

## PUBLIC ADMINISTRATION

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### THE IMPACT OF GLOBALIZATION ON THE FORMATION OF MIGRATION POLICY IN UKRAINE

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#### Abstract

The study of the regularities of international migration processes, economic, social and cultural transformations caused by the reorientation of regional migration flows in the second half of the twentieth century is relevant and timely for countries that are actively modernizing their migration policies. The article is devoted to the analysis of trends in the impact of globalization processes on the migration policy of the state. Paper **purpose** is to study the impact of globalization processes on the formation of the nature of migration policy measures taken by the state in modern conditions. The transition of the Ukrainian economy to market relations, reform in the political sphere, deepening of integration processes have created extremely favorable conditions for our country's full participation in the international labor market. Ukraine's entry into the world market is shaping new migration flows. In the structure of external migration, labor migration is becoming more and more prominent. Thus, the tendencies of migration processes in Ukraine are defined; the features of the Ukrainian international labor migration are investigated. In the course of the research it is proved that the present level of migration legislation and migration policy of Ukraine as a whole is still far from the level of European countries. As a **result** some propositions for the state authorities to improve the migration policy of Ukraine were made, according to which Ukrainian authorities at national and sub-national (regional and local) levels should take greater control of their coordination role in migration management and related migration and development issues, as well as assume responsibility for building technical capacity, to be able to support such management and related activities.

**Key words:** globalization, migration, labor migration, international migration, migration processes, immigration, migration policy of the state.

**JEL Classification:** J61, J62, J68.

#### INTRODUCTION

In the third millennium, globalization and integration have a direct impact on exchanges between states and affect the socio-political situation in most countries (O. Grishnova, 2008). International migration is becoming more widespread and poses many problems for the states. These problems require conceptual and theoretical analysis and practical solutions.

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In today's world, it is no longer possible to consider human mobility as a secondary factor in the development process or, even worse, as a by – product of an inadequate development process. The 2030 development agenda is laying a new foundation by recognizing the positive contribution of migrants to inclusive growth and viewing migration as a "multifaceted phenomenon". The sustainable development goals define migration as a key issue that is important for many areas and has a significant impact on social development. Mobile populations, whether internal, cross-border or displaced, constitute the main target audience for achieving sustainable development goals.

The increase in migrant flows, which occurs both globally and in Ukraine (O. Kyslytsina, 2010), requires increased attention to theoretical and methodological developments in the field of strategic planning and the formation of effective mechanisms for the implementation of migration policy of the state.

## **LITERATURE REVIEW**

The problem of improving migration policy has been studied in the works of domestic and foreign scientists, in particular: A. Babenko, Yu. Borjas, I. Gnibeda That Kisliksina, V. Kolpakov, E. Libanova, K. Macconnel, Malinovskaya, V. Olefir, A. Parkhomchuk, M. Romaniuk, A. Roy. But in the works of these authors the aspects of the impact of globalization processes on the state migration policy are not covered.

## **PAPER OBJECTIVE**

The paper objective is a study of the impact of globalization processes on the formation of the nature of migration policy measures taken by the state in modern conditions.

## **RESULT AND DISCUSSION**

In the context of globalization, migration processes are becoming widespread. The beginning of the XXI century was characterized by an increase in the scale and intensity of migration flows, so, according to the World Migration Report 2018, in 2015 the number of migrants amounted to 244 million people compared to 153 million in 1990. World migration, as a social phenomenon, appears today as complex and multi-faceted. In general, today it appears as legal, despite its negative aspects caused by non-observance of human rights, military conflicts, narrow opportunities for a citizen within a state, etc. The 2018 world migration report differs from the previous ones focusing on a new set of issues that were not present in the World Migration Report Series before. Among them:

the development of global mechanisms for the management of international migration;

the relationship between migration and rapidly changing levels and types of transnational linkages;

the situation of migrants in the migration process;

migration and power extremism.

Special emphasis is placed on the modern role of media in the world. Mass media broadcast opinions and positions on migration of citizens, politicians, even entire societies, and therefore are important (according to the World Migration Report 2018).

The transition of the Ukrainian economy to market relations, reforms in the political sphere, deepening of integration processes have created extremely favorable conditions for the full participation of our state in the international labor market. Ukraine's entry into the world market creates new migration flows. Labor migration is increasingly distinguished in the structure of external migration. The involvement of the national labor market in international cooperation, the penetration of the world labor market, the various socio-economic consequences for the

participating countries have led to the need for an in-depth analysis of the motivations of labor migration and the reasons that hinder this process.

