social protection and social guarantees for migrants, including, for example, medical care. Among positive practices of migration policy and social assistance, there are simplified procedures for ensuring social guarantees under agreements between countries (CIS, the Eurasian Economic Union): recognition of diplomas, the record of work experience, reduced tax rate, unscheduled medical care, etc.

Among the surveyed experts, labor migrants (legal) are most frequently mentioned in the context of the provision of social services and the amount of social assistance. Also frequently raised are issues related to the mechanisms for the simplified provision of social assistance rights for migrants. Also, it is noted that illegal migrants and their families are one of the most socially unprotected categories. During the interviews processing the categories of migrants most in need of social assistance and support both on the state-level and level of charitable, non-government structures, were also identified: temporary labor migrants, people arriving for permanent residence, unemployed members of migrant families, children of migrants, refugees and asylum seekers, displaced people and compatriots, foreign students.

During the interview, the experts noted that there are no universal practices of social work with migrants in the government institutions and non-government organizations, because we should take into account the specifics of each region and its possibilities. Nevertheless, the possibility of exchanging practical experience is positive, both for practitioners and scientists studying migration processes, allowing them to share experiences and build social work with migrants more effectively.

In general, there are four levels of social work: local, municipal, regional, federal. At the local level, it is possible to provide targeted assistance, work with certain categories of migrants, and with representatives of organizations that help in the adaptation of migrants, for example, representatives of cultural centers and diasporas. At the municipal level, social work is represented by working in collaboration with educational and medical institutions. At the regional level, many organizations develop and carry out activities, programs for the adaptation of migrants and the development of interethnic relations, the formation of tolerance, and cooperation with cultural institutions. At the federal level, social work with migrants includes the development of a state migration policy strategy, the removal of barriers in the field of pension insurance through international agreements with transit countries, and work with the media to create the tolerant perceptions of migrants by the host society. The development of effective social work practices on the state-level will make it possible to use the benefits of international migration in the interests of countries of origin and destination, in the interests of migrants and their families, and also reduce the negative effects of migration.

During the interview experts noted areas of work with migrants that are important for the effective development of social work with migrants in Russia and for improving the quality of migrants' life (tab. 3).

Table 3. Directions of work with migrants (recommendations)

Direction	Recommendations
Employment	Do not increase the cost of the patent to attract migrants to the labor market and to reduce the likelihood of their transition to the underground economy. It is proposed to work with employers, at the invitation of which the migrant came, in case of refusal to provide work
Taxation	Encourage law-abiding migrant workers through tax cuts
Social security, insurance	The development of agreements between states to simplify procedures for recording seniority, recognition of diplomas, and retirement benefits
Active involvement of non-profit organizations in work with migrants	Primary receptions, consultations can be carried out through volunteer centers, personnel centers, non-profit organizations

Among the possible areas of work and prospects experts also called the introduction of a procedure to restrict the legality of stay, location, and origin of migrants to provide rights and social guarantees to those migrants who have lived for long in the territory of one state and integrated into society. Besides, experts put forward the ideas of creating single documents for pension insurance, which will remove several restrictions and barriers for migrants through agreements between countries and groups of countries. Also, respondents noted the importance of social work with migrants of various categories, including illegal migrants in Russia, because it will reduce the negative perception of migrants in the host society.

Conclusion. The results of the study showed that the institute of social work in Russia is necessary and it solves a wide range of problems related to the problems faced by migrants. Russian government institutions and non-profit organizations play an important role in the process of social support and integration migrants in the host society. The main difficulties that migrants face during the adaptation are paperwork, access to information, legal and financial difficulties, and employment issues. Analyzing the current state of social protection of migrants, experts noted that migrants have fewer opportunities to get social assistance in comparison with Russian citizens who receive more social services. However, at the same time, experts emphasize that under special agreements and arrangements, for example, in the EAEU, migrants can receive social guarantees as health insurance and pension benefits in a simplified manner.

Social work with migrants in Russia at various levels includes such practices as counseling on problematic issues (paperwork, migrant health, legal assistance, explanation of procedures and the provision of information), the provision of local social assistance (provision of temporary housing and food), the organization of social and cultural events (forums, festivals), mediation in resolving conflicts and harmonizing inter-ethnic relations. An important role in each of these areas is played by non-profit and charitable organizations and diaspora communities.

Many scientists note the positive role of moderate migration and the harm of large-scale one [14, 15]. The optimal number of migrants is reflected in how quickly they join the indigenous population. Social work is a mechanism of socialization, adaptation and integration of migrants in the host community. A proponent of mass migration Michael Clemens believes that society needs to ask whether immigration will bring long-term benefits to the population of a country [15]. The key aspect is not economic consequences, but “social results”. Paul Collier notes among them an increase in the diversity of society, which provides more opportunities and therefore creates an additional incentive and choice. Migration processes in Russia have had and continue to have a significant impact on the formation of the socio-economic situation, while

maintaining the traditional character and obvious significance for the development of production in the country [16].

After analyzing the range of social work practices both in the government institutions and in non-profit organizations identified during the interview, it is legitimate to conclude that the system of social work with migrants in Russia is quite flexible. Within this system, the choice of social work mechanisms takes into account the specifics of the region. In many ways, it leads to the absence of unified practices of social work with migrants. At the same time, the use of various modern practices and the exchange of experience with other countries can improve the efficiency of the social work system with migrants and their families.

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