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Migration in the context of economy state regulation in Ukraine

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Abstract: In the article the problem in the context of state regulation of the economy. Migration is a deterrent structural reforms and creating conditions for economic growth in Ukraine. Specified that the development of migration policy is impossible without a study of the conditions and mechanisms of migration. The functions of government on migration, the role of international institutions on migration is mentioned. The list of factors affecting the migration process is proposed. The authors emphasize that the state should provide a migration policy is not reactive and preventive nature of the implementation of its profitable scenario. Research, which is the subject of migration management, contribute to resolving a number of contradictions. The basis for the regulation of migration should be an integrated approach that coordinates the approaches, principles, methods and techniques of Ukrainian and foreign experience. An important focus should be to balance the interests of all parties affected by migration, improving the functional and organizational structure of state regulation in this area, eliminating inconsistencies and contradictions that arise in the interaction between the authorities of different subordination between the central and local authorities. The authors propose the creation of targeted research center migration, whose main tasks would be: diagnostics migration situation in the country; the study of quantitative and qualitative needs of the state in migrants; statistics on migrants and others. Emphasized that the formation of an effective mechanism of migration policy requires approval of its goals with the goals of economic, social, cultural, territorial policy; balance and harmonize the interests of the state, nongovernmental organizations (NGOs), private entities.

Keywords: migration, state regulation of the economy, migration policy, mechanism of migration policy, State Migration Service of Ukraine.



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1. Introduction

Migration of the population stands out among the most controversial social and economic realities that are caused by processes of transformation of Ukrainian society institutions. The migration situation in Ukraine focuses the most acute and painful problems of society, unregulated movement of labour forces (internal and external), a steady increase of illegal migration, insignificant role of the migration in labour resources allocation according to the needs of the economy. These problems are becoming a significant factor for containment of the structural change and creating conditions for sustainable economic growth in Ukraine. It predetermines particular relevance of the analysis of the social institutions impact on migration forms and possibilities of state regulation of migration.

The emergence of new forms of migration caused by destruction of command economy institutions, weakening the state's role in migration regulation, insufficient degree of institutional environment development in the new economic conditions in Ukraine. The researches, conducted within the traditional scientific schools and theories of migration, could not fully explain the emergence of new forms of migration and reveal its peculiarities in current economic conditions. Forecasting economic consequences of migration and developing a model of migration state regulation is one of the important issues in scientific research for economics and public administration in Ukraine.

2. Analysis of recent research and publications

Migration policy as a part of the state activity connected to politics in productive forces allocation area, building, population reproduction etc. This problem was investigated by domestic and foreign scientists such as: E. Libanova, V. Moses O. Ovdin, A. Pozniak, A. Puryhina, J. Roy, B. Tyrkalo, R. Tkachuk, A. Shevtsov and others [1; 2; 4-9]. These authors made a significant contribution to the research of migration issues, but they considered migration separately in political, sociological, philosophical, demographic aspect.

Previously unsolved parts of the general problem. There was enough attention paid to the need for regulation, methods, specifics of regulation in certain areas and sectors of the economy in scientific writings on the economy state regulation topic, but the topic of migration processes management remain researched insufficiently. In the modern theory of state regulation of the economy, a mechanism for implementing the strategy of migration management has not been developed, only foreign experience and recommendations for overcoming certain difficulties in this area were systemized.

3. Formulation of the problem (purpose of the article):

generalization of social and economic factors that determine the migration processes character in Ukraine and developing the approaches to regulation.

4. Exposition of basic material

Today migration comes forward as a reflection of social, economic and political contradictions in Ukraine as well as abroad; it increasingly becomes forced. Recent years, migration became a global challenge for prospects of mankind further development: the annual amount of migrants in the world (from 2 to 4 million people) is ahead of population growth. It should be noted that Ukraine has almost no experience in migration processes regulation and had been isolated from global trends of legal national institutions development. State migration policy has not preventive, but reactive character: in other words, the policy responses to what has already happened, but does not implement own advantageous scenario. Modern scientific research in economics and state management should help to solve this contradiction.