After obtaining independence, the volume of internal migration in Ukraine has decreased significantly due to the disappearance of Soviet era organized resettlement and recruitment of labor force, commercialization of education, rising housing prices, difficulties with employment, etc. If at the turn of the 1980-1990-ies the internal migration turnover reached 3 million, now it is less than a million. According to the state statistics service, in 2017 only 12 out of 1000 of Ukrainians changed their place of residence (State Employment Service, 2018). However, so far, the statistically recorded internal movements are about 10 times larger than international migration. Urban-rural movements dominate in the internal migration. The rural population is declining due to the outflow of young people to the cities, its aging accelerating. Since 2014, numerous internal displacements in Ukraine, caused by the annexation of the Crimea and military actions in the Donbas, have been forced. According to the interdepartmental coordination center for social security of internally displaced persons (IDP), as of July 20, 2016 1029571 people were moved from uncontrolled areas to other regions of Ukraine: including 1007112 people from the Donetsk and Lugansk regions and 22459 people from the Autonomous Republic of Crimea and Sevastopol city, among which 170581 children and 49593 people with disabilities and the elderly (according to the Interagency Coordination Headquarters reports).

The main recipient in interregional migrations is the city of Kiev and Kiev region. In 2000s, the population growth of the capital at the expense of other regions reached 20 thousand people per year. In the current crisis, migration growth decreased (14400 in 2014, about 12000 in 2015), but remained the largest in Ukraine. These data, however, relate only to officially recorded relocations and do not include temporary movements, including forced ones. In addition, the participation of the population in internal labor migration, which is not associated with daily or weekly return to the place of permanent residence, is significant. Such migration is carried out to perform seasonal, shift, and even longer work in the capital and large industrial centers. According to the latest data obtained in the course of the study conducted by IOM in 2016 - 2017, the number of internal labor migrants in Ukraine is 1643000 and reaches 9% of the economically active population. Moreover, in the near future, internal labor migration may grow by about 50% (International Organization for Migration, Mission in Ukraine, 2016). In 2017 there were 688000 international labor migrants, 144.400 people returned home. According to other sociological studies, 55% of respondents from the number of internal labor migrants have permanent jobs, for the vast majority – the only one. At the same time, only 20% of the surveyed internal labor migrants work officially, under an employment agreement, others – on the basis of verbal agreement, or consider themselves self-employed (Amzhadi, 2012). Top 5 destination countries of Ukrainian labor migration are: Russian Federation (204000 people), Poland (141000 people), Czech Republic (102000 people), Italy (76000 people), Belarus (22000 people). According to the survey conducted among migrants, 60% intend to return, 21% have no such intention, 19% do not know. The total volume of transfers to Ukraine in 2017 amounted to \$ 2.8 billion, of which 53% (\$1.42 billion) was transferred through informal channels, and only 47% (\$1.369 billion) through official channels. About 400,000 Ukrainian long-term labor migrants save \$4 billion a year abroad. The savings goals of Ukrainian long-term labor migrants coincide with the savings goals of labor migrants from other countries. Buying a home/durable goods and educating children are among the most important savings goals; 21% of migrant workers intend to invest in various sectors of the Ukrainian economy.

Globalization is fundamentally changing international migration, both quantitatively and qualitatively, with more people going to high-income developed countries (which need an influx of migrants because of the need to maintain a working-age population). Migration policy and intensification of migration processes have caused a split in society in many countries. Disputes continue not only about jobs and competition for access to social security, but also about the culture, the opportunity, and the right to require immigrants to perceive the language and values of

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their new country (N. Bortnik, 2012). In the 1990s, the dynamics of migration processes increased dramatically, including illegal migration, which spread in the 1990s and reached almost 30 million worldwide (M. Vidyakina, 2015).

After the establishment of democratic freedoms, in particular freedom of movement, cross-border mobility of the population of Ukraine grew rapidly primarily due to crossing the Western border. In 2013, that is, even before the annexation of Crimea and the beginning of the conflict in Eastern Ukraine, for the first time the number of trips of Ukrainians in Poland exceeded the number of trips to Russia, which has traditionally been most visited by Ukrainian citizens and which maintained a visa-free regime.

With the beginning of the conflict, there has been an overall decrease in the number of trips abroad, primarily through trips to Russia: in 2014 there were nearly a third less than in 2013. At the same time, the number of visits of Ukrainians to the EU continued to grow to 10.5 million in 2014 and 12.5 million in 2015.

