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МРНТИ 10.15.59
УДК 342.7

10.51889/2959-6181.2023.73.3.002

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CONSTITUTIONAL AND LEGAL REGULATION OF RELATIONS CONCERNING CITIZENSHIP

The article was prepared within the framework of the grant project of the Ministry of Science and Higher Education of the Republic of Kazakhstan "Citizenship and reduction of statelessness in the Republic of Kazakhstan in the context of the development of integration processes" No. AP14870745.

Abstract

The article explores the phenomenon of the subjective right of an individual to renounce the citizenship of one state and acquire the citizenship of another state. Taking into account the transformation of the geopolitical situation and political systems of modern states, the issues of renouncing citizenship and acquiring citizenship are being updated in the general concept of development of the institution of citizenship. The study, based on scientific methods, presents the concept of protecting human rights at the level of international and national law, focusing on the tendency to increase the influence of international law on the content of citizenship and on the protection of human rights. An analysis of the historical retrospective of the legal regulation of international and domestic practice in the development of the institution of citizenship has been carried out, and the conceptualization of the main definitions of citizenship relations has been substantiated. A review of scientific literature and regulatory legal acts at all levels made it possible to identify patterns in the development of issues of acquiring citizenship and renouncing citizenship.

Keywords: citizenship, constitutional and legal regulation, acquisition of citizenship, renunciation of citizenship, restoration of citizenship, recognition of citizenship.

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АЗАМАТТЫҚҚА БАЙЛАНЫСТЫ ҚАТЫНАСТЫ КОНСТИТУЦИЯЛЫҚ ҚҰҚЫҚТЫҚ РЕТТЕУ

Аңдатпа

Мақалада жеке тұлғаның бір мемлекеттің азаматтығынан шығып, екінші мемлекеттің азаматтығын алуға деген субъективті құқығының құбылысы зерттеледі. Қазіргі мемлекеттердің геосаяси жағдайы мен саяси жүйелерінің өзгеруін ескере отырып, азаматтық институтты дамытудың жалпы тұжырымдамасында азаматтықтан шығу және азаматтық алу мәселелері жаңартылуда. Ғылыми әдістерге негізделген зерттеу халықаралық және ұлттық құқық деңгейінде адам құқықтарын қорғау тұжырымдамасын ұсынады, азаматтықтың мазмұнына ықпал етудің күшею тенденциясына және халықаралық құқық нормаларының адам құқықтарын қорғауға бағытталып отыр. Азаматтық институтының дамуындағы халықаралық және отандық тәжірибені құқықтық реттеудің тарихи ретроспективасына талдау жүргізіліп, азаматтық қатынастардың негізгі анықтамаларының концептуализациясы негізделді. Ғылыми әдебиеттерге және барлық деңгейдегі нормативтік құқықтық актілерге шолу азаматтық алу және азаматтықтан шығу мәселелерінің даму заңдылықтарын анықтауға мүмкіндік берді.

Түйін сөздер: азаматтық, конституциялық құқықтық реттеу, азаматтықты алу, азаматтықтан шығу, азаматтықты қалпына келтіру, азаматтықты тану.

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КОНСТИТУЦИОННО-ПРАВОВОЕ РЕГУЛИРОВАНИЕ ОТНОШЕНИЙ ПО ПОВОДУ ГРАЖДАНСТВА

Аннотация

Статья посвящена анализу проблемы сокращения безгражданства в Республике Казахстан. Актуализируются вопросы совершенствования законодательства о гражданстве и миграции с тем, чтобы, во-первых, обеспечить достойный уровень жизни лиц без гражданства посредством экономико-правовой гарантированности социальных прав апатридов, и, во-вторых, разработать правовые механизмы их включения в принимающее общество в целях снижения риска возникновения социальных конфликтов. В статье содержится анализ международно-правовых актов о статусе апатридов и сокращении безгражданства, национальных актов Республики Казахстана, регулирующих правовой статус лиц без гражданства, а также иностранных и казахстанских литературных источников. На основе эмпирических материалов осуществлен анализ практической деятельности государственных органов Республики Казахстан по введению в Казахстане национального механизма определения безгражданства (правовую основу сотрудничества МВД РК с Министерством юстиции и партнерами Агентства ООН по делам беженцев составил подписанный сторонами Меморандум о взаимопонимании). В исследовании представлены рекомендации по совершенствованию правовых механизмов сокращения безгражданства в Республике Казахстан.