Migration is multifaceted phenomenon, that includes numerous and complex aspects, the most important of which currently are: state management of migration; labour migration; migration and national security; combating illegal migration, the legal status of migrant, assimilation of migrants.

Despite the seeming ease of the statistical study of migration, in practice, there are difficulties in quantitative determining the migration dependencies on other socio-economic phenomena. Multidimensional nature of migration process, diversity of causes, motives and consequences led to the emergence of different approaches to migration research. Most part of approaches to studying the migration is the one, based on treating the migration as an element of socio-demographic, socio-economic and social-labour relations.

Obviously, social-labour and labour market issues are the most acute today. Modern researchers of domestic labour market consider its current the situation quite paradoxical: on the one hand, in the context of globalization there are increasing opportunities for labour mobility, expanding the sphere of employment, on the other hand, the labour market is not protected from external and internal threats. The external threat caused, in particular, by annexation of Crimea and hybrid war in the Eastern Ukraine, resulting in the domestic heavy losses

of labour market. The internal threat is caused by a mismatch in employment policy and wage policy, as well as unfavourable general economic and political situation in Ukraine. Internal migration from the occupied territories caused additional strain on the labour market in the central and western regions and negatively affected the overall unemployment rate in the country.

It should be noted that labour migration – is one of the actual characteristics of the modern economic order. Considering the labour migration as one of the elements of the mentioned economic order, raises the questions who and how manages the migration, the role of migration management in the common system of socio-economic and political decisions.

The characteristic feature of migration processes in Ukraine is a trend to increase in international migration movements of the population [6, pp. 232] (Table. 1).

Table 1. Migration movements of the population in Ukraine, persons [3]

	All migration flows			Including the interstate migration			
	Number of arrivals	Number those who left	Migration increase (+) decrease (-)	Number of arrivals	Number those who left	Gross migration	Migration increase (+) decrease (-)
2002	760 005	793 796	-33 791	42 473	76 264	118 737	-33 791
2003	762 033	786 243	-24 210	39 489	63 699	103 188	-24 210
2004	789 379	796 994	-7 615	38 567	46 182	84 749	-7 615
2005	763 222	758 639	4 583	39 580	34 997	74 577	4 583
2006	765 882	751 637	14 245	44 227	29 982	74 209	14 245
2007	758 292	741 454	16 838	46 507	29 669	76 176	16 838
2008	710 790	695 869	14 921	37 323	22 402	59 725	14 921
2009	642 819	629 372	13 447	32 917	19 470	52 387	13 447
2010	683 449	667 316	16 133	30 810	14 677	45 487	16 133
2011	669 397	652 301	17 096	31 684	14 588	46 272	17 096
2012	726 226	664 382	61 844	76 361	14 517	90 878	61 844
2013	675 942	644 029	31 913	54 100	22 187	76 287	31 913
2014 ¹	542 506	519 914	22 592	42 698	21 599	64 297	21 099

¹ Without taking into account temporarily occupied territory

Among the factors, that encourage migration from the country that exports labour forces, there are rising unemployment and its duration, significant wage differentiation due to monopolization of the market, openness of the economy, reducing expenses for social sphere. Containment factors for migration to the recipient country are protectionism of the local market, close family relations in the country that exports labour force and so on.

Ukraine is one of the countries that suffers from unmanageable migration most of all. Currently Ukraine mainly acts as a country that exports labour force to the international markets, although it has the trend to increase the number of foreigners working in Ukraine. Statistical data proves that the number of immigrants about 10 times less than the number of Ukrainian citizens working abroad. This is only about official statistics that does not take into account number of illegal migrants and refugees. According to expert estimates, there are from 3 to 5 million annually citizens of Ukraine working abroad, the vast majority of whom are employed in other countries illegally.