In the process of visa liberalization with the EU, visa procedures for Ukrainians were gradually simplified, the number of Schengen visas issued to citizens of Ukraine increased. If in 2010 Ukrainians received 1.28 million Schengen visas, in 2013-already 1.56 million and 38.6% of these visas were multiple (according to European Commission. DGs Migration and Home Affairs, 2016). In 2014, 52.4% of multiple-entry visas were issued. In 2015 – 56,8% (according to Schengen Visa statistics by third country, 2015). This partly explains the first decade decline in the number of issued Schengen visas-Ukrainians issued 1.35 million Schengen visas during 2014, 1.19 million in 2015.

Another reason for the reduction in the number of visas is the increase in the number of refusals. In 2010, the failure rate was 3.83%, but decreased to 1.85% in 2013. During the war, it began to grow again: 1.97% in 2014, 3.4% - in 2015.

The intensification of cross-border mobility of Ukrainians towards the EU contribute to agreements on local border traffic concluded with Hungary in 2007, Poland and Slovakia in 2008, Romania in 2014, Thanks to them, the citizens living in frontier zone without visas can travel to neighboring States, venturing into their territory to a distance of 30 km (Poland) to 50 km (other neighboring countries). For example, according to surveys of international passengers, residents of the 30-kilometer border zone carry out up to 65% of border crossings with Poland (according to the Statistic Office in Rzeszow, 2014).

The number of Ukrainians living in the EU is constantly growing. In 2017 there were 905,2 thousand. They amounted to more than 6% of foreigners from third countries on the territory of the European Union. Most Ukrainians lived in Italy (238 thousand), Poland (336 thousand), Germany (112 thousand), the Czech Republic (113 thousand) and Spain (84 thousand).

Migration of the population in recent decades contributed to the spread in Ukraine of European values and norms of market consciousness, the formation of an open world society capable of innovation.

Labor migrations reduce labor market tensions. In the absence of employment abroad, the number of unemployed more than doubled their actual number (O. Pozniak, 2012). According to various surveys, the earnings of migrant workers abroad are three to four times higher than the average wage in Ukraine. The funds earned during labor migration are mainly used for consumption, which helps to improve the quality of life of migrant families, reduce poverty, and stimulate the development of the economy by increasing the effective demand. According to the results of the study of financial revenues associated with migration and their impact on the development of Ukraine, conducted by IOM in 2014-2015, migrants ' transfers to Ukraine make up almost half of the budget of households with long-term labor migrants, and 60% of the budget of those whose members practice short-term labor migration (International Organization for Migration, Mission in Ukraine, 2016).

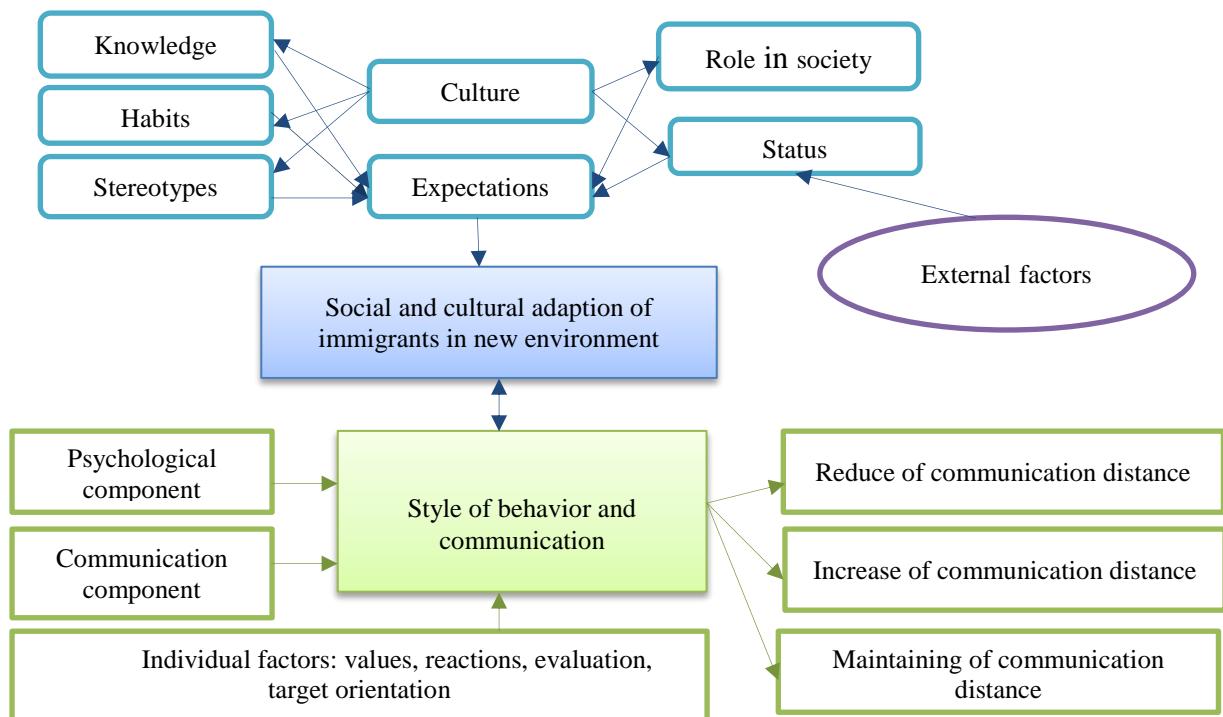
According to the same study, almost one in five long-term migrants expressed investment intentions, preferring investments in their local communities in Ukraine and in sectors such as construction, tourism and retail.

