

9.2 Preventive migration management in the system of integration processes of Ukraine

Globalization and integration processes influenced on the intensification of population's international migration and it began to get out of control. The mass of illegal migration flows and human potential losses of origin countries are evidences of the inadequacy of migration policies of separate counties. In recent decades there was recognition that migration problems needed global, joint solutions, so migration regulation began to move from unilateral control to multilateral or bilateral cooperation. Ukraine as an active participant in international migration processes also is in need of improving its migration policy and searching for new instruments for it. Besides, the implementation of Ukraine's European integration choice, the need to harmonize its socio-economic and migration policy with European standards on the one hand, and the necessity of integration and consolidation of Ukrainian society on the other hand, actualizes the study of theoretical and applied aspects of the integration problem and clarifying its impact on migration processes regulation.

In the general theoretical context, the "integration" concept means a process that leads to a state of coherence of the individual parts and functions of the system into a single whole, as well as the process of inclusion of a separate element into the system [669, p.20]. Such a definition makes it possible to distinguish between the concepts of "system integration" (combining its elements into a single whole) and "integration into a system" (inclusion, joining individual entities, that have an individual, group or even systemic nature, to the system). At the same time, the concept of integration is sometimes used to indicate the state of a social system, which is achieved as a result of rapprochement, the consolidation of various social elements into a single whole [670, p.16]. However, in our opinion, one should use the term "integration" for this.

The system of integration processes in their main types and forms is shown in the Figure 1. Depending on the direction of the integration processes (inside or outside referred to the system), it is possible to distinguish external and internal integration, i.e. the integration of the system to other systems and integration within the system

itself. Speaking of internal integration, the scientists of the Institute of Sociology of the National Academy of Sciences of Ukraine consider it in three contexts: “integration of the society” (systemic), “integration into the society” (socio-economic) and “integration in the society” (as a combination of both first types) [670, p.12]. These forms are closely interconnected, but their distinction is advisable for a more complete articulation of the essence of integration processes.

By areas of manifestation, one can distinguish the following types of integration in society: economic, political, social and cultural. Economic integration is characterized by the establishment and intensifying of bonds between business entities, that is accompanied by the emergence of new integral properties in the system. It is often considered through the prism of inter-regional, which is defined as “the process of rapprochement, interpenetration and merge of the reproductive processes of business entities of two or more regions, that turns them into an integral economic mechanism, into an inter-regional economic system” [671, p.15]. Under the conditions of growing external threats to national security and territorial integrity of Ukraine, the necessity for supporting the economic integration of the regions with its other types also increases. Actually, as a result of inter-regional unity, the unity of the state is developed. It is both a result and an indicator of the integration of society. As professor S.I. Vovkanych notes, one of the most significant manifestations of nation unity is "the ability of a nation to work and create together, synergistically, to increase well-being" [672, p.5]. The main features and importance of the integration of society at the end of the XIX century were defined by Ivan Franko, who gave such instructions to future generations: "As long as you live in public order, keep together, stand unshakable, all for one, and one for all, until then no hostile force defeats you"[673, p.167].

Thus, a high level of integration in society (its unity) can be an intangible factor in the development of the economy, contribute to the activation of population migration within the country and be an alternative to emigration, and at the same time act as an important tool to counter external threats.