Ключевые слова: гражданство, конституционно-правовое регулирование, приобретение гражданства, выход из гражданства, восстановление в гражданстве, признание гражданства.

Introduction. Citizenship as a stable political and legal connection between a person and the state is a constitutional legal relationship, an important element of which is the subjective right of an individual to renounce the citizenship of one state and acquire the citizenship of another state. As a rule, the constitutional legislation of each state establishes the foundations of the institution of citizenship and, above all, the grounds for acquiring and terminating citizenship based on solid principles. The solution to the issue of termination and granting of citizenship goes beyond the scope of national legislation, in particular, when a situation of dual citizenship arises, it is closely related to the international legal regulation of citizenship issues. Taking into account the transformation of the geopolitical situation and political systems of modern states, the issues of renouncing citizenship and acquiring citizenship are being updated in the general concept of development of the institution of citizenship. The debatable nature of the issue of termination and acquisition of citizenship is the basis for a more detailed analysis from a doctrinal position.

The concept of human rights protection is inextricably linked with the institution of citizenship and is determined by the need for legal regulation at both the national and international levels. At the same time, there is a tendency to increase the influence of international law on the content of citizenship and the protection of human rights. At the same time, “the contradictions between the national legislation of different countries regulating issues of citizenship are the objective reason for highlighting a number of problematic aspects of citizenship that are difficult to regulate in the practice of international relations. National legislation is not able to effectively solve these problems, as a result of which states use international legal mechanisms, for example, the development of international treaties and their subsequent conclusion, which both directly and indirectly regulate citizenship relations” [1; p.65].

Materials and methods. During the research there were used concrete historical methods as institutional; systemic; structural-functional and comparative legal methods of cognition of the formation of the institution of citizenship in various branches of legal knowledge, as well as a dialectical-subject method of cognition of international legal trends in connection with constitutional legal processes and phenomena.

Results and discussion. As it is known, the genesis of the legal regulation of the institution of citizenship dates back to the French Declaration of the Rights of Man and the Citizen of 1789, which distinguished between human rights and the rights of a citizen. The Universal Declaration of Human Rights of 1948 proclaimed the right of every person to a nationality, which a person shall not be arbitrarily deprived of, nor the right to change his nationality. According to the International Covenant on Civil and Political Rights of 1966, every child has the right to acquire a nationality. A multilateral international treaty concluded by states within the framework of the Council of Europe - the Nationality Convention of 1997, is a document that for the first time implemented comprehensive legal regulation of various issues of citizenship, based on the postulate that every person has the right to citizenship” (Article 4, p. "a"). It should be borne in mind the close relationship between the transformation over time depending on the changing conditions of the domestic institution of citizenship and the international legal institution of citizenship. The doctrine substantiates the tendency to expand the scope of international legal regulation of citizenship relations [2; p.138].

As for the starting positions for conceptualizing the definition of citizenship, the legal literature substantiates the definitions of this political and legal institution: 1) a political and legal phenomenon that determines the special nature of the relationship between a person and a political and social entity - the state; 2) one of the basic subjective human rights (every person has the right to citizenship), i.e., the ability of a person provided for by law to be in the above-mentioned relationship with the state or to terminate it; 3) constitutional and legal institution; 4) the person’s membership in the state; this definition is logically linked to the position of the contractual theory of

the origin of the state as a public legal union of the population within the framework of a territory, a politically organized community of people [3; p.27].