Increasing emigration from Ukraine is caused by high unemployment in the country, by difference in living conditions and level of wages between Ukraine and Western countries, by economic instability and by uncertainty in a way out, by lack of public safety and so on. In addition, since mid-2014 compelled migration became widespread and caused problems of legal, social, economic, health, transport, community, organizational and information support needs of internally displaced persons. As of January 2016, in Ukraine, according to the Ministry of Social Policy, there are 1 million 684 thousand 815 internal migrants from Donbas and Crimea, that is about 3% of permanent population of Ukraine. Around 695,000 displaced families have applied for state financial aid, more than 652,000 families have received it. According to experts, the problem of local labour market under the conditions of compelled migration appear as the increasing problem of unemployment with all the social and economic consequences [3].

Development of migration policy at national and regional levels, the forecast of migration processes and preparing recommendations for the management of migration flows are impossible without studying the conditions and mechanisms of migration. To prevent the crisis, scientific approaches to building a model of state regulation of the country economy become very actual. This model can be based on the primacy of changes in the labour market, optimal scale and increasing workforce efficiency. The essence of the model is the impact on employment excess while maintaining a balance in the goods and finance markets and reconfiguring production function (scale employment – gross domestic product).

An important role in regulating migration processes is assigned to the International Organization for Migration (IOM), Intergovernmental Committee on Migration, United Nations Commission of Population, International Labour Organization (ILO). The last one is cooperating with the World Health Organization (WHO) and the International Social Security Association (ISSA). However, the issue of internal migration should be managed by Ukrainian state (Table 2).

Table 2. Functions of state authorities regarding migration

Authority	Functions
The Ministry of Internal Affairs of Ukraine	Generates state policy of immigration and emigration, including counteraction illegal migration, citizenship, registration of physical persons, refugees and other categories of migrants. Prevents committing, detects, stops and disclose criminal offenses related to illegal migration and human trafficking
The Ministry of Foreign Affairs of Ukraine	Performs formation and implementation of state policy on visa and immigration issues; leads consular registrations of Ukrainian citizens residing permanently or temporarily abroad, etc.
Ministry of Social Policy of Ukraine	Performs formation and implementation of state policy on the regulation of the labour market, labour migration processes, defining legal, economic and organizational basis for employment of population and its protection against unemployment; granting targeted social assistance to vulnerable population
State Emergency Service of Ukraine	Provides implementation of state policy in the area of civil protection of population and territories from emergency situations, prevention, emergency response, rescue, firefighting, fire and technological safety, activity emergency services etc.
State Migration Service of Ukraine	Provides state policy of immigration and emigration, including counteraction illegal migration, citizenship, registration of physical persons, refugees and other categories of migrants
State Border Service of Ukraine	Provides border control and passing people, vehicles, cargoes, registration of foreigners arriving to Ukraine, provides recording the biometric data of foreigners at checkpoints across the state border; prevents and does not allow crossing the state border of Ukraine by persons who under the law are not allowed to enter Ukraine or travel abroad; accepts applications for treating persons as refugees or persons in need of additional protection
State Employment Service of Ukraine	Issue permits for the employment of foreigners and persons without citizenship; accounts permits for the employment of foreigners and persons without citizenship.
Security Service of Ukraine	Provides pre-trial investigation of crimes related to the people trafficking via the state border of Ukraine, is involved in the development of measures and decisions related to entering Ukraine and traveling abroad, staying in its territory foreigners, promotes compulsory return of foreigners to the country of origin.
State Inspectorate of Ukraine on Labour	Carries out the state supervision and control over compliance with legislation on employment, on the employment of foreigners and persons without citizenship.

The objects of state regulation of migration processes should be social, professional structure of workers, their family integration, level of entering and leaving, and the quantitative limit. In own turn, the leverages of regulation of migration processes should be intended rotation of foreign workers, introducing the legal status of migrants that would determine their social, economic, labour, housing and other rights (for example, deprivation of political rights, restriction of participation in labour union activities), regulation migrants' staying in the country of employment (for example, ban to immigrants to change during some time their place of work, place of residence, profession).

It should be noted, that today the practice of comprehensive state regulation of migration processes, the distribution of competences between state authorities and local authorities are in process of formation. In this regard, the legislative, institutional, financial, informational, scientific and personnel provision of migration state regulation need to be improved, taking into account existing problems. Moreover, it is extremely important to shape the social management methodology based on the principles of planning and forecasting, that is – the development of other mechanisms of state regulation based on scientific research that would be characterized by efficiency and differentiated selection of organizational and legal measures [9].