Attempts to stop migration run counter to globalization. Measures that would be difficult to introduce in a democracy must be applied to reduce migration movements markedly. Obstacles to the entry of people, as opposed to the entry of goods and capital, have not been eliminated even in today's globalized world, and are explained primarily by the need to preserve the national interests of indigenous peoples and their cultural identity (according to Commission of the European Communities in "Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A Common Immigration Policy for Europe: Principles, Actions and Tools", COM, 2008). The challenge is to shape the migration policy of each individual state in the context of globalization, combining the goals of unity and respect for differences and diversity. Modern globalization processes have caused the emergence of a new model of historical dynamics, provoked the emergence of trend-structures and Megatrends that have defined the latest phase of social development, as well as caused new challenges models of social modernization, which include the global society of risk. This indicates that globalization as a new type of social development has led to qualitative and quantitative changes in the functioning of forms of social organization associated primarily with the rise and decline of traditional forms of social development dynamics. That is why the global society of risk has become the embodiment of a form of new dynamics, has revealed an integrative scheme that characterizes the new hierarchy of social organization and is a synthesis of responses to the challenges of modern development. This approach gives grounds to consider the global society of risk as a form of social organization that meets the modern challenges of globalization, sets the formats for the implementation of the latest strategies and trends of globalization dynamics.

Differentiation does not promote loyalty to the country among immigrants or provide adequate social protection. At the same time, programmes for migrant workers can be a source of exploitation and conflict. Assimilation, in turn, recognizes neither differences nor respect for diversity; nor does it directly address imbalances. Immigrants today are more than ever inclined and able to maintain close ties with family and their community at home, this contributes to the development of information and telecommunication technologies, and increasing the availability (both technical and financial) use of transport (O. Grishnova, 2008). Such connections are not new, but their impact on social, economic, and political behavior has changed.

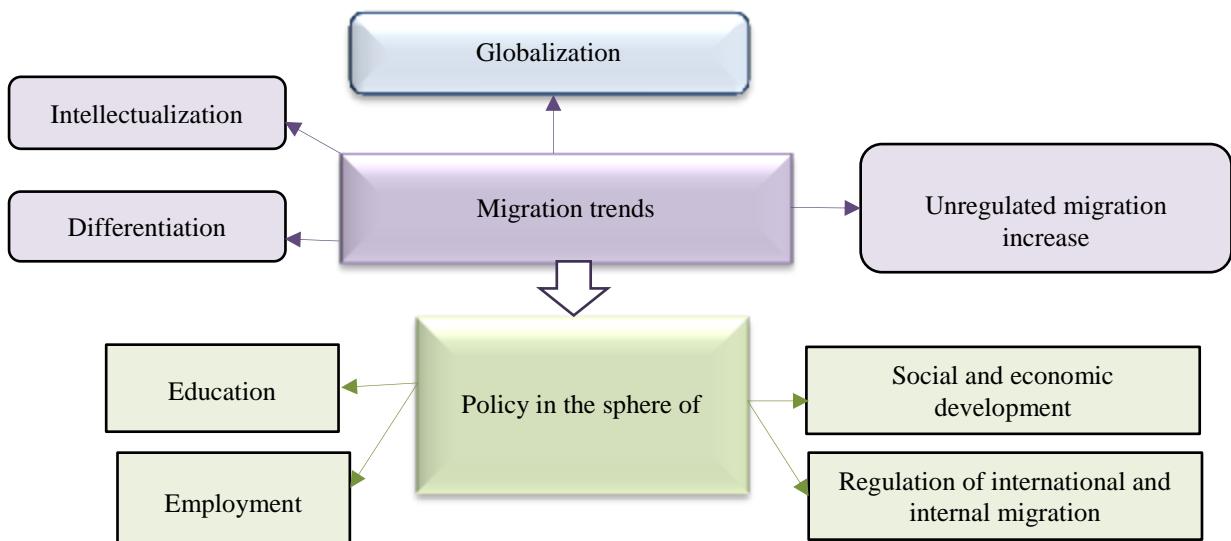
Due to the availability of modern means of communication and movement, immigrants want to have connections both where they were born and in the country that adopted them, which is a trend of migration processes in a globalizing world. In the context of globalization, there is a tendency to increase the number and diversity of human communities. Given such factors as the growth of economic and political freedom, the strengthening of migration processes, the information revolution, people should be more mobile to determine the assessment of their own identity.