The opinion of scientists on the meaning of citizenship seems to be correct, which "contributes to the establishment of a legal relationship between the state and a person in the most general form, the content of which is manifested in the extension of state sovereignty to this person, granting him the legal status of a citizen and providing protection and patronage from the state regardless of the location of the citizen" [4; p.233].

The doctrine of constitutional and international law is uniform in regulating the grounds for acquiring citizenship by birth (filiation) and as a result of admission (naturalization)", according to the principles of "jus sanguinis" and "jus soli": according to the situation, the child acquires citizenship parents, regardless of place of birth, or acquires citizenship of the state in whose territory he was born, regardless of the citizenship of the parents. State legislation and international treaties also contain provisions on the restoration of citizenship, including through a simplified procedure.

The issues of renunciation and acquisition of citizenship are closely related to the expanding trend of dual citizenship, multiple citizenship and dormant citizenship, which necessitates the need to distinguish between them. There seems to be a justified position that proposes consolidating the following terminological formulations: a) multiple citizenship / polypatrim: the presence of a person (multipatriate) of citizenship of two or more states; b) dual citizenship / bipatrim - the presence of a person (bipatrid) of citizenship of two states, while it represents a special case of multiple citizenship (multiple citizenship is a generic concept in relation to dual citizenship); c) dormant (deferred) citizenship - citizenship that a citizen actually possesses, but which is not recognized by the state, or the issue of its recognition is made dependent on certain factors.

It is necessary to recognize the constructiveness of the arguments of apologists for dual and multiple citizenship: in particular, granting the right of visa-free entry into the territory of the state of which a person has citizenship; broader rights in business and labor than foreigners; benefits for taxation, medical care and others. At the same time, counterarguments are given: for example, limited access to public service, additional costs for tax obligations and military service. Thus, it is substantiated that dual citizenship has not become a generally accepted norm in the legislation of states, since the situation of dual citizenship complicates the regulation of social relations associated with the presence of several citizenships among its population [5; p.16].

As for the discussion regarding the sources of the emergence of the fact of multiple citizenship, an interesting point of view is that the source of the emergence of polypatrim "is the internal legislation of each state, unless it contains a certain set of restrictions that prevent this. To absolutely exclude the possibility of multiple citizenship, the legislation must contain the following minimum restrictions: renunciation of previous citizenship as a condition for acquiring a new one; termination of "one's" citizenship in case of acquisition of any other citizenship; failure to provide "one's" citizenship by birth if a child acquires citizenship of another state by birth [6; p.93].

For de jure polypatrim (dual citizenship allowed by a small number of international treaties), all citizenships of a person are of equal importance and in the event of conflict problems, none of the interested parties (states) can count on satisfaction of their claim based on the citizenship of such a person addressed to the other side. For de facto polypatrim (actually multiple citizenship), it is necessary to use the principle of effective citizenship [7; pp.7-9]. Any subjective right represents a social value only due to the fact that there is a real opportunity for its implementation [8; p.63]. The opportunity to realize the right must have a certain legal foundation [9; p.122]. Citizenship principles are not a static phenomenon. In their dynamics they have signs of an "expanding process" [10; p.38]. In the literature, this state of affairs is associated with the target and institutional orientation of the principles that guarantee the possibility of realizing the right to citizenship subject to certain requirements, as well as the variety of processes occurring in the state at each stage of its historical development [11; p.169].

In matters of legal regulation of renunciation of citizenship and acquisition of citizenship, the Republic of Kazakhstan adheres to generally accepted international standards, considering the possession of citizenship as the basis for the full extension to a given person of all rights and freedoms recognized by law, the protection of a person by the state not only within the country, but also abroad. Outside of it. As a rule, the main sources of the institution of citizenship of the Republic of Kazakhstan are international treaties, the Constitution of the Republic of Kazakhstan, the Law of the Republic of Kazakhstan “On Citizenship of the Republic of Kazakhstan” dated December 20, 1991, the Regulation “On the procedure for considering cases related to citizenship” dated September 27, 1996. Normative regulation presupposes that the state establishes in law the grounds on which a particular person is recognized as a citizen of the state, the grounds for acquiring and terminating citizenship, and the procedure for resolving these issues. Based on the fact that citizenship is the actual state of a person, in relation to each person citizenship is legally formalized by documents: an identity card, a general foreign passport of a citizen of the Republic of Kazakhstan; birth certificate; another document containing an indication of citizenship.