In own turn, one should make demands for new requirements to the process of monitoring and controlling migration at the regional level. Comprehensive assessment of all migration types, their significance and controllability, assume the comprehensive and profound analysis of demographic and socio-economic factors that affects labour mobility, as the initial stage. Ability to manage migration depends on the available methods for assessments the region attractiveness to migrants.

Factors, that caused the migration process, should be the basis for selection of various methods of regulation. Basing on analysis of researches, we can offer a list of major factors influencing the migration process:

- demographic conditions (birth rate, mortality rate and average life expectancy);
- employment conditions (employment rate and unemployment rate);
- economic conditions (cost of living, wages);
- the healthcare system conditions (number of hospital beds, number of doctors);
- conditions for the investment activity in the region (the level of investment, the gross income per capita);
- housing conditions (living area per capita).

These factors can be characterized using the appropriate parameters (mortality rate, employment rate, average wages, the amount of investment in fixed capital, etc.). Carrying multiple correlation analysis of selected factors will help reveal the connections of medium and high strength statistically significant that will allow to count on the positive results of factor analysis. Therefore applying the scientific approach allows to give justification and develop mechanisms for implementing scenarios of migration policy at the regional level and at the state level.

5. Conclusions and prospects for further research in this direction

Equilateral approach to the migration process can detect two its sides: "positive" and "negative." Along with positive facts (realization of the constitutional right to freedom of movement and choice of residence, the development of market economy, joining the international labour market), the negative factors of migration processes influence the situation in the country (and actualize public administration). The most pressing issues include the problem of outflow of skilled labour abroad; centripetal migration flows in the country, that lead to social and economic degradation in several regions; imbalances and expansion of illegal immigration. In addition, the spontaneous distribution of forced migration flows within Ukraine creates additional tension in the social environment.

In order to harmonize migration processes, there is a need in new approaches to migration policy, both on national and international levels. An important focus should be given to balance of the interests of all parties affected by migration. Today, there is a number of issues related to executive level of state regulation of migration processes. The contradictions and inconsistency that arise in the interaction between government authorities of different subordination, between the central and local authorities are the most noticeable here. The situation could be changed for the better by improving functional and organizational structure of state regulation of migration processes. It is appropriate to expand and correct functions of State Migration Service of Ukraine (coordination of various ministries and departments in the area of migration policy, involvement of various non-governmental and privately held organizations to carry out state contracts in solving migration problems, monitoring the activities of non-governmental organizations in the area of migration, legal support of the migration, accounting migrants). Along with this, there is a need to establish targeted migration research center, its main tasks would be: diagnostics of migration situation in the country; studying the quantitative and qualitative needs of the state in migrants; statistical account of migrants and others.

It is obvious that today the formation of an effective mechanism of migration policy requires coordinating its goals with the goals of economic, social, cultural, territorial policy; balancing and harmonizing the interests of the state, public organizations and privately held structures in the migrants labour force usage; increasing the investment attractiveness of regions and creating a set of conditions to reduce immigration sentiment among the local population.

Now, there is a particularly acute need for the formation of an integrated concept that adequately describes conformities and trends of migration and creates the necessary conditions for the implementation of integrated approach to state regulation of migration processes. An integrated approach, as a continuation of systematic methodology in organizational and management activities, is based on a holistic vision of management objects as a social phenomenon, on concentration of national and industry resources in solving social problems.

There is a need to develop principles and methods of state regulation of migration processes that are adequate to modern migration policy development.

This is possible only on the basis of modern methodology of public administration that is based on the principles of consistency, complexity, targeting, aiming on the national security priorities. An essential tool for the implementation of the migration policy, state regulation in the sphere of migration must be comprehensive targeted programs focused on the prospects for socio-economic growth, protecting the interests of individuals, society and the state. The scientific methods of public administration in the area of migration, that involves, first of all, operational diagnostics of formation trends of migration flows and migratory behavior in Ukraine, gain an increasing value. This implies, in own turn, creating system of social monitoring, using interdisciplinary scientific analysis, data on various categories of migrants with taking into account the territorial migration specifics.