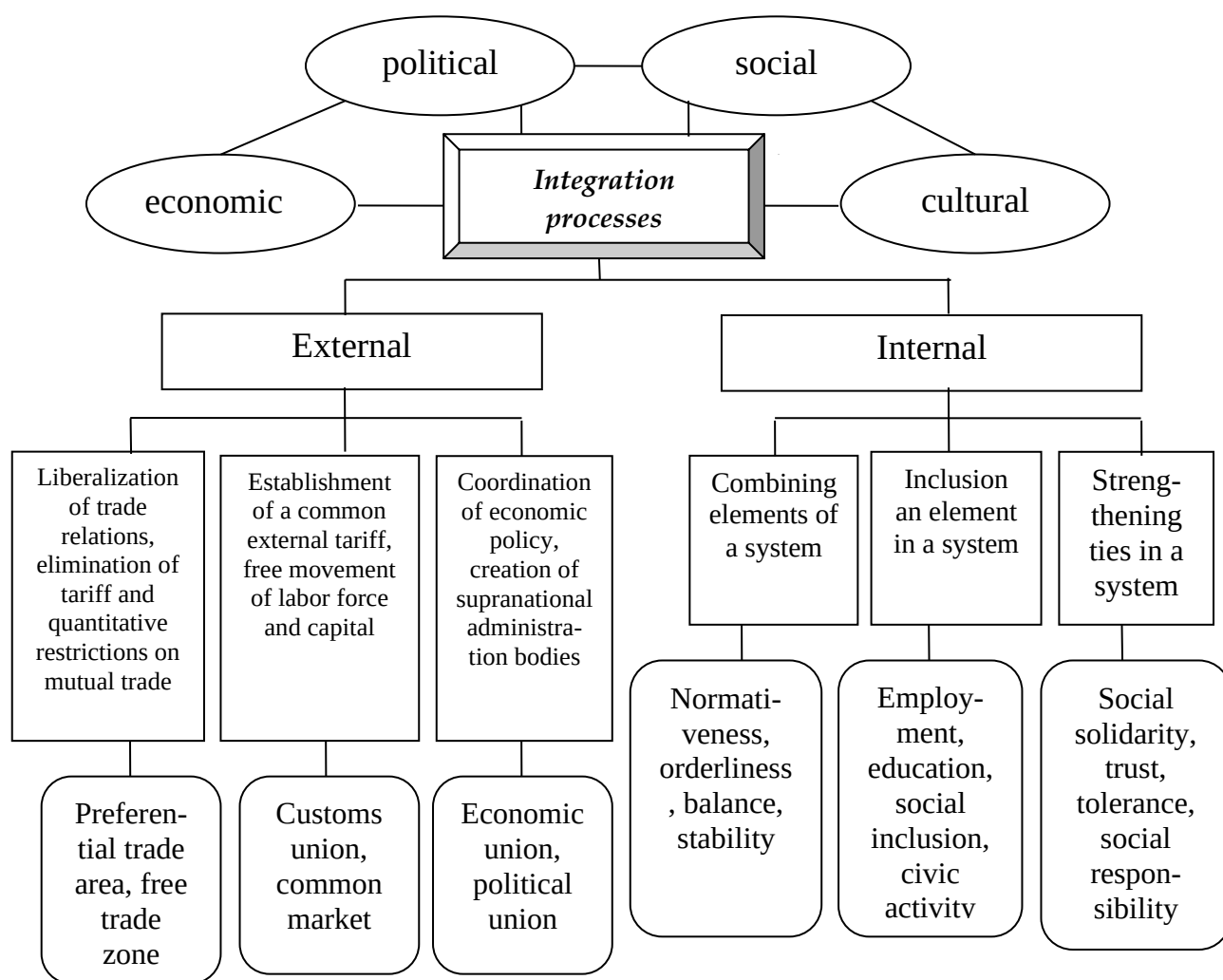


Figure 1. System of integration processes in their main types and forms.

Source: elaborated by the author.

Regarding external integration, the European vector is a reasonable choice for Ukraine. Integration with the EU can be a long-awaited chance of gaining economic and political independence with the formation of an innovation-oriented economy and civil society. But it is worth mentioning that the European integration for Ukraine is challenges and new opportunities, a necessity and a benchmark for improving migration policy. In general, integration processes, affecting population migration, pose new challenges to migration policy. At the same time, the need to promote integration processes and achieve the state of integration of our country (internal and external) also encourages to solve a number of problems. The list of key tasks, that

migration and other areas of state policy face in the system of integration processes, is shown in Figure 2.