The Constitution of the Republic of Kazakhstan and the Law on Citizenship of the Republic of Kazakhstan establish a number of general principles that define the essential features of citizenship relations: citizenship of the Republic of Kazakhstan is uniform; A citizen of the republic is not recognized as having the citizenship of another state.

The Constitution of the Republic of Kazakhstan enshrines the imperative norm that dual citizenship is not allowed. The principle of equality of all citizens excludes discrimination against persons, regardless of the grounds and time of acquisition of citizenship (by birth, in connection with admission to citizenship, restoration of citizenship, adoption, etc.).

The open, free nature of citizenship of the Republic of Kazakhstan is determined not only by admission to citizenship on grounds accessible to all but also if a citizen wishes to change citizenship - by granting the right to renounce citizenship.

Mandatory in the constitutional legislation on citizenship is the norm that a citizen of the republic cannot be deprived of citizenship and expelled from Kazakhstan. Article 21 of the Constitution proclaims the principle of maintaining citizenship of the Republic of Kazakhstan by persons living outside the country, conditioned by the natural right of a person to choose his place of residence, freely travel outside of Kazakhstan and return without hindrance.

The current Kazakh legislation contains a provision denying the automatic change of citizenship of persons married to foreign citizens; Changing citizenship on this basis is possible only with the will of citizens during the proper procedure.

In accordance with the law, citizenship of the Republic of Kazakhstan is acquired by birth (filialion), as a result of admission to citizenship, on the grounds or in the manner provided for by interstate treaties of the Republic of Kazakhstan, as well as on other grounds provided by law (naturalization). Citizenship of the Republic of Kazakhstan is acquired by birth based on the principles: “right of blood” (taking into account the citizenship of the parents) and “right of soil” (depending on the place of birth). In the case of different citizenship of parents or the absence of citizenship of one of them, the Law is based on the right of parents to choose the citizenship of the child, but excludes the possibility of leaving the child stateless. The principle of “right soli” applies to the citizenship of children whose parents are unknown. A child located on the territory of Kazakhstan, both of whose parents are unknown, is a citizen of the Republic of Kazakhstan. The same principle applies to children born on the territory of the Republic of Kazakhstan from stateless persons, as well as children born on the territory of the Republic of Kazakhstan from parents who are citizens of other states if they do not grant the child their citizenship.

Acceptance of citizenship of the Republic of Kazakhstan by a foreigner and a stateless person upon his application, subject to compliance with the requirements of the law (capacity, majority, residence qualification) is carried out by submitting a petition addressed to the President.

The following may be granted citizenship of the Republic of Kazakhstan: 1) Persons who have been permanently residing on the territory of the Republic of Kazakhstan legally for at least five years, or who have been married to citizens of the Republic of Kazakhstan for at least three years. The presence of these conditions is not required when granting citizenship of the Republic of Kazakhstan to minors, incompetents, and persons who have special merits to the Republic of Kazakhstan, as well as persons who left the territory of Kazakhstan, and their descendants if they returned for permanent residence to the Republic of Kazakhstan as historical homeland; 2) Citizens of the former union republics who arrived for the purpose of permanent residence in the Republic of Kazakhstan, having one of the close relatives - citizens of the Republic of Kazakhstan: a child (including an adopted one), a spouse, one of the parents (adoptive parents), a sister, brother, grandfather or grandmother, regardless of the period of their residence in the Republic of Kazakhstan.

Issues of citizenship of military personnel on active military service and stationed on the territory of the Republic of Kazakhstan are determined by interstate treaties of the Republic of Kazakhstan.