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Анотація. В статті подані проблеми в контексті державного регулювання економіки. Проблеми міграції є фактором стримування структурних перетворень та створення передумов для економічного зростання України. Вказано на те, що розробка міграційної політики неможлива без дослідження умов і механізмів міграційних процесів.

Зазначені функції органів державного управління щодо міграції, роль міжнародних інституцій з питань міграції.

Запропонований перелік факторів, що впливають на процеси міграції. Автори наголошують, що держава повинна надати міграційній політиці не реактивний, а превентивний характер з реалізацією свого вигідного сценарію. Наукові дослідження, в яких міграційні процеси є об'єктом управління, сприяли б вирішенню цілого ряду протиріч. Основою регулювання міграційних процесів має бути комплексний підхід, що узгоджує підходи, принципи, способи та методи з українського і зарубіжного досвіду.

Суттєвим напрямком повинно стати забезпечення балансу інтересів усіх сторін, порушених міграційними процесами, вдосконалення функціонально-організаційної структури державного регулювання у цій сфері, усунення суперечностей та неузгодженості, які виникають при взаємодії між органами влади різного підпорядкування, між центральними та місцевими органами влади.

Автори пропонують створення цільового центру дослідження міграційних процесів, основними завданнями якого стали б: діагностика міграційної ситуації в країні; вивчення кількісних і якісних потреб держави в мігрантах; статистичний облік мігрантів та ін.

Наголошено, що формування ефективного механізму міграційної політики потребує узгодження її цілей з цілями економічної, соціальної, культурної, територіальної політики; збалансованості і узгодження інтересів держави, недержавних організацій, державного регулювання економіки, міграційної політики, Державної міграційної служби України.

Ключові слова: міграція, державне регулювання економіки, міграційна політика, механізм міграційної політики, Державна міграційна служба України.

Author details (in Russian)**Миграция в контексте государственного регулирования экономики в Украине**

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Аннотация. В статье представлены проблемы в контексте государственного регулирования экономики. Проблемы миграции является фактором сдерживания структурных преобразований и создания предпосылок для экономического роста Украины. Указано на то, что разработка миграционной политики невозможна без исследования условий и механизмов миграционных процессов.

Определены функции органов государственного управления по миграции, роль международных институтов по вопросам миграции.

Предложен перечень факторов, влияющих на процессы миграции. Авторы отмечают, что государство должно предоставить миграционной политике не реактивный, а превентивный характер с реализацией своего выгодного сценария. Научные исследования, в которых миграционные процессы

являються об'єктом управління, споспособували бы решению целого ряда противоречий. Основой регулирования миграционных процессов должен быть комплексный подход, который согласовывает подходы, принципы, способы и методы с украинского и зарубежного опыта.

Существенным направлением должно стать обеспечение баланса интересов всех сторон, затронутых миграционными процессами, совершенствования функционально-организационной структуры государственного регулирования в этой сфере, устранения противоречий и несогласованности, которые возникают при взаимодействии между органами власти разного подчинения, между центральными и местными органами власти.

Авторы предлагают создание целевого центра исследования миграционных процессов, основными задачами которого стали бы: диагностика миграционной ситуации в стране; изучение количественных и качественных потребностей государства в мигрантах; статистический учет мигрантов и др.

Отмечено, что формирование эффективного механизма миграционной политики требует согласования ее целей с целями экономической, социальной, культурной, территориальной политики; сбалансированности и согласования интересов государства, негосударственных организаций, государственного регулирования экономики, миграционной политики, Государственной миграционной службы Украины.

Ключевые слова: миграция, государственное регулирование экономики, миграционная политика, механизм миграционной политики, Государственная миграционная служба Украины.

Appendix A. Supplementary material

Supplementary data associated with this article can be found, in the online version, at <http://dx.doi.org/10.14254/2223-3822.2016.14-1.10>

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