A significant proportion of migrants form their new identity, forgetting their nationality. This is especially true for labor and political migrants. But some try to preserve traditional identity, which leads to adaptation inconveniences. Most migrants still try to combine multiple identities, linking traditional and newly created. For rice.1 the model of building communication processes that take place in the period of adaptation of immigrants.



*Figure 1. Model of building communication processes that take place in the period of adaptation of immigrants*

The state migration policy is one of the most important system-forming factors of the country's safe development. State migration policy in the context of globalization should be developed both within the framework of national migration strategies and through the development of joint interstate concepts in order to deepen international cooperation on migration issues (V. Kulyk, 2009). The interaction of migration trends and relevant policies of the state are shown in Figure 2.



*Figure 2. Interaction of migration trends and relevant state policies*

The current level of migration legislation and migration policy in Ukraine is still far from the level of European countries (V. Kulyk, 2009). Our country's participation in international migration

flows has recently acquired a multifaceted character: the country is entering the global international labor market, participates in the development of international legal migration documents, and so on. In the context of strengthening integration processes, it would be advisable to partially adopt the experience of successful implementation of the migration policy of developed countries, namely: to develop a strategy to support ethnic Ukrainians who emigrated; to use complex programs on adaptation of migrants, experience of the European migration practice. We believe that the "National Action Plan on Migration and Development in Ukraine" taking into account the specifics of Ukraine is to be adopted. This plan has been widely discussed. It is to outline a medium-term roadmap for introducing migration into development planning in Ukraine. In particular, the plan is to describe the issues to be addressed, codify strategic objectives and priorities, include national and local government authorities, other priorities and stakeholder contributions, and outline programme / activity areas, mandatory indicators and a results matrix. The plan and related policy documents should be developed in accordance with the overall development strategy of Ukraine and with its full consideration. Their development should take place in cooperation with regional and local authorities, as well as with key partners in the private sector and among specialized agencies. A flexible monitoring and evaluation plan is to be an integral part of all such plans.

The experience of other countries shows that the Ukrainian authorities at the national and subnational level (regional and local) should assume greater control over their coordinating role in the field of migration management and related migration and development issues, as well as take responsibility for the development of technical capacity to be able to support such management and related activities. Domestic institutions, with the support of relevant specialized agencies, should have sufficient capacity to enhance the positive impact of labour migrants on development: to identify and address significant information gaps, to ensure complementarity and sufficient coordination of future initiatives in the public and private sector at the interdepartmental, national and local levels, to initiate priority activities and relevant pilot projects that take into account the interests of relevant public and private stakeholders and, not least, the interests of labour migrants themselves.

## CONCLUSIONS

Summarizing the above, we can state that globalization processes are becoming a new and very significant factor of modern migration, which actually performs the function of an accelerator in its development. An important indicator of the growth rate of international migration is the increase in the share of international migrants in the population of countries. Thus, in today's world, migration flows are becoming global in nature, affecting all aspects of the life of the world community. In turn, migration increasingly plays the role of a factor of globalization in the development of individual countries and regions. The trends of the modern world migration cycle have led to the fact that it becomes difficult to divide states into clear categories: countries of emigration, immigration, transit. More and more countries have begun to change their status and combine the characteristics of two or three categories.