The grounds for refusal of admission to citizenship of the Republic of Kazakhstan are established by law: an application for admission to citizenship of the Republic of Kazakhstan is rejected if the person applying for this: 1) has committed a crime against humanity, consciously opposes the sovereignty and independence of the Republic of Kazakhstan; 2) calls for violation of the unity and integrity of the territory of the Republic of Kazakhstan; 3) carries out illegal activities that harm state security and public health; 4) incites interstate, interethnic and religious hatred, opposes the functioning of the state language of the Republic of Kazakhstan; 5) convicted of terrorist activities; 6) recognized by the court as a particularly dangerous repeat offender; 7) is a citizen of other states.

The legislation of the Republic of Kazakhstan provides for restoration (reintegration) of citizenship - a method of acquiring citizenship by persons who previously lost it for various reasons, due to which the restoration procedure can be either automatic (i.e. by recognizing the fact of restoration) or simplified (i.e. e. in the order of registration), or upon a petition addressed to the President of the Republic of Kazakhstan. The right to restore the citizenship of the Republic of Kazakhstan is valid for 5 years from the date of release.

Recognition of citizenship is a method of acquiring citizenship, which is a volitional act of the state, which legally secures the actual situation. The law usually applies the “zero option”, which consists in the fact that according to the new law, all persons who were citizens of the state at the time of entry into force of this law are recognized as citizens of the state. This method of acquiring citizenship was enshrined in the Law of the Republic of Kazakhstan “On Citizenship of the Republic of Kazakhstan” dated December 20, 1991, according to which persons who permanently resided in the country at the time of entry into force of this law, i.e. on March 1, 1992 and, according to the Decree of the President of the Republic, were automatically recognized as citizens of the Republic of Kazakhstan Kazakhstan dated December 23, 1993, if, before March 1, 1995, they did not declare their unwillingness to be a citizen of the Republic of Kazakhstan.

A simplified procedure for acquiring citizenship of the Republic of Kazakhstan in the form of registration is established for persons who are historically or blood-related to the Republic of Kazakhstan and who are citizens of former Soviet republics, persons whose close relatives are citizens of the Republic of Kazakhstan (children, spouses, sisters, brothers, grandparents). Other grounds for acquiring citizenship provided for by the current Law of the Republic of Kazakhstan include adoption, guardianship, and parental agreement on the child’s citizenship.

Citizenship of the Republic of Kazakhstan is terminated due to: 1) renunciation of citizenship of the Republic of Kazakhstan; 2) loss of citizenship of the Republic of Kazakhstan.

Renunciation of citizenship is a voluntary termination of citizenship, carried out upon a petition addressed to the President of the Republic of Kazakhstan. Renunciation of citizenship of the Republic of Kazakhstan may be denied if:

- the person has unfulfilled obligations to the Republic of Kazakhstan;
- or property obligations to citizens, enterprises, institutions, organizations, and public associations located on the territory of the Republic of Kazakhstan.

Renunciation of citizenship of the Republic of Kazakhstan is not allowed if:

- the person has been brought to criminal liability as an accused;
- or is serving a sentence based on a court verdict that has entered into legal force;
- or if a person’s renunciation of citizenship contradicts the interests of state security of the Republic of Kazakhstan.

Loss of citizenship of the Republic of Kazakhstan:

- 1) as a result of entering the service of public authorities and management of another state;
- 2) if citizenship was acquired as a result of providing deliberately false information or false documents;
- 3) if a person permanently residing abroad has not registered with the consulate without good reason within three years;
- 4) on the grounds provided for by interstate agreements of the Republic of Kazakhstan.

In the Law “On Citizenship of the Republic of Kazakhstan”, special provisions are devoted to regulating the citizenship of children when the citizenship of parents changes,

during adoption, guardianship, guardianship, taking into account as fully as possible the interests of the child in possible life situations. The starting principles are: the desire to ensure equal citizenship of all family members; take into account the wishes of the children, eliminate the state of statelessness among children, and, in possible cases, preserve the Kazakh citizenship of children in their interests.