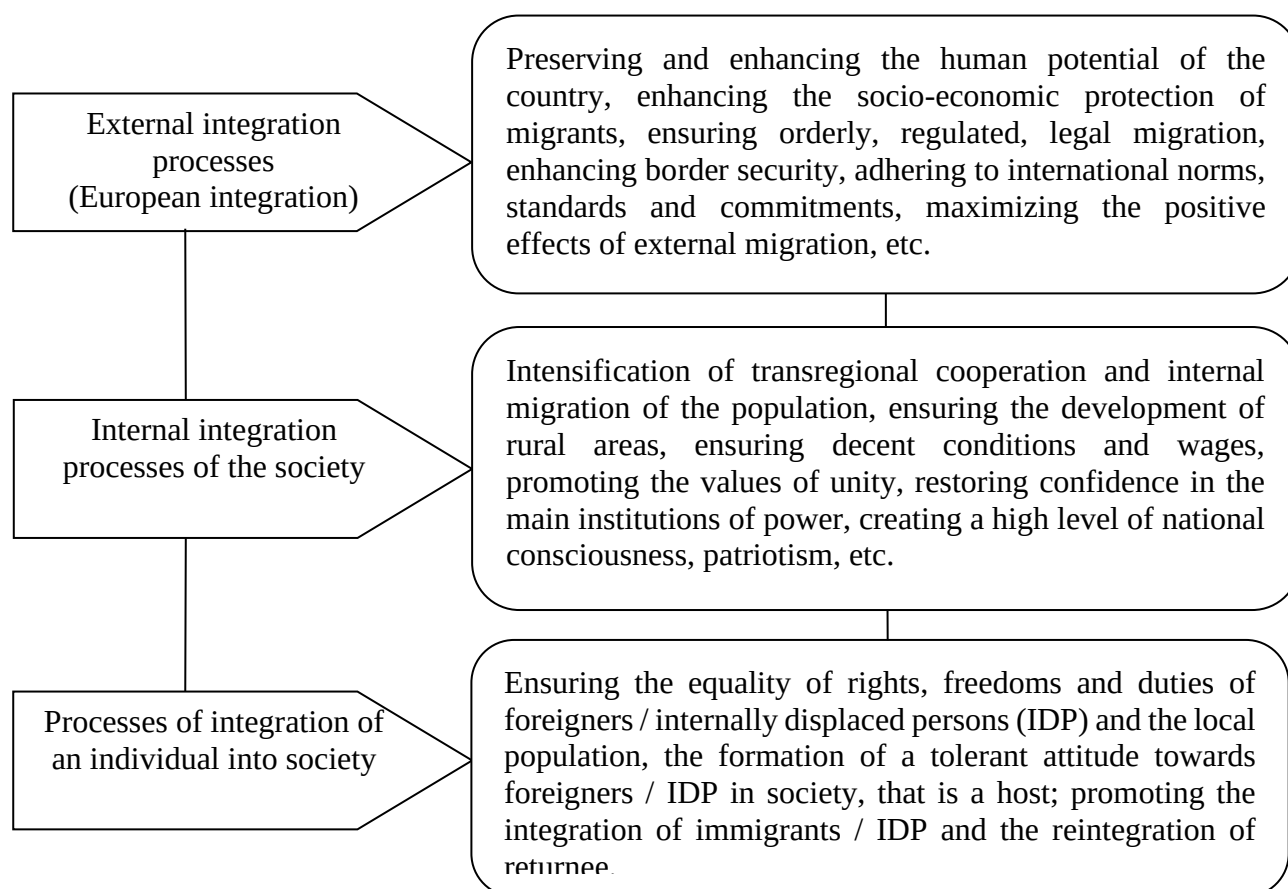


Figure 2. Key tasks of migration policy in the system of integration processes in Ukraine.

Source: elaborated by the author.

To increase the internal integration of the Ukrainian society, it is necessary to intensify transregional cooperation and internal migration of the population, coordinate the activities of all authorities, restore law and order, trust in the main social institutions, instill a sense of national consciousness, social solidarity and responsibility among the young generation, etc.

An important direction of migration policy is to ensure the successful integration of external migrants, internally displaced persons and returnees into society, that accepts them. For this, first of all, it is necessary to provide them with equal rights and

opportunities in comparison with the local population, to facilitate their employment, language learning, etc.

Fulfillment of all the above-mentioned tasks, among other things, requires the use of innovative tools for implementing migration policy. One of such tools, in our opinion, could be preventive migration management. Its main principles are based on the concept of migration management developed by the American scientist Bimal Gosh. He was one of the first, who developed a comprehensive global approach to migration management, leading the global project "New International Regime for Orderly Movement of People". The aim of the project was to cover all types of population mobility and make migration processes more manageable, predictable and useful [674]. The Gosh regime initiated the development of a new concept of migration management. This concept is based on the thesis that well-managed migration can be positive for everyone: countries of origin, destination and for the migrants themselves ("win-win-win" solution).