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## ВПЛИВ ГЛОБАЛІЗАЦІЇ НА ФОРМУВАННЯ МІГРАЦІЙНОЇ ПОЛІТИКИ В УКРАЇНІ

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Вивчення закономірностей міжнародних міграційних процесів, економічних, соціальних та культурних перетворень, спричинених переорієнтацією регіональних міграційних потоків у другій половині ХХ століття, є актуальним та своєчасним для країн, які активно модернізують свою міграційну політику. Стаття присвячена аналізу тенденцій впливу глобалізаційних процесів на міграційну політику держави. Мета статті – вивчення впливу глобалізаційних процесів на формування характеру міграційної політики, яку вживає держава в сучасних умовах. Перехід економіки України до ринкових відносин, реформи в політичній сфері, поглиблення інтеграційних процесів створили надзвичайно сприятливі умови для повної участі нашої країни у міжнародному ринку праці. Вихід України на світовий ринок формує нові міграційні потоки. У структурі зовнішньої міграції робітнича міграція стає все більш помітною. В статті визначено тенденції міграційних процесів в Україні; досліджено особливості міжнародної трудової міграції України. У ході досліджень доведено, що сучасний рівень міграційного законодавства та міграційної політики України загалом ще далекий від рівня європейських країн. Як результат, були запропоновані певні заходи для державних органів влади щодо вдосконалення міграційної політики України, відповідно до яких вони повинні взяти на себе більший контроль над своєю координаційною роллю в галузі управління міграцією та суміжними питаннями міграції та розвитку, а також взяти на себе відповідальність за розбудову технічного потенціалу, щоб бути в змозі підтримувати таке управління й пов'язані з ним заходи. Вітчизняні установи, за підтримки відповідних спеціалізованих установ, повинні мати достатній потенціал для посилення позитивного впливу трудових мігрантів на розвиток: виявлення та усунення значних інформаційних прогалин, забезпечення доповнюваності й достатньої скоординованості майбутніх ініціатив у державному й приватному секторі на міжвідомчому, національному та місцевому рівнях, ініціювання пріоритетних заходів та відповідних пілотних проектів, що враховують інтереси відповідних державних і приватних зацікавлених сторін, а також, не в останню чергу, інтереси самих трудових мігрантів.

**Ключові слова:** глобалізація, міграція, трудова міграція, міжнародна міграція, міграційні процеси, імміграція, міграційна політика держави.

## ВЛИЯНИЕ ГЛОБАЛИЗАЦИИ НА ФОРМИРОВАНИЕ МИГРАЦИОННОЙ ПОЛИТИКИ В УКРАИНЕ

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Изучение закономерностей международных миграционных процессов, экономических, социальных и культурных преобразований, вызванных переориентацией региональных миграционных потоков во второй половине ХХ века, является актуальным и своевременным для стран, которые активно модернизируют свою миграционную политику. Статья

посвящена анализу тенденций влияния глобализационных процессов на миграционную политику государства. Цель статьи – изучение влияния глобализационных процессов на формирование характера миграционной политики, принимаемые государством в современных условиях. Переход экономики Украины к рыночным отношениям, реформы в политической сфере, углубления интеграционных процессов создали чрезвычайно благоприятные условия для полного участия нашей страны в международном рынке труда. Выход Украины на мировой рынок формирует новые миграционные потоки. В структуре внешней миграции рабочая миграция становится все более заметной. В статье определены тенденции миграционных процессов в Украине; исследованы особенности международной трудовой миграции Украины. В ходе исследований доказано, что современный уровень миграционного законодательства и миграционной политики Украины в целом еще далек от уровня европейских стран. Как результат, были предложены определенные меры для государственных органов власти по совершенствованию миграционной политики Украины, согласно которым они должны взять на себя больший контроль над своей координационной ролью в области управления миграцией и смежными вопросами миграции и развития, а также взять на себя ответственность за развитие технического потенциала, чтобы быть в состоянии поддерживать такое управление и связанные с ним мероприятия. Отечественные учреждения, при поддержке соответствующих специализированных учреждений, должны иметь достаточный потенциал для усиления положительного влияния трудовых мигрантов на развитие: выявление и устранение значительных информационных пробелов, обеспечения достаточной скоординированности будущих инициатив в государственном и частном секторе на межведомственном, национальном и местном уровнях, инициирование приоритетных мероприятий и соответствующих пилотных проектов, учитывающих интересы соответствующих государственных и частных заинтересованных сторон, а также, не в последнюю очередь, интересы самих трудовых мигрантов.

**Ключевые слова:** глобализация, миграция, трудовая миграция, международная миграция, миграционные процессы, иммиграция, миграционная политика.