As a general matter, the Law establishes that the citizenship of a child under 14 years of age follows that of the parents. The citizenship of a child between 14 and 18 years of age changes with their consent. The citizenship of children does not change when the citizenship of parents deprived of parental rights changes, and in this case the consent of the parents is not required to change the citizenship of children. These provisions apply to all situations that arise when it is necessary to resolve the issue of a child’s citizenship in cases of a change in the citizenship of the parents, guardianship, or adoption.

If both parents (or a single parent) acquire citizenship of the Republic of Kazakhstan, then, subject to the above conditions, the citizenship of the child changes accordingly. If one of the parents acquires citizenship of the Republic of Kazakhstan, then the child is granted citizenship of the Republic of Kazakhstan at the request of this parent and with the written consent of the other parent. If the citizenship of the Republic of Kazakhstan is terminated for only one parent, then the child retains the citizenship of the Republic of Kazakhstan. In this case, at the request of this parent and with the written consent of the other, the child’s citizenship is terminated, but only on the condition that he does not remain stateless.

The norm of the Law on the Citizenship of a Child during adoption is based on similar approaches. In all possible cases, the preservation or acquisition of citizenship of the Republic of Kazakhstan by adopted children is ensured. However, based on the interests of the same citizens in the family, another solution to the issue is not excluded. At the same time, as necessary conditions, there is a petition for this, an agreement of the adoptive parents, and the granting of another citizenship to the child, i.e. the inadmissibility of leaving him stateless. The law establishes that the citizenship of an incapacitated person follows the citizenship of the guardian. Disputes between relatives, a guardian, or a trustee about the citizenship of children and incapacitated persons are considered in court proceedings from the interests of the child or incapacitated person.

Conclusion. The global practice of legal regulation of the institution of citizenship is based on international standards laid down in acts of the universal level - the Universal Declaration of Human Rights of 1948, the International Covenant on Civil and Political Rights of 1966, the European Convention on Citizenship of 1997 and other international legal documents. The challenges of the time in a globalizing world justify the need for constant transformation of legal mechanisms both within states and at the level of international legal acts. In this context, the tendency to expand the scope of international legal regulation of citizenship relations is becoming more and more clearly visible. The role and significance of legal regulation of citizenship relations is the subject of constant scientific discussions. International law and national legislation regulate issues of dual, multiple, and dormant citizenship, which complicates the overall problem of legal regulation of the status of subjects of citizenship in the process of acquiring citizenship and renouncing citizenship.

The constitutional legislation of the Republic of Kazakhstan on citizenship complies with international standards and includes international treaties, the Constitution of the Republic of Kazakhstan, the Law of the Republic of Kazakhstan “On Citizenship of the Republic of Kazakhstan” dated December 20, 1991, the Regulation “On the procedure for considering cases related to citizenship” dated September 27, 1996. In accordance with the Constitution of the Republic of Kazakhstan and the Law on Citizenship of the Republic of Kazakhstan, the citizenship of the Republic of Kazakhstan is uniform; dual citizenship is not allowed, and a citizen cannot be deprived of citizenship and expelled from the republic. The open, free nature of citizenship of the Republic of Kazakhstan is clearly regulated: admission to citizenship, renunciation of citizenship, restoration of citizenship, and recognition of citizenship are carried out on grounds accessible to all. A specific provision of Kazakhstani legislation on citizenship is the denial of automatic change of citizenship (without expression of will and due procedure) of persons married to foreign citizens.

The constitutional and legal regulation of relations in the sphere of citizenship is characterized by both continuity and discreteness, which has several objective grounds and reasons for political and legal content. Objective grounds are based on the transformation of geopolitical and international relations, representing a change of eras and generations, and major historical and legal trends in the development of statehood.

As for the political and legal grounds, they are represented by the situation associated with the results of the next presidential and parliamentary elections, changes in the balance of political forces in parliament, policy priorities of parliamentary factions, and changes in the mood of civil society. Such a transformation of social relations affects the legislation on citizenship and leads to regulatory changes in the procedure for acquiring and terminating citizenship.

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