The concept of global migration management has the following three important components: actors, practices and discourses [674]. The fundamental difference between migration management and migration policy is that international organizations have an influence on the public policy development. This makes such organizations powerful actors in regulating migration processes. The most important of these are the International Organization for Migration (IOM), the International Center for Migration Policy Development (ICMPD), the United Nations High Commissioner for Refugees (UNHCR) and the European Agency for the Protection of the External Borders of the European Union (Frontex). These organizations differ significantly from each other and have different status. For example, the Office of the United Nations High Commissioner for Refugees is a UN agency with a clearly defined mandate, while Frontex operates only within European borders. However, each of them in its own way influences the formation of global migration management.

The second important component of migration management is related to a number of practices: measures to combat human trafficking, training of civil servants

in transit countries and labor donor countries, development of migration policies in countries where there is no strategy in this area.

The last element is the discourses conducting, which are very important for understanding the concept of migration and its regulation. Global political discourse aims to shape the way migration is perceived by those, who are responsible for its regulation. For example, such organizations as IOM form an objective perception of reality by highlighting the problems of illegal migration and human trafficking. Another aspect is the production of knowledge that legitimizes migration management. Such knowledge depends on scientists working for international organizations as consultants.

Migration management also acts as a market system for solving problems related to migration, where states can buy a solution [674]. In other words, it is a question of receiving by the governments of separate countries recommendations and scenarios of migration policy from the international organizations on the basis of researches spent there.

The model of formation and implementation of migration management under the influence of integration processes is shown in Figure 3. The results of its implementation, in turn, have an impact on the development of integration processes. The main principles, priority goals and objectives of migration policy are shown in the figure. The objectives have to be implemented gradually and step by step. Development and successful implementation of migration policy measures require improvement of its information, institutional, organizational bases.

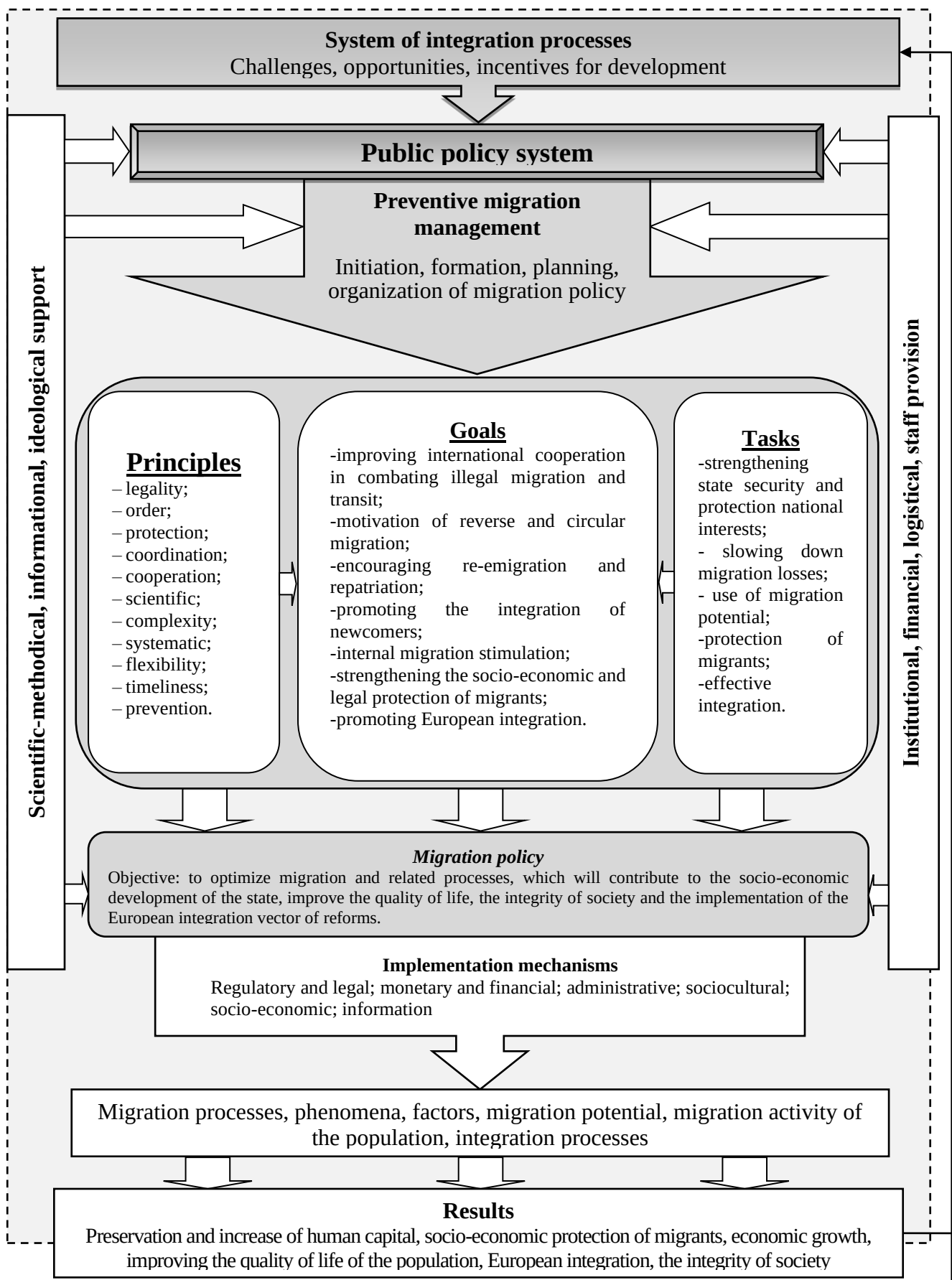


Figure 3. Preventive migration management in the system of integration processes.

Source: elaborated by the author.

A key principle of migration management is the provision that well-managed migration can benefit everyone (the donor country, the recipient country and the migrant himself). Therefore, an important task of migration management at the stage of migration policy formation is to take into account the needs and harmonize the interests of the main participants in migration processes and relations.

In order to make migration more profitable, predictable and manageable, it is necessary to step up preventive measures of migration policy. This should be facilitated by preventive migration management. Its application involves not only improving border security, the institutional, organizational supply and staffing of migration policies. Under the conditions of strengthening of the European integration processes, which is accompanied by intensification of emigration flows from Ukraine, the need to expand the functional purpose of the migration policy is being updated. In particular, we are talking about a preventive function – preventing the negative effects of migration. It requires scientifically based evaluation of the consequences of migration processes.

For scientific and analytical purposes the process of realization of one of the directions of migration policy on the basis of evaluation of the consequences of migration processes is presented as a flowchart in the Figure 4. The analysis and assessment of the consequences of migration processes should be carried out separately for the main institutional units that are directly or indirectly involved in migration processes. A migrant, his family, his country of origin and the host society are the main institutional units of migration. In general, all migration effects can be divided into four groups: economic, social, political, mental. Each group has a number of indicators. So, the main indicators of the economic effect are: unemployment rate, labor cost, poverty rate, GDP growth, volume of private money transfers, investments, etc. The social effect can be estimated using such indicators: number of population, demographic loss, age structure of population, demographic load, fertility and mortality rates, number of divorces, number of social orphans, educational level, the number of criminal cases opened to foreigners, the number of foreigners, brought to administrative liability; number of victims of human trafficking. Indicators of the political effect can be: the

level of falsification during elections, the number of political parties representing the interests of migrants, the change of political elites, authorities and regimes. The ethnic and national structure of the population, the level of crime, the number of religious associations and communities are the main indicators of mental effect.

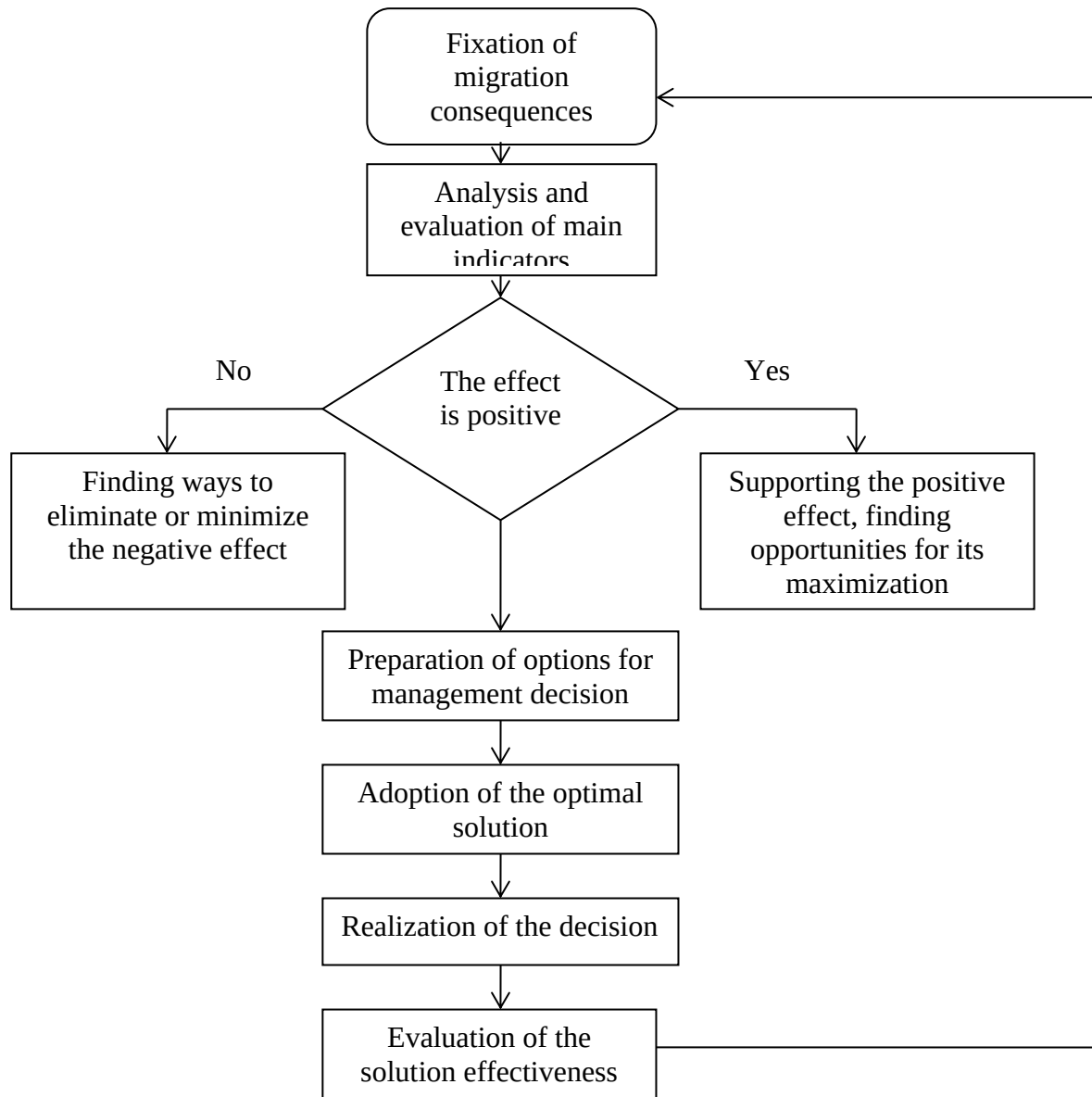


Figure 4. The flowchart of the implementation of migration policy on the basis of evaluation of the consequences of migration processes

Source: elaborated by the author.

It is important to note that many migration consequences cannot be uniquely positive or negative, even when the analysis relates to the same institutional unit. Therefore, the scheme should be understood more broadly, namely: if there is

simultaneously a positive and negative effect of a certain migration consequence on some indicators, then it is necessary to maintain and maximize positive aspects of effect, while trying to minimize the negative.

Thus, implementation of preventive migration management facilitates the transition from reactive to preventive state migration policy in Ukraine – policy of migration risks prevention and its benefits maximization. It will contribute to making migration the source of prosperity and international solidarity.